

City of Winnipeg

Final Report:

Analysis and Implementation of Affordable  
Housing Tools and Incentives

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nblc

N. Barry Lyon Consultants Ltd.



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## Final Report: Analysis and Implementation of Affordable Housing Tools and Incentives

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**Disclaimer:**

*The conclusions contained in this report have been prepared based on both primary and secondary data sources. NBLC makes every effort to ensure the data is correct but cannot guarantee its accuracy. It is also important to note that it is not possible to fully document all factors or account for all changes that may occur in the future and influence the viability of any development. NBLC, therefore, assumes no responsibility for losses sustained as a result of implementing any recommendation provided in this report.*

*This report has been prepared solely for the purposes outlined herein and is not to be relied upon, or used for any other purposes, or by any other party without the prior written authorization from N. Barry Lyon Consultants Limited.*

## Executive Summary

The City of Winnipeg is at a pivotal moment in addressing its growing housing affordability crisis. This report—prepared by N. Barry Lyon Consultants Limited (NBLC)—assesses market conditions, development economics, policy tools, and case studies to determine the most effective strategies to expand affordable housing supply. The City engaged NBLC to evaluate affordable housing tools and incentives as part of its Housing Accelerator Fund (HAF) Action Plan. The study is intended to guide future program design, inform a long-term housing strategy, and identify municipal levers to support both non-market and mixed-income developments led by non-profits and the for-profit development sectors.

While the City has recently implemented and funded several initiatives through money received via the HAF in 2023, this funding is expected to be extinguished by the end of 2026. The recommendations and directions in this report are therefore within the context of a post-HAF environment, where direct capital funding is not provided by the federal government to local municipalities to fund incentive programs and other initiatives.

This work was informed by significant market research, economic analysis, and consultation with key stakeholders including City divisions and agencies, non-profits, the development community, and senior levels of government. Overall, the findings indicate that sustained population growth, rising construction costs, aging rental stock, and deep affordability gaps require a coordinated, long-term municipal approach centered on incentives, partnerships, supportive land policies, and the creation of a dedicated affordable housing office. While mandatory extraction policies, such as inclusionary zoning, have the potential to increase the supply of affordable housing without direct financial commitments from government, these policies can create broader negative market externalities such as reduced housing supply and are typically only seen in the Country's strongest real estate markets (e.g., Toronto, Vancouver).

The analysis in this report, along with the City's Housing Needs Assessment, identifies that the largest and most pressing affordability challenges are for low-income renter households, followed by moderate-income renter households. This confirms that the City's definition of affordable housing and the targeted outcomes of recent programs and initiatives are aligned with the needs of the City's residents and funding programs available from senior levels of government.

Based on the research, analysis, and consultation efforts, the following key directions are identified for the City of Winnipeg, as presented in Section 6 of this report:

- Maintain the City’s affordable housing policy direction and definitions.
- Continue to support and prioritize non-profit housing providers.
- Maintain an incentive program to create affordable rental housing.
- Continue leveraging public land to create new affordable housing, encourage neighbourhood revitalization and investment, and intensification within the downtown.
- Create a permanent Affordable Housing Office.
- Continue efforts to improve processes and implement reforms that make development easier to approve, reduce costs and risks, improve certainty in outcomes, and streamline the process.
- Continue to support new market-rate rental housing throughout the City and develop strategies, processes, and incentives to encourage mixed-income developments by the private sector.
- Continue to explore new and expand existing policies and programs to encourage affordable housing delivery.

## 1.0 Introduction

As part of the City of Winnipeg’s Housing Accelerator Fund (‘HAF’) Action Plan, the city retained N. Barry Lyon Consultants Limited (‘NBLC’) to undertake an Affordable Housing Tools & Incentives Study. This study will be used to inform the expansion of existing and/or development of new programs or policies to encourage housing and support the creation of new affordable housing.

The purpose of this project is to better understand what role the City can play to incentivize and support affordable housing – both to increase non-market affordable housing development and to encourage the inclusion of affordable housing in market (mixed-income) projects led by private developers. The results will inform ongoing efforts for the City of Winnipeg to develop a housing strategy and action plan, including policy and program recommendations focused on creating new affordable housing.

While the City has recently implemented a suite of initiatives to increase and broaden housing supply, many are funded with the city’s Housing Accelerator Fund (HAF) contributions, which will largely be expired by the end of 2027. Winnipeg is therefore seeking to understand the best suite of programs that align with municipal housing goals, development economics, and municipal finance considerations in a “post-HAF” environment, understanding that investment in affordable housing will remain a long-term priority.

This work will be influenced by a variety of factors including:

- The city’s recently completed Housing Needs Assessment;
- Stakeholder engagement with the city, private developers, non-profits, CentreVenture, the Province of Manitoba, and other relevant stakeholders;
- Market and economic research, including a proforma analysis;
- A critical assessment of programs and policies previously and currently implemented by the city to create new affordable housing;
- A case study evaluation of approaches tested in other jurisdictions across Canada; and
- A reconciliation of the above analyses to form recommendations and directions.

Through this analysis, NBLC has hosted two separate workshops with the development industry, which has included separate meetings with for-profit and non-profit groups (i.e., four workshops in total), in addition to one-on-one interviews with these groups and other stakeholders. A summary of our consultations efforts are presented in **Appendix A** of this report.

While this work is comprehensive in nature, the primary focus of the report, associated analyses, and overall recommendations and directions is on affordable rental housing, and largely through low-, mid-, and high-rise apartment forms.

## 1.1 About NBLC

NBLC is an urban planning and real estate advisory firm specializing in market research, urban planning, development feasibility, and public policy. Established in 1976, our firm is particularly active in assessing all forms and tenures of housing including the affordable housing sector.

NBLC's work is equally divided between private and public sector clients. We work for most of the leading developers in Canada, assisting them with maximizing the value of their real estate assets to service their mandate most effectively. These assignments involve the determination of development feasibility and highest and best use through proforma analysis, market and economic analyses, land value quantification, real estate portfolio analyses, development scenario planning, planning opinions and development approvals, acquisition and disposition strategies, and affordable housing solutions. This work keeps us up to date on market trends, the cost of development, and shifts in development economics.

Our insight in the private sector has increasingly led to our retention by municipalities and government agencies to help understand and react to affordable housing issues, development and policy feasibility, intensification opportunities, brownfield development, economic revitalization strategies, transit-oriented development, financial incentives, and built form policies within Municipal Development/Official Plans and zoning by-laws. NBLC is unique in the urban planning space in that we are urban planners who specialize in market and economic analysis, financial feasibility, and policy development. NBLC's client list includes every level of government including the National Capital Commission, Canada Lands Company, Canada Mortgage and Housing Corporation, and most provinces, provincial agencies, and municipalities across Canada.

Of particular relevance to this assignment, we have developed municipal housing incentive programs, housing policies, inclusionary zoning frameworks, public land disposition models and partnerships, social housing business plans, and overall affordable housing strategies for communities across Canada.

## 1.2 City of Winnipeg Policy Context

### 1.2.1 Planning Context: OurWinnipeg 2045 and Strategic Directions

The city’s long-term planning frameworks, *OurWinnipeg2045* and *Complete Communities 2.0*, set the strategic direction for residential growth and development across the city. These plans encourage growth in key corridors, the downtown core, and other priority nodes, aiming to concentrate housing supply, increase density, and improve access to transit and services.

These contemporary frameworks build on earlier initiatives introduced through *OurWinnipeg* and *Complete Communities 1.0*, which were among the first comprehensive efforts to encourage a broader mix of housing typologies and encourage housing in new communities. The updated *OurWinnipeg* plan continues to call for a balanced housing ecosystem that includes denser forms of urban housing, new neighbourhoods structured around mixed land uses, and housing that is adequate, safe, affordable, and accessible. It also directs the City to take a leading role in reducing poverty and homelessness through coordinated strategies focused on areas of greatest need.

**Figure 1: Authority of Plans Guiding City of Winnipeg Activities**



While Winnipeg has experienced sustained growth over the past decade, much of this development has occurred in suburban and greenfield areas. Infill construction has been more challenging to deliver, limited by factors such as servicing costs, land assembly, and the complexity of redevelopment. Some of this pattern reflects a natural evolution

following periods of slow population growth, as the city now enters a renewed cycle of expansion. Rising housing prices over the past ten years have further driven intensification and supported a shift toward higher-density forms of housing. Master-planned communities in suburban locations have also begun to integrate greater density than before, as developers balance land values, required infrastructure investments, shifting market preferences, and tighter revenue margins.

The *Complete Communities Direction Strategy 2.0* ('CCDS 2.0') serves as a city-wide Secondary Plan and a policy framework for Winnipeg's physical growth. It sets out "Urban Structure Supports," overarching policies that guide all areas of the city and articulates a 20-year vision for housing. CCDS 2.0 provides specific direction for key areas, including *Transformative Areas (C1–C6)* and *Established Neighbourhoods (D1–D2)*. The vision for Established Neighbourhoods in particular, emphasizes continued evolution toward more complete communities—diversifying housing choices, improving affordability, and making more efficient use of land, infrastructure, and services.

### **1.2.2 Planning Context: Supporting Municipal Policies**

Several complementary municipal policies further support the City's vision. The *2023-2026 Council Strategic Priorities Action Plan* ('SPAP') identifies housing as a central priority, particularly under *Key Theme 1: The Downtown*, which calls for the development of a city-wide housing strategy and action plan. Success under this initiative will be measured by the creation of new affordable, non-profit, and transitional housing units. The SPAP also establishes direction under *Key Theme 3: A Livable, Safe, Healthy, Happy City*, promoting partnerships between the private sector, non-profit organizations, and other levels of government to deliver affordable and social housing.

The *Winnipeg Poverty Reduction Strategy 2021–2031* identifies affordable housing as one of two "life poles", or core priorities critical to mitigating poverty. It calls on the City to actively plan for and partner in affordable housing initiatives, strengthen municipal tools and partnerships, address the urgent needs of shelterless residents, and preserve existing affordable rental stock. Similarly, the *2013 City of Winnipeg Housing Policy (2023)* aligns with *OurWinnipeg 2045* and *CCDS 2.0*, committing to sustainable and healthy housing environments that meet the evolving needs of Winnipeg's population.

Housing and growth planning are also integrated within the *Winnipeg Climate Action Plan* ('WCAP'), which seeks to reduce greenhouse gas emissions. WCAP emphasizes compact, mixed-use, and transit-oriented development, highlighting the relationship between land use, mobility, and climate resilience. It promotes infill housing, active transportation, and complete community design as key strategies to reduce emissions while supporting livable, connected neighbourhoods.

CentrePlan 2050 highlights the importance of the Downtown in reaching the City's target of 500 new residential units per year from 2025-2050 and creating great urban neighbourhoods. It recognizes the importance of housing for small businesses and downtown vibrancy and promotes policies and incentives that encourage market and affordable housing development, aligning with provincial and federal incentives and grant programs.

Finally, *The Journey to Reconciliation* recognizes housing as a fundamental human right and a key determinant of safety and well-being. The framework prioritizes Indigenous women's safety and leadership in housing delivery and is guided by the City's Indigenous Relations Division. It calls for reconciliation to be embedded across all departments, ensuring that the design and delivery of housing contribute meaningfully to equity, inclusion, and community safety.

Collectively, these frameworks establish a comprehensive foundation for housing and growth management in Winnipeg. They reflect an evolving planning philosophy, one that balances economic development with affordability, sustainability, and social inclusion, while guiding the city toward a more complete and resilient urban future.

## 2.0 Winnipeg's Housing Market

The following section provides an overview of the City of Winnipeg's housing market, housing needs and gaps, and affordability challenges and thresholds. A more detailed analysis of these topics can be found in **Appendix B** and **C** of this report.

This section is influenced by NBLC's market research, our surveys of rental and ownership housing in the city, available data through sources such as CMHC, Statistics Canada, and City of Winnipeg datasets, the city's recently completed Housing Needs Assessment, stakeholder consultations, as well as analyses completed by NBLC.

### 2.1 Market Overview

The following provides a brief overview of the macro-level factors influencing growth and development in Winnipeg.

#### Growth has Been Strong over the Past Decade and Forecasted to Continue

Between 2011 and 2021, Winnipeg grew by approximately 86,000 residents—a 12% increase that outpaced both Manitoba and Canada. Even during the 2016–2021 period, when population growth slowed nationally, Winnipeg posted 6.3% growth. We also note the following observations:

- The city's demographic profile has evolved considerably during this period, with growth driven by two age groups: young adults in the 20–39 age range and older adults between the ages of 55 and 79 (**Table 1**).
- The younger group expanded rapidly, with the 25–39 cohort increasing by 21% and the 20–24 cohort by 16%. At the same time, Winnipeg saw a 14% increase in people aged 55–64 and a striking 45% increase in those aged 65–79.
- These two demographic groups now represent more than half the city's total population.
- Long-term population forecasts suggest that Winnipeg will continue to grow but at a more moderate pace than previously projected. The City's latest projection anticipates that Winnipeg will reach roughly one million residents by 2049, an increase of about 230,000 residents from 2021.
- This growth translates into a need for roughly 97,600 new homes by 2049, or an average of around 3,480 units annually. This target appears achievable, with the City producing approximal 4,500 units annually over the past decade in response to more rapid growth.

**Table 1**

Population Age Distribution City of Winnipeg, 2011-2021				
Age Group	City of Winnipeg			
	2021	%	Change 11-21	
0-19	166,840	22%	10,660	7%
20-24	56,365	8%	7,895	16%
25-39	163,815	22%	27,885	21%
40-54	141,305	19%	-3,580	-2%
55-64	93,965	13%	11,360	14%
65-79	94,845	13%	29,635	45%
80+	32,480	4%	2,145	7%
<b>Total / Average:</b>	<b>749,615</b>	<b>100%</b>	<b>86,000</b>	<b>13%</b>

*Source: Statistics Canada*

### Recent Immigration Policy Changes Likely to Impact Growth Over the Short-Term

Immigration and non-permanent residents have been the primary engines of Winnipeg’s growth since the early 2010s. Throughout that decade, the city experienced stable inflows of newcomers, generally ranging from 10,000 to 13,500 per year, supplemented by natural population growth and international students.

At the same time, Winnipeg consistently experienced net losses in intraprovincial and interprovincial migration, particularly among residents moving to other parts of Manitoba or to other provinces. After a temporary contraction in 2020–2021 due to the pandemic, immigration surged again in 2023 and 2024, accompanied by a dramatic increase in non-permanent residents, including temporary workers and international students. These groups drove almost all population growth during the post-pandemic recovery and specifically drove demand for rental housing.

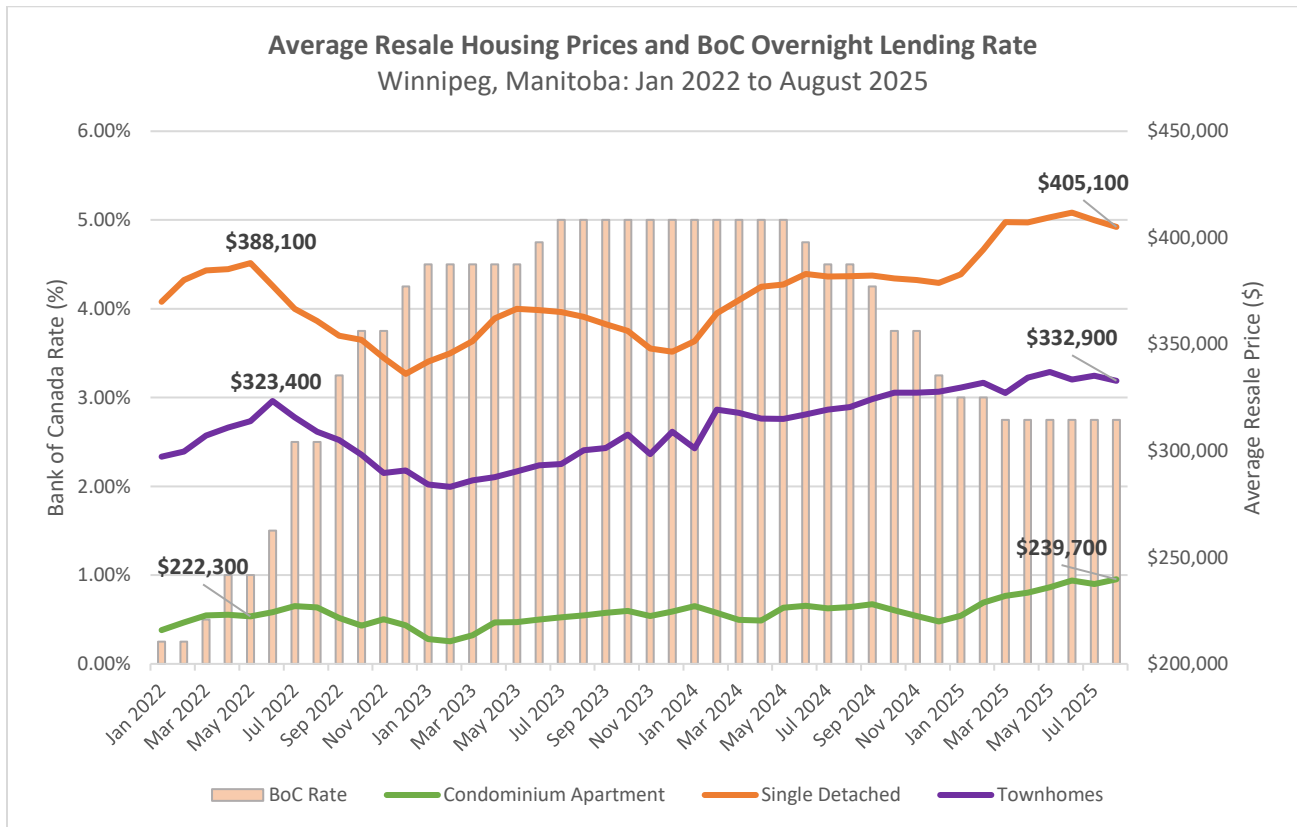
However, recent federal policy decisions—including reductions in permanent residents, caps on non-permanent residents, and restrictions on international students—signal a likely moderation in these inflows. For Winnipeg, these shifts may see a near-term reduction in rental demand, slowed high-density housing absorption, with potential long-term impacts on the city’s development patterns depending on how immigration targets adjust over the next few years.

## Winnipeg’s Market Remained Resilient Despite Rising Costs and Interest Rates

Unlike other areas of the Country, Winnipeg’s real estate market has remained resilient despite rapidly rising interest rates. As interest rates climbed, Winnipeg saw a short-term decline in home values, but by late 2023 and throughout 2024–2025, prices not only recovered but began to rise again (**Figure 2**).

Following the Bank of Canada’s successive rate cuts from 5.0% in June 2024 to 2.25% in October 2025, resale activity and prices increased further. Condominium apartment values rose by about 6% year-over-year, while overall home prices climbed roughly 4% above their early-2022 peak. Winnipeg’s ownership market has therefore remained comparatively stable, supported by strong local demand and attainable pricing.

**Figure 2**

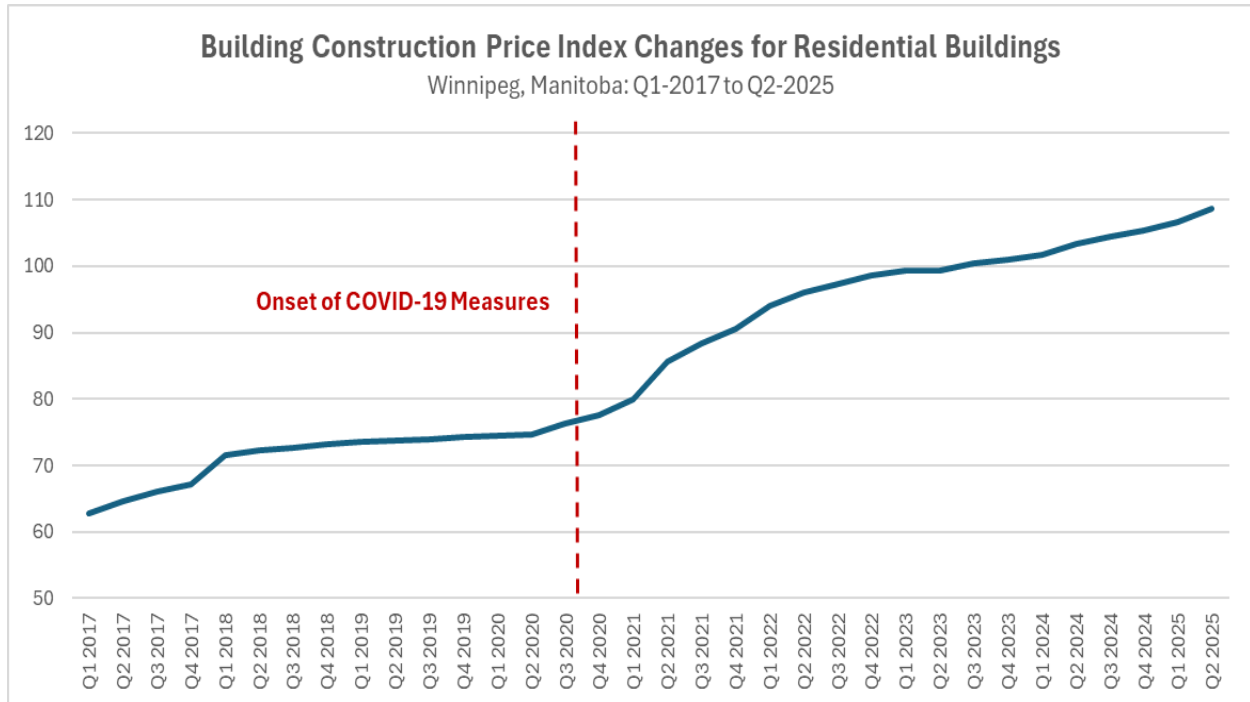


Source: CREA-MLS Home Price Index, Bank of Canada.

Construction costs, however, represent one of the most significant pressures on the development industry. Prior to the pandemic, Winnipeg’s residential construction costs grew at a manageable pace of less than 5% annually. Beginning in 2021, these costs accelerated dramatically. Between 2020 and 2025, the Building Construction Price Index

for residential buildings rose by approximately 87%, with annual inflation averaging around 13% (**Figure 3**).

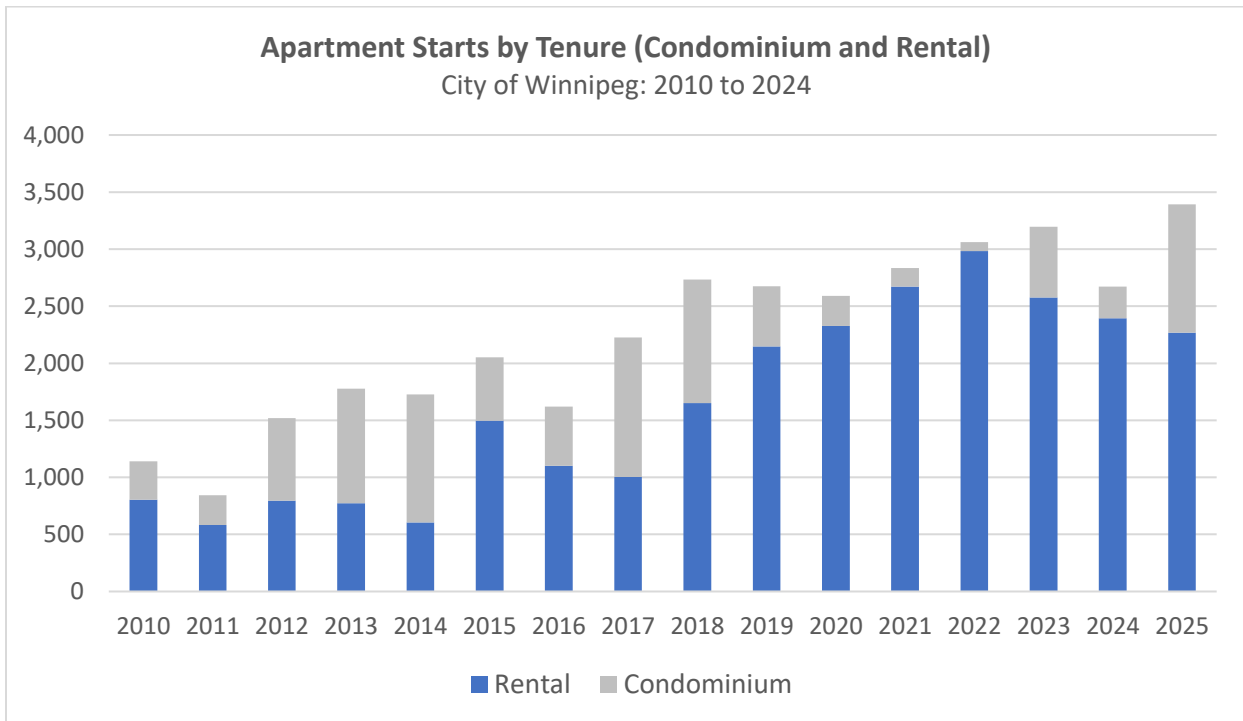
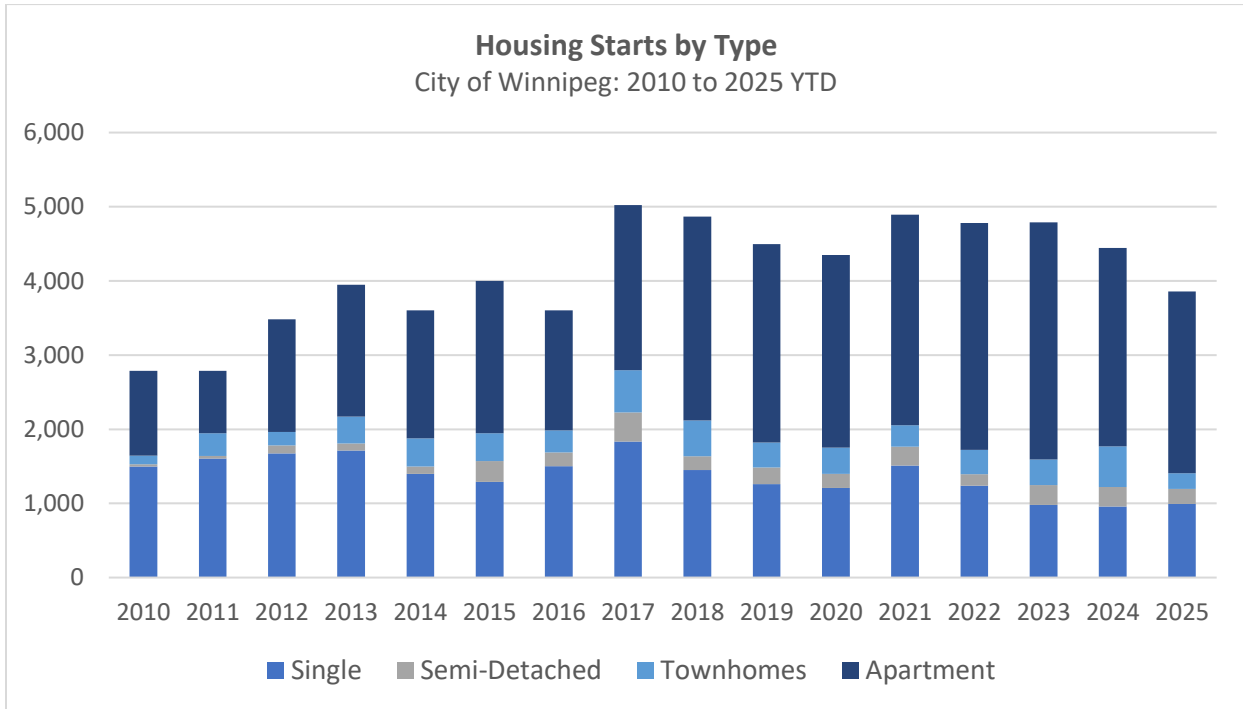
**Figure 3**



This increase reflects supply chain disruptions, escalating material prices, labour shortages and global instability. High interest rates further increased borrowing costs for builders. Although the pace of cost inflation is expected to moderate, construction costs are likely to remain elevated compared to pre-pandemic conditions, challenging development feasibility and increasing the financial pressures associated with new housing production.

Despite these pressures, Winnipeg has maintained a remarkably stable level of housing construction. Over the past decade, the city averaged roughly 4,500 housing starts per year, with the most recent five-year period averaging even higher at around 4,600 starts annually (**Figure 4**). If current trends persist, 2025 is likely to set a new record for housing starts. This stands in contrast to many Canadian markets where high construction costs and elevated rates have sharply curtailed development activity.

**Figure 4**



Source: CMHC Housing Portal

## Winnipeg's Market is Diversifying with More Apartments Being Delivered – With Rental Housing the Predominant Tenure

Other key observations about the characteristics of housing starts include the following:

- Winnipeg's market is shifting to include more apartments and townhomes than recent years (**Figure 4**).
- A major transformation in Winnipeg's housing supply has been the shift toward rental apartment development. Prior to 2018, condominium apartments were often the dominant form of multi-unit construction.
- However, since around 2020, purpose-built rental apartments have begun to dominate the market — accounting for nearly 80% of all apartment unit starts since that time. This shift reflects a combination of factors: demographic changes, affordability constraints that delay homeownership, and government incentives that favour rental construction.
- Reflecting the high-cost environment, most of the rental construction in Winnipeg, and broadly across Canada, is being supported by CMHC low-cost financing programs such as MLI Select.

## Development is Occurring both Centrally and in Suburban Areas

Winnipeg's general development pattern consists of the highest density residential housing in and around the Downtown, corridors, and major node areas, with lower housing density in suburban areas occurring through new subdivisions. Most of the recent growth has been concentrated near the City's edges in new neighbourhood greenfield areas, and in and around the Downtown and Mature Communities areas. While there is a concentration of both high- and low-rise apartments within and adjacent to the Downtown and corridor areas, there is also a significant number of apartments being constructed in new suburban communities.

The Complete Communities Direction Strategy also has an intensification target specific to Downtown, aiming to establish a minimum of 350 new dwelling units per year until 2030, and 500 dwelling units per year after that. The city has averaged 315 new units per year between 2022 and 2024, being under the annual target by an average of 35 units. Lower rates of Downtown development are likely due to multiple factors, including elevated construction costs and challenges unique to Downtown in assembling land, demolition, and environmental remediation.

This downturn has also coincided with reduced availability of development incentives, such as the former Downtown Residential Development Grant (DRDG) and the Live

Downtown Rental Development Grant programs, launched in 2010 and 2014 respectively. Higher figures are expected in the next few years with multiple projects in the pipeline that are supported by various City incentive programs.

These growth patterns highlight an important market dynamic: while the City of Winnipeg has actively promoted downtown revitalization through incentive programs and planning policy, which has been successful in attracting new development, much of the City's actual residential development activity has materialized in other areas of the City. While this is due to a number of interrelated factors, it remains an important consideration when developing new housing policy and incentives.

## 2.2 Ownership Market Analysis

Winnipeg's ownership housing market has long been dominated by single-detached homes, however this has diversified in recent years to include more semi-detached and townhomes, as well as condominium apartments. This shift is due to affordability pressures, with developers responding by offering more cost-effective options, as well as shifting demand preferences, an aging population, and rising construction and land costs.

As a result, the ownership market today is segmented between an aging resale stock largely located in established neighbourhoods, and newer, higher-priced homes in suburban areas.

**Table 2** illustrates average new-sale and resale pricing in the City of Winnipeg for single-detached, townhomes, and condominium apartments. Expectedly, new-sale homes are significantly more expensive than resale properties, particularly for condominium apartments. While the resale data identified in **Table 2** represents an overall average, it is important to identify that actual values will fluctuate widely depending on home quality and neighbourhood. For instance, there are currently over 200 listings in Winnipeg for low-density freehold re-sale homes under \$250,000, with most being in the inner-city neighbourhoods north of the downtown.

Overall, the data suggests that the ownership housing market in Winnipeg is becoming increasingly segmented. New housing is oriented toward higher-income buyers and located predominantly in expanding suburban areas, while existing housing continues to provide more affordable options within established neighbourhoods.

While this indicates that there remains a significant supply of more affordable/attainable ownership homes in the city, resale pricing has been increasing in recent years (**Figure 2**) and the new-sale market is increasingly targeting higher income households. This

could create a challenge looking forward for first-time and lower-income buyers to access housing, particularly in high-demand communities.

This also highlights the ongoing importance of maintaining a diverse mix of housing forms to support affordability and choice within the city’s ownership market.

**Table 2**

Average Pricing for New and Resale Housing Units City of Winnipeg, As of November 2025			
	New Pricing (\$)	Resale Pricing (\$)	Pricing Gap Between New and Resale (%)
Single Detached	\$598,216	\$453,000	32%
Townhomes	\$432,500	\$378,000	14%
Apartments	\$517,000	\$298,000	73%
<b>Total/ Average:</b>	<b>\$476,730</b>	<b>\$376,333</b>	<b>27%</b>

*Source: Project Marketing Materials & Winnipeg Regional Real Estate Board*

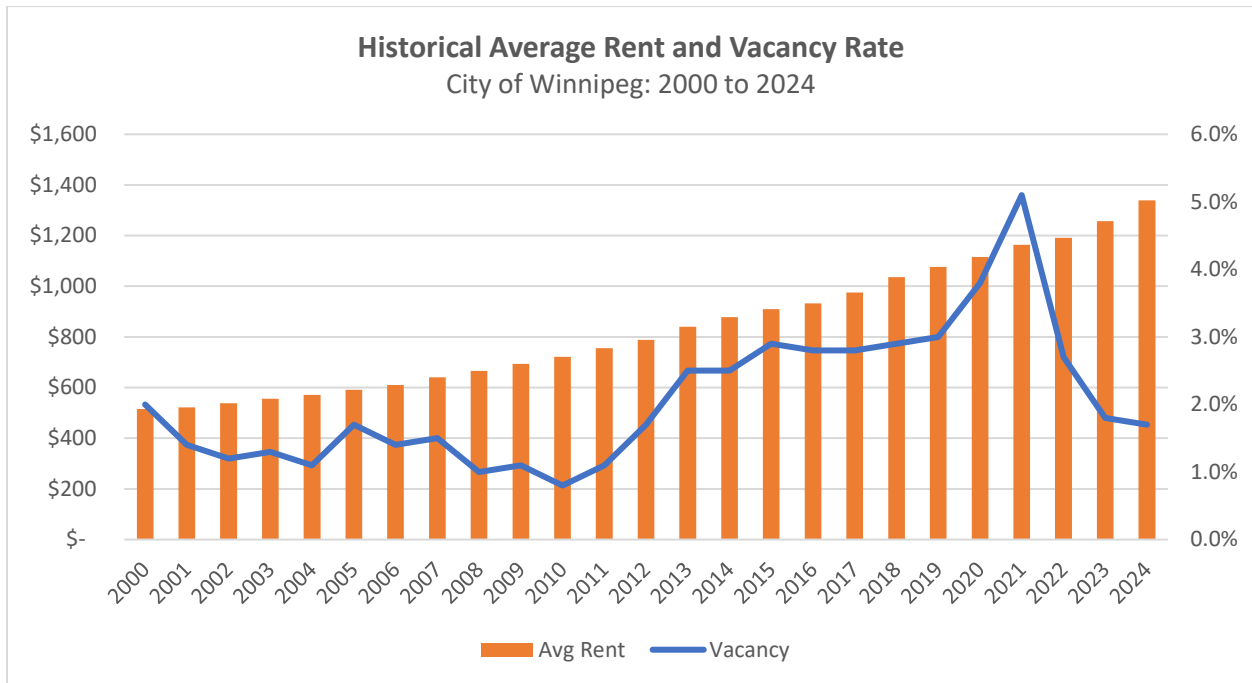
**2.3 Rental Market Analysis**

Historical trends highlight the cyclical nature of Winnipeg’s rental housing supply. After decades of contraction between 1990 and 2013, the city has since experienced a surge in rental construction. The city’s total rental stock reached more than 75,500 units by 2024, supported by federal incentives, low-cost CMHC financing, population growth characteristics, and municipal programs.

Over 22,000 new rental units have been delivered since 2013, with the largest annual delivery occurring in 2024. Of this amount, 50% have been two-bedroom units, 35% have been one-bedroom units, 10% have been three-bedrooms, and less than 5% have been studios.

Despite this growth, rental market tightness has intensified. Average rents rose from \$722 in 2010 to nearly \$1,340 in 2024—an 85% increase—while vacancy rates fell sharply after a pandemic-related spike in 2021 (**Figure 5**). By 2024, city-wide vacancy had reached just 1.7%, its lowest level in more than a decade.

**Figure 5**



Source: CMHC

Expectedly, newer buildings command significantly higher rents, nearing \$1,680 per month, while older buildings remain crucial affordability anchors. We note that vacancy is tightest in older rental stock, indicating strong demand for more affordable units, while newer buildings exhibit moderately higher vacancy rates (though still below balanced market thresholds), reflecting price sensitivity among renters.

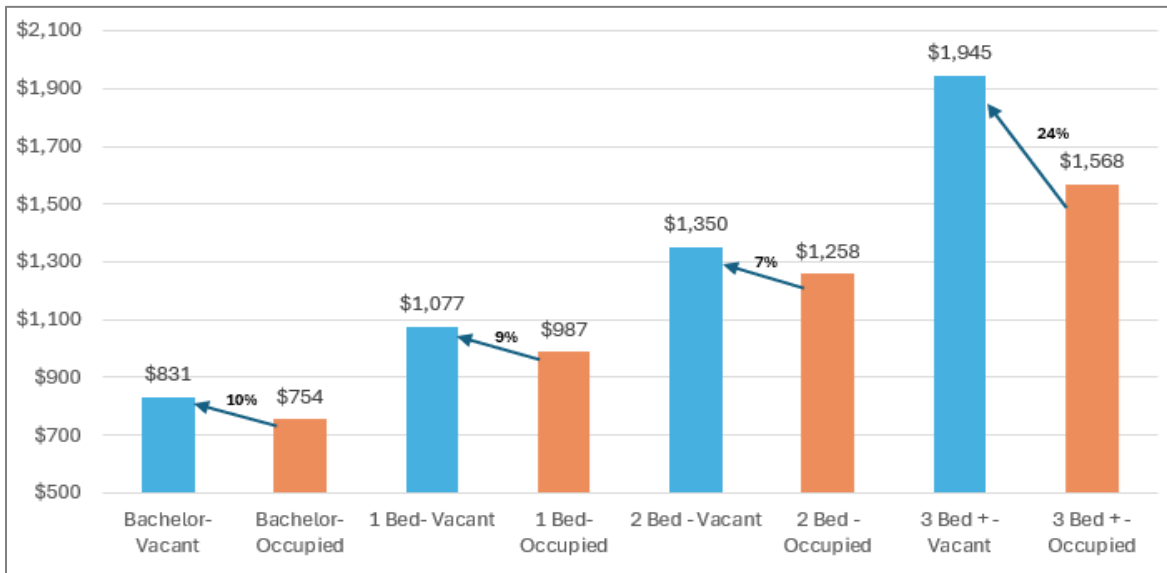
The spatial distribution of new rental development reveals strong clustering in corridors and in greenfield areas. Our survey of actively leasing rental projects showed pronounced differences in rents, vacancy, and unit sizes across Downtown, Corridor, and Greenfield areas:

- By age, post-2020 projects command rent premiums of 9% to 30% over older stock depending on location, driven by amenities, energy efficiency, and modern layouts.
- Downtown unit sizes have remained stable, appealing mainly to students and professionals, while Corridor and Greenfield projects have increased in size—up 8% to 21% respectively—reflecting shifting preferences toward larger rental homes.
- Our survey also indicated that one- and two-bedroom units dominate the rental market across all geographies, and three-bedroom units remain scarce. This imbalance highlights unmet demand for family-oriented rental housing, intensified by

rent premiums for vacant units. This is also driven by the high rental rate for larger three-bedroom units, which would be comparable to, or potentially higher than the mortgage payment on a family-oriented resale home.

- Tenant mobility is increasingly constrained with average rents for vacant units materially higher—by roughly 8% citywide in 2020, and up to 25% for three-bedroom units—which discouraged movement and filtering across the rental market (**Figure 6**).

**Figure 6: Winnipeg CMA, Vacant and Occupied Rental Rates**



Source: CMHC Housing Information Portal

In addition to the primary rental market, the secondary rental market<sup>1</sup>, though muted, remains a critical component of Winnipeg’s housing system:

- Roughly 33% of the city’s 30,160 condominiums are rented by their owners, up from 21% a decade earlier, providing an important supply of rental supply.
- Geographically, these units are dispersed across low-density neighbourhoods, enabling renters to access amenities typically associated with ownership-oriented communities.
- Downtown condo rentals command higher rents and offer significantly larger units than purpose-built rentals, while in corridor and greenfield areas, rents and unit sizes converge closely between the two markets.

<sup>1</sup> Homes rented privately by homeowners

Overall, Winnipeg's rental market is characterized by rapid expansion, strong demand, tightening market conditions, and rising rents. Greenfield and Corridor areas are increasingly the dominant locations for development, while downtown is the most affordable rental market, albeit with smaller unit sizes. Persistent rent premiums restrict tenant mobility, emphasizing the need for expanded rental options across the city.

## 2.4 Winnipeg's Housing Needs

The City of Winnipeg's 2025 Housing Needs Assessment offers a comprehensive review of the challenges facing residents across the housing continuum. Drawing on federal, provincial, municipal, and partner datasets, the assessment identifies core pressures shaping current housing outcomes: worsening affordability, an aging supply of both private and non-market housing, significant gaps in shelter and supportive housing capacity, demographic disparities in Core Housing Need, and a misalignment between housing supply growth and population increases.

The following summarizes some of the key findings from the City's Housing Needs Assessment.

### 2.4.1 Affordability Challenges

According to the 2021 Census, as of 2020, there were 60,760 households in Winnipeg (20.2%) living in unaffordable housing, of which 39,908 households (65.7%) were renters. This situation is most severe for lowest-income households, who often rely on Employment and Income Assistance (EIA) as their primary income source. Subsidies can be as low as \$567 per month for single individuals to cover rent without utilities (\$638 with utilities).

Moreover, the homes available and affordable to these households are often of poor quality, resulting in higher utility bills, poor living conditions, greater safety risks, and lower quality of life overall. These tenants can opt to find roommates to reduce housing costs, but when borne out of necessity, this arrangement can pose risks to the individuals involved.

Housing costs have also been accelerating at a quicker rate relative to incomes, with rents increasing by 52% relative to a 38% increase in incomes between 2001 and 2021. This compares with homeowner shelter costs increasing by only 36% over the same period.

The spatial distribution of affordable housing reinforces income inequalities:

- Lower rents are predominantly found in Winnipeg’s core area and mature central neighbourhoods—locations characterized by older housing stock, smaller unit sizes, and a high share of subsidized or older naturally occurring affordable housing (**Table 3**).
- Conversely, suburban communities, where newer construction and larger homes can be found, command rent premiums of \$200–\$275 per month for similar unit types.
- Homeownership follows similar patterns: newer suburban homes on larger lots are significantly more expensive than older core area properties despite higher core area land values per square foot.

These trends reflect the growing difficulty among renters to afford housing, although as to be discussed in the section on Core Housing Need, not all renters experience the same affordability challenges.

### 2.4.2 Homelessness and Shelter Capacity Constraints

The 2024 Winnipeg Street Census identified 2,469 individuals experiencing homelessness, with nearly 1,300 staying in emergency shelters. Indigenous people are overrepresented within this group, with an 80% share of the unhoused population while only representing 12% of the city’s population.

**Table 3 – Average Rents by Building Type, Number of Bedrooms, and Area of the City  
City of Winnipeg, 2024**

Area of the city	Bachelor	1-Bedrooms	2-Bedrooms	3-Bedrooms	Average
City-wide	<b>\$874</b>	<b>\$1,111</b>	<b>\$1,440</b>	<b>\$1,748</b>	<b>\$1,294</b>
<i>Apartment</i>	\$874	\$1,096	\$1,420	\$1,801	<b>\$1,195</b>
<i>Townhouse</i>		\$1,520	\$1,533	\$1,656	<b>\$1,592</b>
Core	<b>\$783</b>	<b>\$951</b>	<b>\$1,281</b>	<b>\$1,574</b>	<b>\$1,048</b>
<i>Apartment</i>	\$783	\$951	\$1,282	\$1,683	<b>\$996</b>
<i>Townhouse</i>	-	-	\$1,267	\$1,357	<b>\$1,311</b>
Suburban	<b>\$976</b>	<b>\$1,200</b>	<b>\$1,504</b>	<b>\$1,814</b>	<b>\$1,417</b>
<i>Apartment</i>	\$976	\$1,182	\$1,480	\$1,848	<b>\$1,312</b>
<i>Townhouse</i>	-	\$1,520	\$1,600	\$1,756	<b>\$1,673</b>

Source: CMHC Housing Portal. Winnipeg 2025 Housing Needs Assessment

Counting people who are not “visibly” unhoused (e.g., staying in shelters, couch-surfing) is more difficult due to their transient presence, so this count is very likely underestimating the real number of unhoused individuals in Winnipeg.

Despite recent investments, Manitoba continues to fall short of national norms in shelter capacity. Infrastructure Canada reports 22 shelters with 608 beds, equating to 4.3 beds per 10,000 residents, below the Canadian average of 4.7 per 10,000. Although shelter beds provide critical short-term safety—especially during winter—they do not address long-term needs and are often perceived as unsafe or inaccessible for women, gender-diverse people, and individuals with disabilities.

Transitional and supportive housing, which serves as a bridge between homelessness and permanent housing, is severely undersupplied. Only 79 individuals counted in 2024 were living in transitional housing units, reflecting system-wide gaps that prolong homelessness and increase shelter reliance.

The provincial commitment to build 350 new units of social and affordable housing and repair an additional 3,000 units is a promising development. However, the impact on homelessness will depend on timelines, depth of affordability, supportive services, and intergovernmental coordination.

### **2.4.3 Aging Non-Market Housing and Risks of Housing Loss**

Winnipeg has 17,159 rent-geared-to-income (RGI) and affordable units, representing only 6% of occupied dwellings, with the following key challenges identified relating to deterioration and housing loss:

- Approximately 73% were constructed before 1980, contributing to a growing volume of aging, deteriorating units requiring significant repair.
- Budget constraints have limited the pace of rehabilitation, causing units to fall out of service: 12% of Manitoba Housing units in Winnipeg (762 units) are currently vacant due to disrepair.
- This challenge is province-wide; Manitoba has the country’s highest social and affordable housing vacancy rate at 13.7%, largely due to units in need of repair.

### **2.4.4 Loss of Naturally Occurring Affordable Housing in the Private Market**

Winnipeg’s older private rental housing stock—much of it built before the 1970s—provides thousands of units crucial to low-income households. Yet these units are increasingly at risk. As of September 2025, 535 vacant residential properties, representing 980 units, fail to meet maintenance and safety standards under the Vacant Building By-Law. With an average age of 102 years, many require extensive remediation that is financially prohibitive for owners, leaving them vulnerable to prolonged vacancy or demolition.

There is also an issue with regards to purpose-built rental units being sold and converted into condominium units. An Institute of Urban Studies 2021 report identified that of Winnipeg's 21,470 condo units in 2015, 49.8% were previously used as rental units (i.e., were converted and sold as condos).

#### **2.4.5 Core Housing Need**

Core Housing Need ('CHN')<sup>2</sup> among owners has remained relatively stable at about 5% since 2006, reflecting more stable costs and income trends in the ownership market. Among renters, CHN rose sharply between 2011 and 2016—from 20% to 28%—before declining to 24% in 2021. However, the decline partly reflects temporary federal COVID-19 income supports in 2020 (CERB, CESB), which inflated incomes for many low-income renters. With those supports discontinued and rents rising faster than incomes, CHN likely increased again post-2021, pending 2026 Census data.

**Table 4**, taken from the City's Housing Needs Assessment, illustrate the types of households that are most likely to be in CHN, including:

- Single mother led households (27%)
- Households led by a person under 24 years old (15%)
- New migrant-led households (19%)
- Indigenous households (19%)
- Households led by a person over 85 years old (18%)
- Refugee claimant-led households (18%)

Among many reasons, these households are typically more disadvantaged due to a lack of financial capacity, networks of support, more dependents within the household, discrimination, and other related factors. Policies aimed at reducing core housing need should also consider these key household groups and whether they will benefit from implemented programs and targeted outcomes.

#### **2.4.6 Affordable Housing Needs are Significant**

The City's HNA, in coordination with data made available through the University of British Columbia's Housing Assessment Resource Tools (HART) categorizes Winnipeg households by income level and the maximum rent they can afford. **Table 5** shows that renters are

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<sup>2</sup> Core Housing Need is a condition wherein households are unable to afford housing (i.e., at or below 30% of their gross income) that is suitable (i.e., has enough bedrooms relative to household size and composition) and adequate (i.e., does not require major repairs or renovations).

overrepresented in lower-income categories: 34% earn below 50% of the area median household income, compared to less than 10% of owners. It also illustrates the annual income of each group and their corresponding affordable shelter cost.

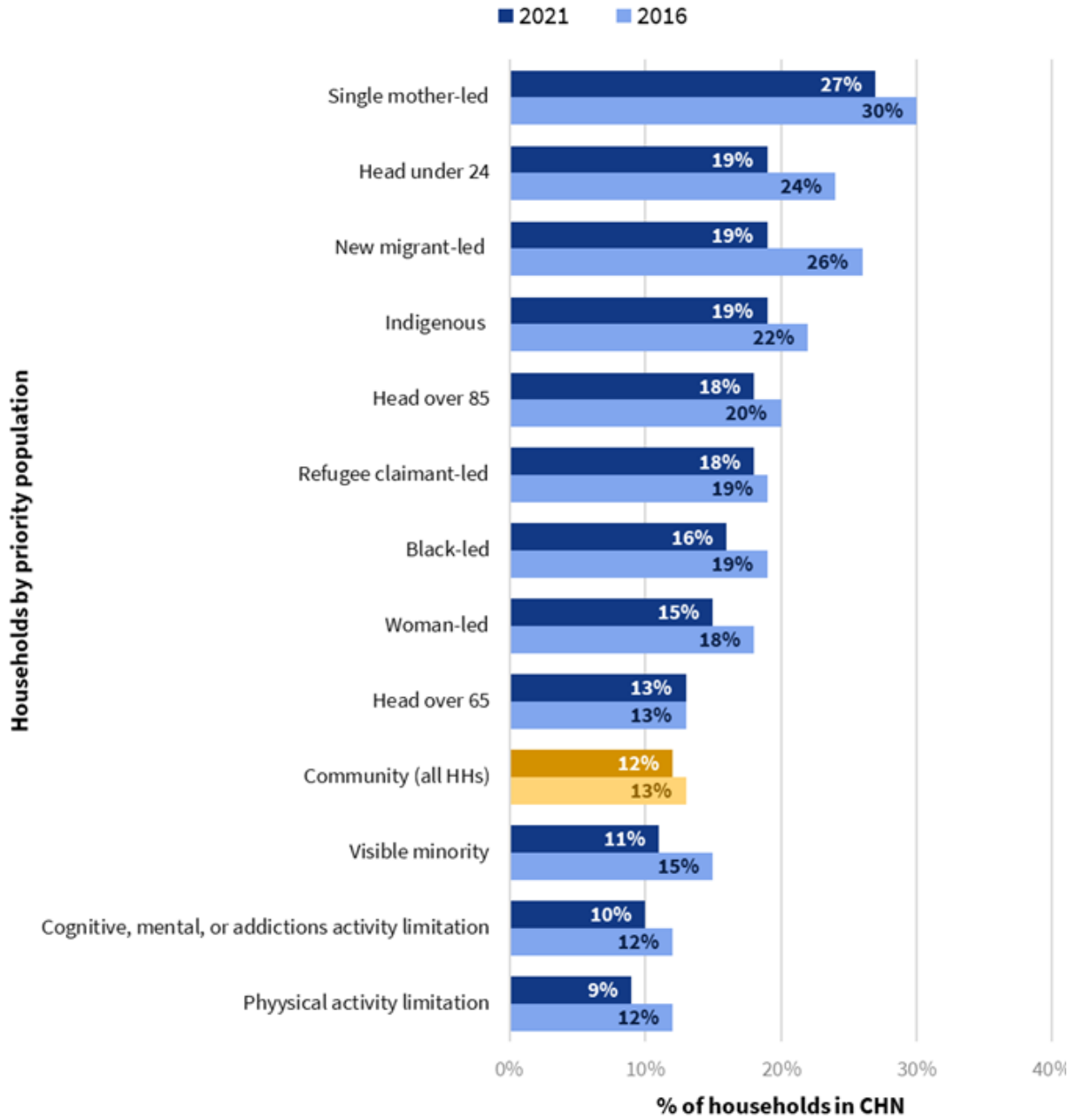
Also identified in **Table 5**, nearly 80% of households earning very-low incomes (i.e., can afford rent of only \$400) were identified as being in CHN, which is expected as lower-income households have less disposable income to pay for shelter costs. However, around 50% of low-income households that can afford a maximum rent of \$1,000 were also found to be in CHN, which is also not unexpected given the rarity of quality apartments at this price point in the City, with nearly 15% of moderate-income groups also experiencing CHN.

**Table 6** further characterizes CHN by household size and income, which illustrates that housing need is dominated by one-person households in the very low-income category, while also representing nearly 60% of the low-income category. Housing needs become more evenly distributed across household size in the moderate- and median-income categories, which is a common finding across the country as the most vulnerable households tend to be singles and other smaller households.

**Table 6** also identifies the total affordable housing deficit in Winnipeg as quantified by HART, which estimates that the city requires nearly 34,500 affordable rental units, the vast majority of which must be priced below \$1,000 and likely to be one-bedroom and studio units.

Overall, data reflects the need for not only deeply affordable housing for smaller households, but also moderately affordable/below-market housing for families and other larger households.

**Table 4 – Characteristics of Households in CHN**



Source: Winnipeg 2025 Housing Needs Assessment.

**Table 5**

<b>Income Categories and Affordable Shelter Costs City of Winnipeg, 2021 Census</b>				
<b>Income Category</b>	<b>% of Owner HHs</b>	<b>% of Rental HHs</b>	<b>Annual HH Income</b>	<b>Affordable Shelter Cost (2020 CAD\$)</b>
Area Median Household Income			\$80,000	\$2,000
Very Low (<= 20% AMHI)	0.6%	4.7%	<= \$16,000	<= \$400
Low (21% - 50% AMHI)	8.7%	29.6%	\$16,000 - \$40,000	\$400 - \$1,000
Moderate (51% - 80% AMHI)	14.6%	27.1%	\$40,000 - \$64,000	\$1,000 - \$1,600
Median (81% - 120% AMHI)	22.3%	22.2%	\$64,000 - \$96,000	\$1,600 - \$2,400
High (>= 121% AMHI)	53.8%	16.5%	>= \$96,001	>= \$2,401

*Source: UBC Housing Assessment Resource Tool.*

**Table 6**

<b>Affordable Housing Deficit City of Winnipeg, 2021 Census</b>						
<b>Income Category (Max. affordable shelter cost)</b>	<b>1 Person HH</b>	<b>2 Person HH</b>	<b>3 Person HH</b>	<b>4 Person HH</b>	<b>5+ Person HH</b>	<b>Total</b>
Very Low Income (\$400)	4,165	400	110	55	15	4,745
Low Income (\$1000)	13,145	5,335	2,050	1,040	490	22,060
Moderate Income (\$1600)	0	1,625	2,000	1,835	1,685	7,145
Median Income (\$2400)	0	0	35	85	355	475
High Income (>\$2400)	0	0	0	0	0	0
Total	17,310	7,360	4,195	3,015	2,545	34,425

*Source: UBC Housing Assessment Resource Tool.*

### **2.4.7 Projected Future Housing Needs**

Based on projected population and demographic changes, Winnipeg will require approximately 42,000 new units over the next decade (2025–2035), with most falling into affordable or deeply affordable categories:

- 8,200 units for very-low-income households (primarily RGI)
- 25,100 units for low-income households (RGI and affordable)
- 8,100 units for moderate-income households (below-market)
- 500 units at market rates

Meeting this need will require 6,900 housing starts annually, far above the 4,700 annual starts recorded since 2021. Without substantial new investment and policy reform, deficits will worsen, pushing more households into precarious housing situations.

#### **2.4.8 Housing Challenges and Characteristics are not Uniform Across the City**

The City's Housing Needs Assessment identifies several geographic considerations related to income, poverty, and housing:

- The lowest incomes are observed to cluster in and around the Downtown core, as do the highest rates of poverty and affordable housing demand.
- Areas near the University of Manitoba, mobile home parks, and social housing complexes show elevated low-income incidence.
- Home prices and rents are lowest in central and mature neighbourhoods and highest in newer suburban communities.
- Neighbourhoods around the Downtown have the highest concentration of homes needing major repairs, reflecting aging housing stock and historical patterns of underinvestment.

Some of these units have been demolished, which has directly reduced the supply of more affordable housing options in the market, albeit lower quality units that needed repairs. And while some units have experienced repairs and reinvestment, most have been in high in higher income neighbourhoods south of the Assiniboine River. This reflects the tension between safety, revitalization, and affordability preservation that exists in many markets, including Winnipeg.

#### **2.4.9 Policy Implications and Strategic Directions**

The Housing Needs Assessment highlights several policy pathways necessary to address present and future housing challenges:

- Policies to support the development of new affordable, rent-geared-to-income and housing to meet the needs identified by the study.
- Policies to maintain and preserve Winnipeg's existing stock of naturally occurring affordable housing.
- Supports to maintain existing social housing stock.
- Policies to make it easier to develop housing, especially housing that is affordable.
- Collaboration across all levels of government.

## 2.5 Housing Affordability Assessment

Given the market conditions explored through this section, it is important to characterize how the City's real estate market is addressing the housing needs of current and future residents. Increasing housing costs reduce the discretionary incomes of many households, impacting their ability to save, invest, and plan for the future. This also leaves many already vulnerable households unable to stabilize their living situations, leading to greater risks of poverty and homelessness. Our analysis of affordable housing tools and incentives must also understand which households are most in need within Winnipeg and ensure that the developed solutions focus on these identified needs, as well as the groups who are best positioned to deliver this housing (e.g., non-profits, developers, city/province).

While understanding there is a significant housing need in Winnipeg, it is also important to highlight what local households can afford in the current market. This section reviews the market rates for ownership (new and resale) and rental housing across various typologies, which is then compared against the distribution of household incomes in the city. Through this, housing gaps in the market can be identified, allowing for a more targeted and effective approach when formulating housing tools and incentives.

### 2.5.1 Defining Affordability

- **Rental housing:** The City of Winnipeg defines affordable rental housing as 80% of median market rent (MMR), published by CMHC or the current Province of Manitoba Affordable Rental Rate.
- **Homeownership:** Affordable ownership is defined as total shelter costs (mortgage, taxes, insurance, utilities) not exceeding 30% of gross household income before taxes.
- **Federal and provincial context:** Federal and provincial programs use a variety of different approaches, with CMHC financing program requirements varying widely depending on the program and its intended purpose. Some programs also use a market-based definition whereas others use an income-based definition.

### 2.5.2 Income Data and Affordability Thresholds

NBLC has acquired a customized dataset from Statistics Canada that sorts the households in Winnipeg into decile groups (each of which represent 10% of households) based on incomes (**Table 7**). Affordability calculations assume 30% of income available for shelter costs.

This analysis illustrates that renters earn well below the incomes of owners, on average and consistently across all decile groups. The analysis also illustrates that owners can afford homes ranging from \$138,000 to approximately \$1.1M, whereas renters can afford rents ranging from \$600 to \$3,350.

Ideally, a housing market would have options across the housing continuum – from emergency shelters to market ownership housing – to accommodate the different preferences and financial capacities of all households. Identifying gaps in the market between what is currently available and what households can afford is essential in understanding which part of the continuum needs to be prioritized. These gaps will be identified in the sections to follow.

**Table 7**

<b>Household Incomes and Affordability Thresholds City of Winnipeg, 2025 Estimates</b>					
<b>Income Group</b>	<b>Decile Group</b>	<b>Total Household Income (2025 Estimate)</b>	<b>Affordable Purchase Price<sup>1</sup></b>	<b>Renter Household Income (2025 Estimate)</b>	<b>Affordable Rental Rate (Monthly)<sup>2</sup></b>
<b>Low Income</b>	1st	\$32,000	\$138,000	\$24,000	\$600
	2nd	\$48,000	\$222,000	\$32,000	\$800
	3rd	\$64,000	\$301,000	\$42,000	\$1,050
<b>Moderate Income</b>	4th	\$79,000	\$379,000	\$52,000	\$1,300
	5th	\$96,000	\$462,000	\$62,000	\$1,550
	6th	\$115,000	\$564,000	\$74,000	\$1,850
<b>High Income</b>	7th	\$136,000	\$677,000	\$87,000	\$2,175
	8th	\$167,000	\$847,000	\$105,000	\$2,625
	9th	\$215,000	\$1,104,000	\$134,000	\$3,350

*Notes/Source: Statistics Canada. NBLC Calculations.*  
 1- Assumes 30% of gross income is available for accommodation costs. Accommodation costs include mortgage (25 years, 4.10% fixed 5-year rate, minimum downpayment), property tax, insurance (where needed), and utilities (gas, electricity, water).  
 2- Assumes 30% of gross income is available for monthly rent.

### 2.5.3 Market Affordability Gaps – Rental

**Table 8** to follow compares the rental rates observed in NBLC’s rental survey to the incomes and affordability thresholds identified in **Table 7**. These rental rates include the actual market rents of available units for new and older purpose-built rental apartments across the City, with green indicating that the unit is affordable and red indicating that the unit is unaffordable:

- **Existing rental stock:** Older rental buildings generally accommodate households up to the 4th income decile, while newer purpose-built rental apartments serve households in the 6th decile and above. Some smaller downtown units serve households as low as the 4th decile.
- **Gaps:** Households in the 1<sup>st</sup> to 3<sup>rd</sup> deciles will largely struggle to find affordable rental accommodation in the private market.
- **Moderate-income households:** The new rental supply in Winnipeg appears to be meeting the needs of moderate- and higher-income households, which is roughly 30% - 40% of the City’s renter households. This must be considered with the development of new housing policy and programs, as the continued supply of this rental housing will be critical in meeting the needs of these groups looking forward, and any interruption in supply is likely to result in continued rent growth and lack of availability for these moderate-income groups.
- **Policy implication:** Deep affordable rental supply is essential, particularly for low-income households; Social and affordable housing programs should focus on households in the lowest income deciles, while market rental development continues to support moderate- and higher-income households.

**Table 8: Where Red Indicates Units are Unaffordable and Green Indicates Affordability**

Rental Housing Affordability Gap Analysis										
Income Decile		1	2	3	4	5	6	7	8	9
Renter Household Income (2025 Estimate)		\$24,000	\$32,000	\$42,000	\$52,000	\$62,000	\$74,000	\$87,000	\$105,000	\$134,000
Affordability Threshold		\$600	\$800	\$1,050	\$1,300	\$1,550	\$1,850	\$2,180	\$2,630	\$3,350
Housing Type	Lease Price									
<b>Purpose-Built Rental Apartments</b>										
Pre-2020 Occupancy	Downtown	Studio	\$1,010							
		1B	\$1,230							
		2B	\$2,190							
	Corridor	1B	\$1,270							
		2B	\$1,720							
	Greenfield	1B	\$1,310							
2B		\$1,540								
Post-2020 Occupancy	Downtown	1B	\$1,330							
		2B	\$1,710							
	Corridor	Studio	\$1,250							
		1B	\$1,610							
	Greenfield	2B	\$1,890							
		1B	\$1,660							
	2B	\$1,930								

*Sources: Leasing Agents and Materials. Statistics Canada.*

### 2.5.4 Market Affordability Gaps – Ownership

**Table 9** to follow compares the ownership home prices in the City to the incomes and affordability thresholds identified in **Table 7**. The new sale prices are based on a survey of new housing developments, with the resale pricing representing overall averages as identified by the Winnipeg Regional Real Estate Board.

The following observations can be made:

- **New and Resale Homes:** Affordability in the ownership market extends to the 5th income decile for new homes, with the resale market offering affordable options down to the 3rd – 5th income decile. Notwithstanding the average resale prices identified, it is important to note that actual home pricing varies widely cross the City, with some low-density homes priced below \$200,000 and therefore affordable to groups below the 2nd income decile, assuming the home is fit for occupancy, the households can afford the downpayment, and other similar considerations.
- **Gaps:** The ownership market in Winnipeg appears to be displaying a fairly healthy balance where a diverse group of households can afford a home.
- **Policy implication:** This analysis generally confirms the findings of the City’s Housing Needs Assessment that finite municipal efforts should focus on affordable rental housing.

**Table 9: Where Red Indicates Units are Unaffordable and Green Indicates Affordability**

Ownership Housing Affordability Gap Analysis											
Income Decile			1	2	3	4	5	6	7	8	9
Total Household Income (2025 Estimate)			\$32,000	\$48,000	\$64,000	\$79,000	\$96,000	\$115,000	\$136,000	\$167,000	\$215,000
Affordability Threshold			\$138,000	\$222,000	\$301,000	\$379,000	\$462,000	\$564,000	\$677,000	\$847,000	\$1,104,000
Housing Type		Purchase Price									
<b>New Sales</b>											
Condominium Apartment	2B	\$390,000									
	3B	\$547,000									
Townhome	3B	\$433,000									
Semi-Detached	3B	\$463,000									
Single-Detached	3B	\$579,000									
	4B	\$649,000									
<b>Resales</b>											
Condominium Apartment	-	\$297,000									
Semi-Detached/Townhome	-	\$393,000									
Single-Detached	-	\$437,000									

Sources: Leasing Agents and Materials. Winnipeg Regional Real Estate Board. Statistics Canada.

Some groups also specialize in the creation of new moderate-income ownership housing, but this typically requires subsidy or government intervention and only provides one-time affordability.

It is also difficult to monitor and enforce affordability over the long-term for ownership homes, which is also supported with fewer incentives from senior levels of government. Support for attainable ownership could be an objective through the promotion of condominium apartment units, which is already affordable to many moderate-income households, helping them enter homeownership. The City can also continue engaging with non-profit housing builders like Habitat to encourage denser, more affordable

housing types such as stacked townhomes and apartment units at attainable pricing levels.

### 2.5.5 **Role of Social & Affordable Housing**

Finally, **Table 10** illustrates the rents and income thresholds of the City's RGI stock, affordable housing, units produced through the CMHC MLI Select program, and post-2020 market rental statistics for context. The following observations can be made from this comparison:

- **Current stock:** Rent-geared-to-income (RGI) and affordable units fill gaps for households underserved by the market.
- **Challenge:** Supply is insufficient, with tens of thousands of units below identified need, and quality improvements are needed alongside expansion.
- **Policy validation:** Current municipal definitions and programs are accurately targeting these gaps, validating the city's policy approach.

## 2.6 **Key Findings**

Overall, the following key findings are identified:

- **Deep affordability is the highest priority:** Low-income households (1st to 3rd deciles) have limited options in the private market, creating an urgent need for expanded social and affordable rental supply.
- **Market rental is critical:** Notwithstanding the above, the continued supply of new market housing is critical in ensuring housing is supplied for moderate and higher-income renter households. The protection of older rental housing is also a critical need.
- **Ownership remains attainable:** New and resale options allow households in the middle deciles to enter homeownership, but lower-income groups rely on subsidies and non-profit programs, or the rental market.
- **Affordability definitions are effective:** The city's affordable housing definition, as well as affordability and income thresholds of CMHC programs and RGI housing appear to reflect housing needs in Winnipeg and are appropriate for policy and program formulation.
- **Housing continuum gaps:** Deep and moderate affordable rental needs remain the critical areas for policy intervention.

**Table 10**

**Affordable and Social Housing Affordability Gap Analysis**

Income Decile		1	2	3	4	5	6	7	8	9
Renter Household Income (2025 Estimate)		\$24,000	\$32,000	\$42,000	\$52,000	\$62,000	\$74,000	\$87,000	\$105,000	\$134,000
Affordability Threshold		\$600	\$800	\$1,050	\$1,300	\$1,550	\$1,850	\$2,180	\$2,630	\$3,350
Housing Type	Lease Price									
<b>Affordability Threshold</b>										
Manitoba Housing - Social Housing <sup>1</sup>	Studio	Varies*	Eligible (< \$31,000)							
	1B		Eligible (< \$44,000)							
	2B		Eligible (< \$55,000)							
	3B		Eligible (< \$58,000)							
	4B+		Eligible (< \$66,000)							
City of Winnipeg - Affordable Housing (80% MMR)	Studio	\$702								
	1B	\$919								
	2B	\$1,185								
	3B+	\$1,460								
CMHC MLI Select (30% Median Renter Income) <sup>3</sup>	All	\$1,100								
Post-2020 Purpose-Built Rental Housing	Downtown	1B	\$1,330							
		2B	\$1,710							
	Corridor	Studio	\$1,250							
		1B	\$1,610							
	Greenfield	2B	\$1,890							
		1B	\$1,660							
		2B	\$1,930							

Sources: Manitoba Housing. City of Winnipeg. CMHC. Statistics Canada.  
 1 - Rents under the Social Housing Rental Program do not exceed 30% of adjusted net household income.  
 2 - Rents under the Affordable Housing Rental Program are set by Manitoba Housing annually.  
 3 - CMHC's MLI Select Program utilizes 2019 renter household incomes.

	Ineligible
	Unaffordable
	Affordable

### 3.0 Winnipeg's Approaches to Addressing Affordability Challenges

The following section provides an overview of the City's previous and current approaches to addressing the identified housing needs, including an assessment of the roles and responsibilities on housing across levels of government. A more fulsome assessment is provided in **Appendix D** of this report.

#### 3.1 Roles and Responsibilities on Housing

Canada's housing system is shaped by distinct yet interdependent responsibilities across federal, provincial, and municipal governments. Each level holds tools that influence housing supply, affordability, and development feasibility. **Figure 7** summarizes the major programs offered at each level.

##### 3.1.1 Federal Government

The federal government historically played a direct role in building and funding affordable housing, with involvement declining after the 1970s and re-emerging in recent years. Today, federal influence is exercised through national policy, fiscal measures, immigration, and financial regulation, as well as targeted tax incentives such as the Principal Residence Exemption, First-Time Home Buyer's Tax Credit, and GST/HST waivers for rental housing.

A major policy shift occurred with the National Housing Strategy (NHS), a \$40-billion, ten-year plan launched in 2017 to reduce housing need and expand affordable supply. More recently, the creation of Build Canada Homes reflects renewed federal commitment to affordable housing, with Winnipeg selected as one of the first cities to receive funding.

The federal government works largely through CMHC, offering key programs including:

- Affordable Housing Fund (AHF)
- Apartment Construction Loan Program (ACLP)
- Co-Op Housing Development
- Federal Lands Initiative
- Funding for Indigenous Housing
- Housing Accelerator Fund (HAF)
- Rapid Housing Initiative (RHI)
- GST/HST Waiver & Build Canada Homes

These programs have become central to rental development: CMHC estimates that over 88% of all new rental housing in 2024 relied on its insured financing products. Programs such as MLI Select and ACLP offer long amortizations, low-cost insured loans, and loan-

to-cost ratios up to 95%, significantly improving feasibility for affordable housing. The Affordable Housing Fund provides forgivable loans for deeper affordability. While transformative, many programs are time-limited or subject to policy change, creating uncertainty for development planning.

The Housing Accelerator Fund has also become a key tool. Winnipeg received over \$120 million in funding that is now driving zoning reforms, corridor intensification, and other initiatives to reduce barriers to new supply.

### **3.1.2 Province of Manitoba**

While the federal government sets national priorities, the Province of Manitoba is the primary service manager for social and affordable housing. Since assuming responsibility from the federal government, Manitoba has owned and operated most provincially administered RGI housing and plays the central role in regulating, funding, and maintaining low-income units.

Manitoba continues to deliver several supply and support programs, reflected in **Figure 7** under Provincial offerings. Key initiatives include Housing Starts Here, Proposal Development Funding, Capital Funding, the Rental Housing Construction Incentive, and the Affordable Homes Program. The Province also provides operating funding and collaborates with mission-aligned financial institutions to support non-profit and mixed-income development.

### **3.1.3 City of Winnipeg**

Winnipeg's role in housing has expanded in response to the 2020 and 2025 Housing Needs Assessments, which identified gaps in affordability, supply, and housing stability. As a result, Winnipeg now plays an active role in housing, offering programs such as:

- Density Bonus Program
- Affordable Housing Now (TIF)
- Heritage and Economic Development Incentive TIF
- Housing Rehabilitation Investment Reserve
- Housing Accelerator Fund initiatives
- Legacy TIF programs such as the Multiple Family Dwelling Grant

These municipal tools, ranging from capital grants to land enhancement programs, aim to reduce barriers to development and support affordable units. City programs are particularly important for non-profit developers, who typically face limited access to

capital and rely on municipal contributions, land, and streamlined approvals to achieve viability.

Winnipeg's arm's-length agency, CentreVenture, continues to support downtown revitalization through land assembly, redevelopment partnerships, funding administration, and other similar efforts.

### **3.1.4 Intergovernmental Alignment**

Taken together, the funding and financing programs illustrate a complex but increasingly coordinated housing ecosystem. Federal low-cost financing forms the foundation for most feasibility models. Provincial incentives and operating funding add stability for deeper affordability. Municipal grants, zoning changes, and development fee relief fill remaining gaps and unlock local opportunities. This multi-level "stacking" model is essential for producing affordable rental housing, particularly in markets like Winnipeg where rents are moderate and construction costs comparatively high. Effective alignment across these programs is essential to expanding affordable supply, minimizing administrative friction, and ensuring long-term stability for developers and non-profit housing providers.

## **3.2 Assessment of the City's Approaches to Encouraging Affordable Housing**

Following the City's increasing engagement in housing, Winnipeg has developed a range of programs, policies, and incentives aimed at supporting both market and affordable housing development. These initiatives reflect the City's strategic priorities for growth and affordability and have been designed to encourage investment from private and non-profit developers while leveraging federal and provincial resources.

The following sections provide a detailed review of the City's housing policies, historical and current programs, and initiatives designed to accelerate housing development. Where available, commentary from stakeholders is included to highlight successes, challenges, and lessons learned.

### **3.2.1 Historical Housing Programs**

The City has experimented with a variety of policy and incentive programs to promote affordable housing. Discontinued programs include the Multi-Family Dwelling Grant, Neighbourhood Multi-Family/Mixed-Use Building Grant, Downtown Multi-Family/Mixed-Use Building Grant, Downtown Residential Development Grant, and Live Downtown Rental Development Grant that resulted in 1,724 condominium units and 1,998 rental units.

Figure 7

# Funding Programs for New Supply

Municipal	Provincial	Federal
<p><b>Current Programs</b></p> <ul style="list-style-type: none"> <li>Density Bonusing Pilot Program</li> <li>Affordable Housing Now Tax Increment Financing (AHN)</li> <li>Heritage and Economic Development Incentive (HEDI)</li> <li>Housing Rehabilitation Investment Reserve (HRIR)</li> <li>Housing Accelerator Fund                             <ul style="list-style-type: none"> <li>Capital Grant Incentives</li> <li>Malls &amp; Corridors, Infill Zoning Amendments</li> <li>Multi Family Sustainable Housing Program</li> <li>Land Enhancement Program for Affordable Housing</li> </ul> </li> </ul> <p><b>Legacy Programs</b></p> <ul style="list-style-type: none"> <li>Affordable Housing Opportunities in HIZ's</li> <li>Rapid Housing Initiative (RHI)</li> <li>Multiple Family Dwelling Grant</li> <li>Neighbourhood Multiple Family/Mixed-Use Building Grant</li> <li>Downtown Multiple Family/Mixed-Use Building Grant</li> <li>Downtown Residential Development Grant Program</li> <li>Live Downtown - Rental Development Grant Program</li> </ul>	<p><b>Housing Starts Here</b></p> <ul style="list-style-type: none"> <li>Proposal Development Funding</li> <li>Capital Funding Program</li> <li>Rental Housing Construction Incentive</li> <li>Operating Funding for New Supply</li> </ul> <p><b>Other Funding Programs</b></p> <ul style="list-style-type: none"> <li>Affordable Homes Program</li> </ul>	<p><b>Canada Mortgage Housing Corporation</b></p> <ul style="list-style-type: none"> <li>Affordable Housing Fund</li> <li>Apartment Construction Loan Program</li> <li>Co-Op Housing Development Program</li> <li>Federal Lands Initiative</li> <li>Funding for Indigenous Housing</li> <li>Housing Accelerator Funding</li> <li>Rapid Housing Initiative</li> </ul> <p><b>Other Funding Programs</b></p> <ul style="list-style-type: none"> <li>GST/HST Waiver on Purpose-Built Rental Housing</li> <li>Build Canada Homes</li> </ul>

Example Financing Opportunities				
Credit Unions	Business Council of Manitoba's Collaborative Housing Alliance Real Estate Investment Trust	Housing Investment Corporation	FCM Green Municipal Fund & Jubilee Fund	Private Lenders

Other key discontinued programs include the City's Rapid Housing Initiative, and Affordable Housing Opportunities in Housing Improvement Zones, to be discussed in more detail below.

The **Rapid Housing Initiative** ('RHI'), which operated from 2020 to 2023, was a federally funded program administered by the City to accelerate the creation of deeply affordable and supportive housing. This program delivered 191 units, addressing critical housing needs in the community, and mobilized \$40 million in funding. Beyond the immediate increase in housing supply, the program demonstrated the effectiveness of targeted, time-sensitive capital injections for high-priority housing objectives and offered developers a streamlined funding pathway that mitigated the risk of construction delays and financing gaps.

The **Affordable Housing Opportunities in Housing Improvement Zones** ('HIZ') program, launched in 2021, was designed to facilitate infill and mixed-use development by selling surplus City-owned land directly to non-profit housing providers to build new affordable housing. While the program successfully completed three transactions, overall uptake was limited. Operational challenges, including limited eligible land parcels, constraining broader program impact. Despite its limited scale, the program demonstrates the potential of targeted land disposition strategies to support affordable housing and neighborhood revitalization while providing lessons on program design, market responsiveness, and policy flexibility.

The program also demonstrates the complimentary nature of offering both property tax and capital grants that can stack with low-cost financing and other incentives. Developers praised the TIF mechanism's predictability and its compatibility with federal funding streams. Non-profit groups emphasized the program's critical role in leveraging CMHC financing, particularly the long-term TIF horizon that strengthened underwriting assumptions, reducing the capital non-profit entities had to contribute to projects.

Together, these perspectives affirm that Winnipeg's layered approach, combining TIF, grants, and external funding, represents a best practice in affordable housing delivery, balancing public investment with private and community capacity.

Finally, the TIF provides a practical mechanism for long-term project monitoring. By linking the return to annual property tax payments, the program ensures ongoing accountability without requiring intensive municipal oversight. When paired with tools such as zoning variances, and complemented by provincial and CMHC reporting frameworks, TIF offers a structured yet flexible method for encouraging desired development outcomes while maintaining city oversight.

### 3.2.2 Current Housing Programs

#### Housing and Homelessness: Housing Rehabilitation Investment Reserve (HRIR)

- The HRIR is one of the City of Winnipeg's longest standing tools supporting affordable housing stability and homelessness prevention. When developed, the HRIR consisted of several programs including: the Minimum Home Repair Program, Development Cost Offset program, Downtown Housing Program, Neighbourhood Housing Program and Indigenous Housing Program. As of the time of writing, the Neighbourhood Housing Program and Indigenous Housing Program are the only programs still offered.
- The HRIR has been administered through five designated Housing Improvement Zones ('HIZs'). Each HIZ is allocated approximately \$160,000 in annual funding, which is distributed primarily to Neighbourhood Renewal Corporations or Neighbourhood Associations. \$200,000 is also allocated annually to the Indigenous Housing Program which supports repairs and maintenance for Indigenous-owned non-profit housing.
- The renewal corporations and associations act as local delivery partners, administering grants and coordinating investment priorities. Priorities vary by area, but the process ensures that local context and participation guide investment decisions. Developers seeking HRIR-related funding are encouraged to present proposals directly to these community bodies, ensuring projects align with neighbourhood objectives and receive endorsement before proceeding.
- Collectively, the HRIR and its associated programs demonstrate a pragmatic, community-based approach to housing investment. By fostering local leadership and supporting both new development and the preservation of existing stock, the HRIR remains a key instrument in Winnipeg's broader housing strategy. As the City prepares for a formal program review in 2026, there is strong stakeholder support for continued funding and potential expansion of HRIR, particularly to sustain the city's aging affordable housing stock, build local development capacity, and strengthen partnerships between the public, private, and non-profit sectors.

#### Pilots and Fully Subscribed Programs

The Density Bonusing pilot, launched in 2023, represented a strategic municipal tool designed to encourage the inclusion of affordable housing through voluntary policy levers rather than mandatory requirements. Density bonusing is a well-established urban planning mechanism that allows developers to build beyond base zoning permissions,

typically height, or unit density, in exchange for public benefits, most commonly affordable housing.

Importantly, the program's uptake was limited, with only 3 approvals as of the time of writing. As per data provided by the City, 2 of the 3 approvals were advanced by non-profits, with the other approval led by a private developer who was already pursuing a mixed-income project. As such, it is likely that the policy alone did not lead to the construction of new affordable housing, with all three approvals also receiving support from the City's other incentive programs.

Notwithstanding this, the pilot has been instrumental in familiarizing both for-profit and non-profit developers with density-based policy tools as well as affordable housing needs. By engaging the development community early in the planning process, the program helped normalize affordable housing inclusion as a standard consideration in project applications, facilitating dialogue between developers, City staff, and community stakeholders.

Of note, since the launch of the Pilot, the City upzoned many intensification areas through the Malls and Corridors Planned Development Overlay. This upzoning made the Bonus Density program obsolete in many areas where it applied, however the City expanded Bonus Density to other areas after this initiative was implemented.

Finally, the **Affordable Housing Now** program has been one of Winnipeg's most significant tools to enable the financial feasibility of affordable housing development. Introduced in 2022, AHN combined **Tax Increment Financing** ('TIF') and **Capital Grants** ('CG') to lower development costs, improve project viability, and attract a broader range of proponents. By leveraging municipal incentives alongside federal programs, AHN helped projects "pencil" that might otherwise be unfeasible in a moderate-rent environment.

AHN has been fully subscribed, allocating approximately \$50 million in TIF grants and \$2 million in capital grants across 27 projects citywide. These projects are expected to deliver over 2,180 new homes, including 600 affordable, 650 deeply affordable, and 950 market units. While primarily non-profits, some for-profit groups were also successful in unlocking funding. In reviewing the successful applications, AHN-supported projects averaged between 81-100 units, with approximately 40% designated at market units. Units below 80% of median market rent constituted an average of 26% of project units, while units priced below 60% of MMR averaged 12% of project units.

These patterns reflect a key lesson: even in the presence of robust public support through capital grants and TIF incentives, the inclusion of market units remains essential to balancing pro forma economics. Market units provide a critical cross-subsidy that offsets higher construction costs, inflationary pressures, and reduced rental yields from affordable units, ensuring that developments remain both financially feasible and attractive to lenders. In this sense, AHN has successfully demonstrated that affordability and market performance are not mutually exclusive, but rather interdependent components of a resilient housing strategy.

### **Housing Accelerator Fund Initiatives**

In 2023, the City was awarded approximately \$122 million from CMHC through the Housing Accelerator Fund ('HAF') to fast track 3,166 housing units over three years. The initiative leverages a suite of subprograms, including the HAF Grant Incentives, the Affordable Housing Concierge Service, the Multi-Family Sustainable Housing Program, the Land Enhancement Office Initiative, and planning and policy reforms such as the Malls and Corridors Planned Development Overlay and Infill Zoning Reforms.

Collectively, these programs have transformed the City's housing delivery landscape, creating a more developer-friendly ecosystem that balances affordability goals with economic viability. Stakeholders report high levels of satisfaction with the HAF programs, particularly the Concierge Service which has proven instrumental in helping groups navigate municipal systems efficiently.

The City's emphasis on partnership-driven funding, flexible policy design, and intergovernmental alignment positions Winnipeg as a leader in implementing scalable, evidence-based approaches to accelerating housing supply. However, HAF funding is limited and expected to extinguish by the end of 2026.

### **HAF Grant Incentives**

The Housing Accelerator Fund (HAF) Grant Incentive Program is a central pillar of the City's approach to enabling new housing supply. By reducing developers' required equity and lowering hurdle rates of return, the program helps make projects financially viable—particularly those delivering affordable or deeply affordable housing.

To date, the City has committed \$52 million to 26 projects, supporting the creation of approximately 2,530 new homes. Over one-third of approved projects are led by non-profit organizations, and nearly half are located downtown, reflecting the program's focus on both urban intensification and community-based housing delivery.

Grants range from \$25,000 to \$60,000 per unit, awarded according to the depth and duration of affordability. Even with this support, feasibility challenges remain: average construction costs of roughly \$355,000 per unit are often comparable to or higher than the sale prices of new condominiums in Winnipeg. These conditions emphasize the narrow margins facing new developments and the essential role of HAF funding in bringing forward affordable projects.

The program has also demonstrated strong intergovernmental alignment. Across approved projects, federal, provincial, and municipal governments collectively fund about 40% of total capital costs—or 65% when excluding two large Portage Avenue projects<sup>3</sup>. However, we note that for non-profit proponents, meeting the remaining 35% equity gap may be an insurmountable task. To this effect, all HAF projects therefore combined the grant with complementary City tools such as AHN TIF, HRIR, and AHN Capital Grants, enabling proponents to then leverage CMHC financing with lower upfront capital.

By coordinating incentives across all orders of government and designing programs that layer seamlessly, Winnipeg has created an effective model for expanding housing supply. The HAF Grant illustrates the power of targeted capital and tax-based supports in a market where development margins are thin and public investment is essential to delivering affordable housing at scale.

### **Affordable Housing Concierge Service**

The Affordable Housing Concierge Program represents a municipal service designed to streamline the development process for projects that meet the City's affordable housing requirements. By combining early engagement, dedicated support, and interdepartmental coordination, the program strengthens the capacity of developers to navigate complex regulatory frameworks, has the potential to accelerate project timelines, and increases the likelihood of successful project outcomes

A key feature of the program is its facilitation of interdepartmental and inter-organizational coordination. Concierge staff assist non-profit developers in navigating approvals, connecting them with relevant municipal departments, and ensuring that all procedural requirements are understood and addressed in advance. This approach is particularly valuable in the context of CMHC-funded programs, which often require projects to be "shovel-ready" within compressed timelines.

Stakeholder feedback highlights both the program's effectiveness and its unique value proposition. Non-profit developers consistently report that concierge services significantly

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<sup>3</sup> Southern Chiefs' Organization's Wehwehneh Bahgahkinahgoohn and True North's Portage Place Mall redevelopment

reduce administrative burdens and provide guidance on complex approval processes. By contrast, private for-profit developers often do not perceive the same benefit, as many of the challenges associated with large-scale projects—such as engineering reviews, servicing, and site constraints—cannot be resolved solely through coordination. However, private developers voiced a desire for a similar service, given the perceived benefits. Nonetheless, stakeholders have suggested potential expansions to the program, including legal concierge support and facilitation of partnerships between developers and non-profits to support affordable housing delivery.

### **Heritage & Economic Development Incentive**

The Heritage and Economic Development Incentive ('HEDI') represents a targeted effort to stimulate downtown redevelopment through Tax Increment Financing for heritage preservation, commercial expansion, and surface parking lot redevelopment. Funding is provided through a TIF of up to 80% of incremental municipal property taxes, with terms of up to 10 years in the downtown, or five years in other intensification areas, and a maximum grant of \$2 million.

While the HEDI has had modest uptake, it has not been as successful as previous downtown programs in incentivizing new development. Stakeholders cited challenges with the current program structure, wherein applicants must engage with various individuals at both the City and CentreVenture, as CentreVenture administers the TIF on behalf of the City. Additional barriers include the limited scope of eligible investments and length of the TIF. This is in addition to other complications to development downtown, including small lot sizes, complicated entitlement processes, remediation and servicing costs, and high construction costs.

The HEDI demonstrates the potential of TIF and grant-based incentives to stimulate downtown investment and heritage conservation, while also illustrating the pitfalls of restrictive eligibility criteria or insufficient funding. A more adaptive approach, including qualification based on broader community and economic outcomes, could unlock significant latent development potential where housing demand is strong, but feasibility remains thin.

### **Multi-Family Sustainable Housing Program**

The Multi-Family Sustainable Housing Program is designed to address a critical barrier to development: municipal servicing capacity. Interviews indicate that servicing capacity, on-site servicing costs and general infrastructure requirements are the number one barrier to development in Winnipeg. By providing targeted financial support to

developers, the program ensures that areas constrained by water, wastewater, or drainage infrastructure can accommodate new residential growth, unlocking underutilized sites.

Eligible developments include properties purchased from the City through the Land Enhancement Office, as well as projects located within targeted areas such as malls and corridors, mixed-use corridors, frequent transit lines, rapid transit lines, or in proximity to the Southwest Rapid Transit stations. This alignment ensures that investments in servicing not only enable new housing but also support broader urban intensification and transit-oriented development goals.

To date, the program has allocated \$8.3 million in funding for three projects to undertake local municipal infrastructure improvements, receiving fewer applications than anticipated. While the program is newly launched, it represents a proactive approach to mitigating infrastructure-related constraints that have historically limited residential density.

### **Land Enhancement Office Initiative**

Through HAF, the City offers two land programs: Priority Sites for Affordable Housing and Sites for Supportive Housing. Through the Priority Sites program, sites are offered with specific affordability requirements and structured to maximize social impact, including consideration of project scale, location, and community needs. By structuring site offerings in this way, the City not only enables affordable housing development but also strategically aligns projects with broader policy objectives, including Indigenous reconciliation, neighborhood revitalization and mixed-use development.

To date, six sites have been offered, with five successfully conditionally approved for lease or sale agreements designed to retain long-term affordability. Notably, lease structures of up to 99 years have been employed to ensure long lasting social outcomes and long-term ownership retention by the City. Notably, of the five successful dispositions, only one is a for-profit entity, with the remaining applicants being non-profits or Indigenous governments. As for the proposed projects, they average 40% affordable units, generally ranging between 30% and 50% affordable, with the balance being market rental.

While the program has created important opportunities, challenges remain. The City's land inventory is limited, with only a handful of additional sites suitable for residential development remaining. Many potential parcels, such as parking lots adjacent to community facilities, would require substantial pre-development work, including remediation, drainage upgrades, and servicing. However, with the programs higher

affordability requirements comes an increased need for sites to be “shovel ready” upon sale, with many groups unable to deliver both affordable units in addition to the servicing and remediation costs.

In addition to the priority land sites, the City has established a land program to advance the development of supportive housing. This initiative is being undertaken in collaboration with the Province of Manitoba and a range of non-profit partners. To date, five sites have been identified for inclusion in this program, located in suburban and corridor areas. A public hearing was held in September 2025 and adjourned in October 2025. Council approved four out of five sites unanimously in November 2025.

### Planning & Policy Reform

- The **Malls and Corridors Planned Development Overlay** (‘PDO’) represents a municipal effort to encourage higher-density, mixed-use development along strategic corridors and underutilized mall sites. As identified earlier, this policy effectively eliminated the Density Bonus policy.
- The PDO establishes a framework for increased density, reduced parking requirements, and flexible design standards, supporting both market and affordable housing outcomes. In theory, this creates an environment conducive to mid-rise residential projects and City intensification objectives. In practice, the policy has revealed design and feasibility challenges.
- Stakeholders consistently highlighted the limitations imposed by angular plane requirements, which are intended to protect sunlight and sightlines but can disproportionately impact smaller lots, forcing developers to seek variances that undermine the efficiency gains of the overlay. This is further complicated by first-storey height requirements, impacting overall project height, and irregular lot sizes.
- Additional stakeholder feedback suggests that while the overlay has potential to encourage affordable housing inclusion, its current configuration conflicts with market realities. The overlay’s implementation highlights the need for nuanced, site-specific application of development incentives and the careful alignment of regulatory requirements with market feasibility. We understand the City is currently investigating amendments of the policy to address these concerns.
- The City’s **Infill Housing initiative** represents a strategic effort to increase housing supply and diversity within established neighborhoods by updating as-of-right zoning permissions. Under the new framework, developers can construct two, three, and four-unit homes in many areas, with taller four-unit homes (up to 39 feet) permitted

on lots within 800 meters of frequent transit routes. The policy was formally enacted in June 2025.

- While the initiative increases the feasibility of infill construction and promotes sustainable urban growth, it highlights the importance of aligning zoning reforms with broader municipal infrastructure planning and support mechanisms. Developers are more likely to pursue infill projects where servicing capacity and approvals processes are predictable, illustrating that zoning reform alone is insufficient to drive supply without complementary measures to address the logistical and financial realities of urban development.
- Simultaneously, the City has launched an **“end-to-end” review** of the development review process, which is expected to result in recommendations and procedural improvements that will make the development review process more efficient and easier to navigate for applicants.
- Stakeholders consistently report a positive perception of municipal policy direction, noting both the tangible improvements in approval processes and the City’s willingness to identify issues and implement responsive solutions. This proactive, iterative approach positions the City as a leader in urban development facilitation, balancing growth, intensification, and community objectives while fostering transparency and collaboration with developers.

## 4.0 Proforma and Land Economics Considerations

The following section provides a proforma analysis of development case studies prepared collaboratively with the City of Winnipeg and stakeholders within the downtown, corridors, and suburban locations. The purpose of this analysis is to understand where development is viable and where challenges exist, the impact of requiring affordable housing, incentive types and amounts that can encourage for-profit and non-profit groups to provide affordable housing, the impact of added density and other non-financial incentives (e.g., parking reductions), and other similar items.

The results of this analysis will be referenced in the case study assessment to follow in Section 5 and will inform our overall recommendations of the tools and levers most appropriate and likely to be successful within Winnipeg's market context.

### 4.1 Methodology

NBLC has prepared a proforma analysis that assesses the financial considerations of developing market and affordable housing by both the for-profit and non-profit sectors. Development is inherently complex, with different groups having unique assumptions, required rates of return, and other factors that influence the viability of a project. Further, every development site is unique with costs and revenues shifting depending on the characteristics of the site and project, as well as funding and financing secured from lenders and government. This analysis is therefore considered order of magnitude and designed to provide a general understanding of development and land economics in the City under a variety of scenarios.

#### 4.1.1 Determining Viability

It is important to understand that there are many ways a developer will determine project viability. The following highlights some of these approaches.

#### Residual Land Value

NBLC has developed a residual land value ('RLV') model, which estimates revenues and development costs over the forecasted period of development. Project revenues are driven by the sale/lease of units, parking spaces, and storage lockers. Once project revenues have been estimated, developers will then begin to calculate all anticipated hard and soft project costs. As illustrated by **Figure 8**, developers subtract these costs, as well as their required profit expectation, from the estimated revenue of a project.

This results in a residual land value – or the value a developer could afford to pay for the site while achieving a viable profit margin. If the RLV is enough to purchase land in the market, the project is considered viable. If the RLV is below the value of land in the market, the project is considered unviable.

**Figure 8**

Residual Land Value Methodology
Project Revenue
- Project Costs
- Developer Profit
<b>= Residual Land Value</b>

This approach is commonly used to assess the viability of a condominium apartment or freehold housing project. It is a point in time analysis that considers if a developer can afford to purchase land in an area, develop the site, and earn an attractive profit through the sale of condominium or freehold homes. For a rental development, this methodology determines if the developer will earn an attractive profit through the development of a rental apartment after selling the building at stabilized occupancy, as opposed to owning and operating the project over the long-term.

NBLC has prepared an RLV analysis of the test sites under consideration for both condominium and as a rental project that is sold at stabilized occupancy. Our testing of condominium apartments shows weak viability, which is not a surprising finding given that over 90% of Winnipeg’s apartment starts over the past five years have been rental tenure, amongst other factors (see **Appendix B** for more details). Similarly, the RLV approach for rental housing produces negative results, indicating that a developer would need to own and operate the building on a cash flow basis to achieve viability, which is also a common finding in most markets and confirmed to be true in Winnipeg based on stakeholder consultations.

Given the above, the analysis to follow primarily focuses on rental development that is owned and operated over the long-term.

### Cash Flow Yields

Understanding that many rental developers will instead own and operate a building over the long term, as well as to consider the impact of low-cost CMHC financing, NBLC has

prepared a cash flow analysis where we evaluate total development costs, the amount that can be financed, and the overall yield that the project would achieve.

The nature of purpose-built rental development differs from condominium and freehold development in that returns are earned slowly over time. It is also important to note that there is no universally accepted 'hurdle rate' (i.e., rate that results in viability), with different groups willing to proceed at different thresholds depending on their business plan and funding partners. Further, many groups use different methodologies all together, with the most common yields summarized below:

- **Yield on Cost:** Yield on Cost ('YoC') is a metric that assesses risk, and tracks return profiles through the lifecycle of a project. It is calculated by comparing the project's stabilized net operating income to total project costs. YoC is often compared to capitalization rates ('Cap Rates') to determine the level of risk associated with the development project compared to purchasing a building that is already developed and operational. If the YoC is greater than the cap rate in a market, the project may be worthwhile.
- **Cash on Cash Return:** Cash on Cash returns ('CoC') evaluate the return on the equity ('cash') invested into a project, and therefore considers the portion of project costs that can be financed. It is calculated by comparing the cash available to be distributed to the investor at stabilization (net of debt) relative to the amount of cash initially invested (total equity).
- **Internal Rate of Return:** Internal Rate of Return ('IRR') represents the expected compound annual rate of return an investment is projected to yield over an investment period, and it's used to determine if an investment is financially worthwhile compared to the company's required rate of return

The above rates all have their purpose, with sophisticated groups likely calculating all three to determine project viability. For simplicity, the analysis to follow will focus on the CoC returns, which is most commonly used by the industry as it provides an estimate of the return a developer would earn on their invested equity (i.e., cash).

#### **4.1.2 Non-Profit Development Viability Methodology**

A non-profit developer will evaluate a real estate development by considering the following, which are further illustrated in **Figure 9**:

- The project costs, which are comprised of:

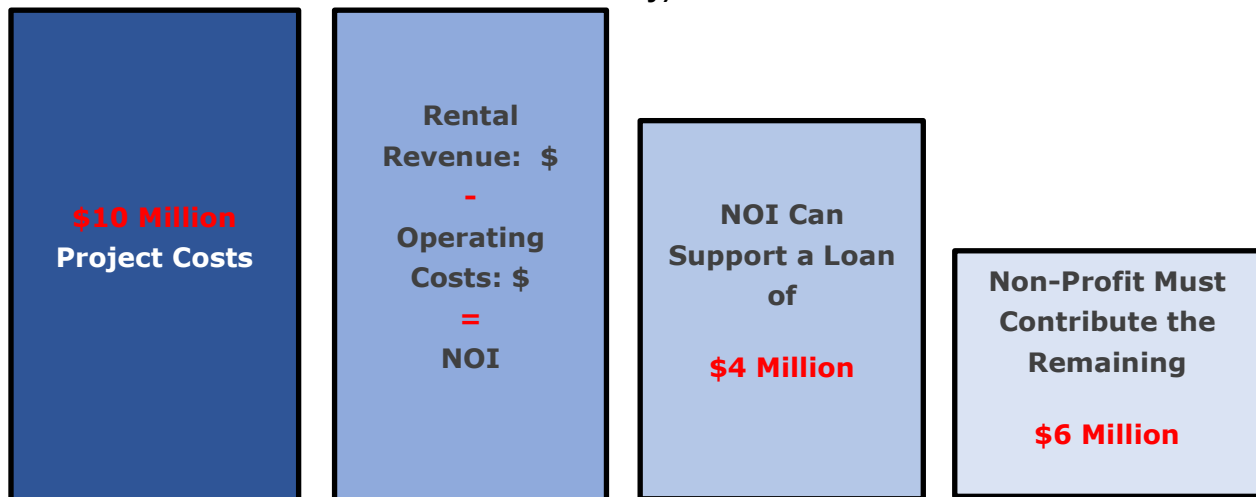
Hard Costs: The construction costs of building the project.

Soft Costs: All other costs a developer will encounter when developing real estate. These include government fees and charges, financing costs, consultant costs, development and construction management, and others.

Land Costs: The cost of acquiring land, unless it is already owned or provided for free.

- The rental revenue and operating expenses of the project to determine the Net Operating Income (“NOI”);
- The project costs that can be financed through the building’s NOI; and
- The remaining project costs that must be front ended through equity (e.g. total project costs – financed amount = equity requirement).

**Figure 9: Non-Profit Project Economics Example (All Figures are for Illustrative Purposes Only)**



A non-profit will seek to maximize the loan in order to finance as much of the project costs as possible. This is because these organizations have limited access to capital and will turn to various government funding programs, as well as philanthropy and other internal revenue sources to raise capital to fund the outstanding equity payment for the project to advance. CMHC financing program assists by offering a lower Debt Coverage Ratio (DCR), which allows groups to use more of the NOI to service debt. These CMHC programs also offers a lower interest rate and longer amortization period that allows the developer to secure a larger loan, thereby reducing equity requirements. The CMHC Affordable Housing Fund also provides a forgivable loan, which acts as a grant.

In the above example, the non-profit would need \$6M in funding to advance the project, assuming they have no cash reserves or other means of raising capital. They are

unconcerned about any return or profit; rather, they are seeking sources to fund the outstanding equity needed to advance a financially sustainable building (i.e., no need for ongoing operating and capital subsidies). They will therefore turn to all levels of government for subsidy to fill this gap, which can come through either capital grants, property tax reductions/grants, reduced fees/charges, or other similar approach.

### **4.1.3 For-Profit Development Viability Methodology**

Relative to non-profit organizations, a for-profit developer is more capable of allocating equity into a development project (e.g. land acquisition and the up-front equity not covered by the construction/permanent loan) to earn a cash flow over the life of the building. As shown in **Figure 10**, the CoC of a project assesses how much free cash might be available to the developer relative to the amount of equity invested in the project, with equity calculated by subtracting the financed costs from total project costs.

If the CoC is above the developer's hurdle rate, they will advance the project. If the CoC is below their hurdle rate, they will either seek support (e.g., incentives, more density, parking reductions, etc.), pursue a condominium building or alternative development scheme, or not advance the project at all. As identified in our market analysis, and confirmed through stakeholder consultation, rental development in Winnipeg and broadly across Canada has become reliant on CMHC financing programs such as MLI Select in recent years to overcome elevated costs and interest rates. MLI Select offers a lower debt coverage ratio, longer amortization, and a lower interest rate that allows developers to finance more, thus reducing their equity contribution to a project. This relationship supports stronger CoC returns.

When affordable housing is added to the project, the performance is impacted in several ways (**Figure 10**):

- The NOI is reduced due to lower rents, resulting in a lower cash flow over the life of the building/affordability window.
- A reduced NOI results in a lower loan, requiring more equity up-front to advance the project.
- The building value is reduced because of the lower rents.

The cumulative impact of the above is a lower CoC return due to reduced profitability and increased capital requirements. Financial subsidy can be provided, whether as upfront capital (e.g., grants, reduced fees and charges, etc.), ongoing operating cost reductions (e.g., property tax reductions), and/or non-financial subsidy (e.g., density increase, parking reductions) to offset the provision of affordable housing to restore the CoC to a

rate that is attractive to the industry (**Figure 10**). If this economic situation can be achieved, market developers can in theory, advance new affordable housing within mixed-income developments.

**Figure 10: For-Profit Project Economics Example (All Figures are for Illustrative Purposes Only)**

Variable	Market	Affordable	Impact
Total Project Costs	\$10,000,000	\$10,000,000	None
Financed Project Costs	\$4,000,000	\$3,000,000	Decreased - Lower NOI
Equity Required	\$6,000,000	\$7,000,000	Increased - Lower Loan
NOI	\$480,000	\$350,000	Decreased - Lower Revenue
CoC Return	8%	5%	Decreased - Lower NOI, Higher Equity

The goal is to restore the market return (i.e., the affordable project produces a CoC of 8%)

#### 4.1.4 Viability and Subsidy Calculations

The analysis to follow therefore deploys the following methodology to calculate subsidy needs:

- **Non-Profit:** The required equity based on the maximum loan supported by the project’s NOI.
- **Private Developer:** The subsidy needed to achieve a targeted profit margin.

## 4.2 Development Concepts and Assumptions

NBLC reviewed development application and building permit data provided by Winnipeg’s planning department, highlighting recently built, approved, or proposed apartment developments. Trends observed across this data led to the development of four

prototypical development concepts representative of common forms of development across the City of Winnipeg, including (**Table 11**):

- A high-rise concrete apartment building of 20-storeys in the Downtown;
- A high-rise concrete apartment building of 10-storeys in the Downtown;
- A mid-rise wood frame apartment building of 6-storeys in the Corridors; and,
- A low-rise wood frame apartment building of 4-storeys in suburban Greenfield areas.

These four concepts offer variability in terms of height, location and construction type, which allow us to understand development viability, subsidy needs, and the impact of different affordable housing policies to be assessed under a range of development conditions and locations. These case studies were refined with the City and stakeholders.

**Table 11: Prototypical Development Case Studies**

Development Statistics				
Concept	Downtown A	Downtown B	Corridor	Greenfield
Building Height (storeys)	20	10	6	4
Gross Floor Area (sf)	162,891	120,000	100,874	102,353
Average Unit Size (sf)	700	700	850	950
Total Number of Units	198	146	101	87
<i>Studio</i>	40	29	5	0
<i>1 Bed</i>	79	58	50	26
<i>2 Bed</i>	79	58	40	56
<i>3 Bed</i>	0	0	5	4
Parking Ratio	0.30	0.30	1.00	1.50

The development concepts are tested as residential buildings and as purpose-built rental tenure. As described in **Appendix B**, NBLC conducted market research to assess local pricing/market rent dynamics for comparable product across the City’s neighbourhoods and submarkets, which also informed average suite sizes and suite mix assumptions. Research on hard, soft and financing costs was also conducted for each geography.

To assess the impact of a potential affordable housing policy and program options, the proforma analysis is assessed through a variety of different scenarios. These iterations allow for the magnitude of impact of the proposed policies to be observed based on the change between the iterations. These scenarios are assessed to follow.

### 4.2.1 Assumptions

The following section describes assumptions deployed in the financial analysis:

#### Statistical Assumptions

In addition to the statistics outlined in **Table 11**, NBLC has assumed the following based on our market research:

- An efficiency ratio of 85% between net saleable/leasable floor area and gross floor area.
- As directed by the City, the market residential parking ratio is reduced to 0.15 spaces per affordable unit.
- Parking is assumed to be delivered through below grade and surface parkades in the downtown area, through one level of underground parking and a combination of structured parking and surface parking in the Corridors, and primarily through surface parking in the Greenfield areas. Each parking stall is estimated at 400 sf, which is a gross assumption assuming all drive aisles, landscaping, etc.

#### Market Revenue Assumptions

As described in the **Appendix B**, NBLC conducted a market analysis to assess local rental market dynamics for high-density product in Winnipeg. Based on our research, we assume the following market revenue inputs:

- A monthly index rent of \$3.00, \$2.55 and \$2.60 per square foot (‘psf’) is assumed in Downtown, Corridor and Greenfield sites respectively. This equates to average monthly rental rates between \$2,100 to \$2,500 per unit, with premium rents achieved in Greenfield settings with larger unit sizes and a higher proportion of two- and three-bedroom units.
- Parking is assumed to lease at varying rates depending on submarket and parking typology, outlined in **Table 12** (underground, parkade or surface parking). No revenue is assumed to be associated with parking stalls attributed to affordable units. Storage is assumed to be included in monthly rental rates.

**Table 12: Monthly Parking Rent Assumptions**

Test Site	Downtown A	Downtown B	Corridor	Greenfield
UG Parking	\$250	\$250	\$150	\$120

Surface Parking	\$100	\$100	\$80	\$60
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- In the valuation of the market rental units, a margin for vacancy and bad debt is assumed at 4%, an operating expense ratio of 32%, and a cap rate of 5.0% is assumed (Midpoint of Cap Rates from CBRE Q2 2025 Cap Rate Report Winnipeg Multifamily High-Rise B and Low-Rise A Product).
- A 2.5% annual revenue inflator is assumed.

### Below Market Revenue Assumptions

As described earlier in this section, the analysis tests varying depths of affordability and set aside rates. Where explicitly identified, affordability is based on the following definitions:

- **MLI Select Definition:** To secure CMHC’s MLI Select financing, a developer must either provide a minimum of 10% of units as affordable, and/or provide heightened accessibility and efficiency standards. The CMHC definition of affordable housing is based on 30% of the average City of Winnipeg Income in 2019. The average income for this period was \$44,000 annually, translating to a maximum rent of \$1,110 per month.
- **City Definition:** The City of Winnipeg defines affordable housing as 80% of median market rent (‘MMR’) as recorded by CMHC. When weighted against the proposed suite mix, this equates to an average weighted affordable monthly rent of \$979 per month in the Downtown and up to \$1,115 in Greenfield, based on the suite mix and unit sizes identified in **Table 13** for each area. The actual rates per bedroom type are identified below.
- **Affordable Housing Fund Definition:** Matches the City definition of 80% MMR. This program offers low-cost financing like the MLI Select, while also offering a forgivable loan. A minimum of 30% of total units in a project must be affordable.
- For the valuation of the affordable rental units a 2% margin for vacancy and bad debt is assumed and a cap rate of 6.0% (market cap rate plus 100 basis points). Market operating expenses are applied to affordable rental rates, equating to an operating expense ratio of 60% for MLI Select affordable units and 65% for City of Winnipeg affordable units.
- The below market revenues are inflated at a rate of 2.0% annually.

**Table 13: Median Market Rent**

Winnipeg MMR		
	MMR	80% MMR
Bachelor	\$878	\$702
1 Bedroom	\$1,149	\$919
2 Bedroom	\$1,481	\$1,185
3 Bedroom +	\$1,825	\$1,460
Total	\$1,290	\$1,032

### Cost Assumptions

Estimated hard construction costs are based on the midpoint of the ranges in the 2025 Altus Construction Cost Guide for Winnipeg. This includes:

- An above grade residential concrete construction cost of \$330, \$295 and \$225 in Downtown, Corridor, and Greenfield locations, respectively.
- In select cases, NBLC has modelled financing terms such as MLI Select with increased accessibility and energy efficiency instead of providing affordable housing units. In this scenario, hard costs are increased by 10% and operating cost margins are reduced by 2.0%.
- Parking costs range by both structure (underground parking, parkades and surface parking) and geography.
- In the Downtown, an underground parking cost of \$185 psf, structured parking cost of \$140 psf, and surface parking of \$19 psf, as identified by the Altus Cost Guide.
- In Corridors and Greenfield scenarios, underground parking is modelled at \$155 and \$100 respectively, with structured parking costs of \$110 psf and surface parking costs of \$11 psf.
- A demolition and site preparation cost of \$25 psf of site area.
- A site servicing cost of \$850 per unit psf of gross floor area, and a landscaping and hardscaping cost of \$2.00 psf.
- On-site infrastructure costs of \$500,000.
- A contingency factor of 5% of total hard costs.

Soft costs include planning fees, building permit fees, land transfer tax, and site plan control, among others, as per prescribed rates by the City of Winnipeg at the time of writing.

- A combined GST and PST Rate of 7.0% for the purpose-built rental scenarios as per Federal announcements regarding the waiver of GST to incent rental development.
- Purpose-built rental developments will be eligible for the Rental Housing Construction Incentive provided by the Province of Manitoba. This provides a tax credit of \$8,500 per rental unit (to a maximum of 8% of capital costs) and an additional \$5,000 per affordable housing unit. Non-profits can claim the full credit in the first tax year in which the housing becomes available. For-profits can claim the credit up to \$8,500 per unit in the first tax year and the affordable credit over 10 years (\$500 per unit per year).
- A commission of three months of gross rent for the rental scenarios is assumed through the initial lease-up of the project.
- A financing rate of 6.50%, equating to the current Bank of Canada overnight lending rate plus 400 basis points is assumed when concepts are modelled with conventional financing. Other conditions include a maximum loan to cost ratio of 70% and debt service coverage ratio of 1.20x.
- A financing rate equating to the current Bank of Canada overnight lending rate plus 50 basis points is assumed when concepts are modelled with MLI Select financing. Other conditions include a maximum loan to cost ratio of 90% and debt service coverage ratio of 1.10x.
- An interest rate equating to the current Bank of Canada overnight lending rate plus 50 basis points is assumed when concepts are modelled with CMHC's Affordable Housing Fund for non-profit developers. Other conditions include a maximum loan to cost ratio of 95% and debt service coverage ratio of 1.05x. We also assume a forgivable loan of 30% of eligible costs.
- A discount rate of 7% is assumed.
- An annual cost inflator of 2.5% is assumed across all costing assumptions.

### Development Timing Assumptions

NBLC has assumed the following timing assumptions based on our experience:

- A 1.5 year period of development approvals;

- A 4-year construction period for the 20-storey concept ,a 3-year construction period for the 10-storey concept, a 2.5-year construction period for the 6-storey concept, and a 2-year construction period for the 4-storey concept;
- As estimated of two-years for the project to reach stabilized occupancy.

### Hurdle Rate Assumptions

For the purpose of this analysis, we assume the following CoC hurdle rates:

- **Strong Viability – over 8%:** Broad viability is observed that is likely to be attractive to a wide range of developers.
- **Moderate Viability – between 6% and 8%:** Some groups may proceed at this threshold, but challenges exist and broad viability is not observed.
- **Weak Viability – below 6%:** Groups are unlikely to proceed.

## 4.3 Key Findings from the Financial Analysis

The following summarizes the results of the key findings of the financial analysis. As discussed earlier in this section, results are assessed separately for for-profit and non-profit developers, as the methodology, business plans, and overall goals and objectives for both groups differ significantly. The suite of programs and options available to each group will also be different.

### 4.3.1 For Profit Groups

To evaluate development feasibility under current market conditions, we modelled multiple residential scenarios across downtown, corridor, and greenfield geographies. For each scenario, NBLC assessed project performance through the Cash-on-Cash Return metric—a measure of the developer’s annual cash flow relative to invested equity. All for-profit scenarios assume access to the Province’s rental housing incentive, including the \$8,000 per-unit construction incentive and the \$5,000 per-unit affordable housing bonus, as well as a GST rebate for rental housing. No other incentives are assumed, unless explicitly identified.

### Market Rental Viability

As identified in **Table 14** to follow, we have assessed each development prototype across several different scenarios to understand viability. These scenarios include the following:

- **MLI Select:** We understand that most rental development occurring in Winnipeg, and Canada broadly, is currently being supported by CMHC MLI Select financing. As identified in **Appendix B**, CMHC estimates that over 80% of all rental housing delivered in Canada in 2024 was financed with MLI Select, with local developer stakeholders indicating a similar sentiment in Winnipeg. As such, two separate scenarios have been considered:
- **10% Affordable:** We have assumed MLI Select financing, with the project providing 10% of units at affordable rates as defined by the program (i.e., \$1,100 maximum per month).
- **0% Affordable, enhanced energy efficiency and accessibility:** We assume no affordable housing is being provided, but rather enhanced accessibility and energy efficiency are pursued to meet program requirements. We have added a cost premium to account for these building features but also reduced operating costs to reflect enhanced efficiency.
- **Conventional Financing:** To illustrate the impact of MLI Select, we have also run a scenario where a developer secures conventional financing without any affordability requirements.

We observe the following results, outlined in **Table 14** to follow:

- As established in this report, development conditions are currently challenged due to a high-cost environment. As a result, the overall fundamentals underpinning development are facing significant market volatility, absent any measure of affordable housing.
- Focusing on projects proceeding with MLI Select financing, the analysis indicates there might be a slight advantage for projects to secure this program with accessibility and efficiency requirements, rather than affordability. However, the program is competitive, with most projects providing 10% affordable housing as defined by the program.
  - While the MLI Select affordability threshold is above the City's definition, and if applied to small unit sizes could approach near market rates (e.g., \$1,100 for a studio), these units nonetheless still provide housing that is affordable to a broad range of households, with stronger affordability secured for larger units.
  - As identified in **Table 14**, the return metrics indicate that greenfield suburban developments achieve the highest CoC returns and viability. This finding is supported by strong development activity in these areas, as well as stakeholder interviews. Viability in these greenfield areas is supported by lower land costs,

- efficient parcel sizes, straightforward site conditions, cost effective building materials and characteristics (e.g., wood, surface parking), and competitive achievable rents and strong market demand. Given the above, broad viability is observed for greenfield projects that are securing MLI Select is observed.
- Corridor projects show moderate feasibility, indicating some projects may advance in certain circumstances.
  - Downtown projects are not currently feasible, with CoC returns around or below 3%. This is due to high construction costs, higher land values, complicated site conditions, high parking costs and requirement for underground parking, a lack of pricing premiums over other areas of the City, and other similar considerations.
- Viability decreases dramatically for projects that cannot secure MLI Select, again confirmed by recent reporting by CMHC and stakeholder consultations. With conventional financing, none of the developments achieve viability, indicating a reliance on low-cost financing programs for market rate developments to advance.

### The Magnitude of Subsidy Needed to Secure Broad Viability

The above analysis indicates that rental apartments appear broadly viable in suburban greenfield settings, moderately viable in corridors, and unviable downtown. This generally aligns with development patterns observed in the City over the past decade.

Given the above, **Table 15** illustrates that for projects successful in securing MLI Select financing, no subsidy is needed for greenfield properties. Without MLI Select, a subsidy of around \$90,000 per unit would be needed for greenfield projects to achieve an 8% CoC return.

For the Downtown and Corridor sites, subsidies of approximately \$65,000 and \$15,000 per unit would be required for projects securing MLI Select financing, respectively. These would increase to over \$100,000 per unit with conventional financing.

These findings indicate the significant role CMHC financing is currently playing in securing viability and reducing financial headwinds. The city should pay close attention to the future of CMHC financing, development costs, and interest rates as any adjustment to these items will significantly influence results and development viability / patterns. These findings also illustrate the constrained viability of developing in the downtown, with and without MLI Select financing.

To further refine results, we assessed several scenarios related to mandating affordable housing without subsidy, providing increased density as an incentive without further financial offsets, and offering a TIF to achieve market and affordable housing objectives.

**Table 14**

Metrics	Market Purpose-Built Rental with 10% Affordable Rental (MLI SELECT and MLI Affordability)			
	Downtown A	Downtown B	Corridor	Greenfield
<b>Total units</b>	<b>198</b>	<b>146</b>	<b>101</b>	<b>87</b>
Market Rate Units	178	131	91	78
Affordable Units	20	15	10	9
Cash on Cash Return	2.7%	2.6%	6.8%	7.9%
Cash on Cash Viability	Weak	Weak	Moderate	Moderate

Metrics	100% Market Purpose-Built Rental with Premium Hard Costs for Accessibility and Energy Efficiency (MLI Select)			
	Downtown A	Downtown B	Corridor	Greenfield
<b>Total units</b>	<b>198</b>	<b>146</b>	<b>101</b>	<b>87</b>
Market Rate Units	198	146	101	87
Affordable Units	0	0	0	0
Cash on Cash Return	3.2%	3.0%	7.4%	8.9%
Cash on Cash Viability	Weak	Weak	Moderate	Strong

Metrics	100% Market Purpose-Built Rental (Conventional Financing)			
	Downtown A	Downtown B	Corridor	Greenfield
<b>Total units</b>	<b>198</b>	<b>146</b>	<b>101</b>	<b>87</b>
Market Rate Units	198	146	101	87
Affordable Units	0	0	0	0
Cash on Cash Return	1.7%	1.7%	2.4%	2.8%
Cash on Cash Viability	Weak	Weak	Weak	Weak

**Table 15**

<b>Subsidy Need Analysis</b>				
<b>Scenario</b>	<b>Downtown A</b>	<b>Downtown B</b>	<b>Corridor</b>	<b>Greenfield</b>
<b>Conventional Financing</b>				
Total Subsidy Required	\$ 22,000,000	\$ 16,000,000	\$ 10,500,000	\$ 8,000,000
<i>Per Unit</i>	\$ 111,226	\$ 109,804	\$ 104,090	\$ 92,301
<b>MLI Select (Base Scenario with CoW Affordability)</b>				
Total Subsidy Required	\$ 13,000,000	\$ 9,700,000	\$ 1,600,000	-
<i>Per Unit</i>	\$ 65,724	\$ 66,569	\$ 15,861	-

### **Mandating Affordable Housing**

As will be assessed in more detail in Section 5 of this report, some municipalities mandate affordable housing requirements through policies such as density bonusing, inclusionary zoning, or other similar policies / negotiations. These can include additional financial offsets or not.

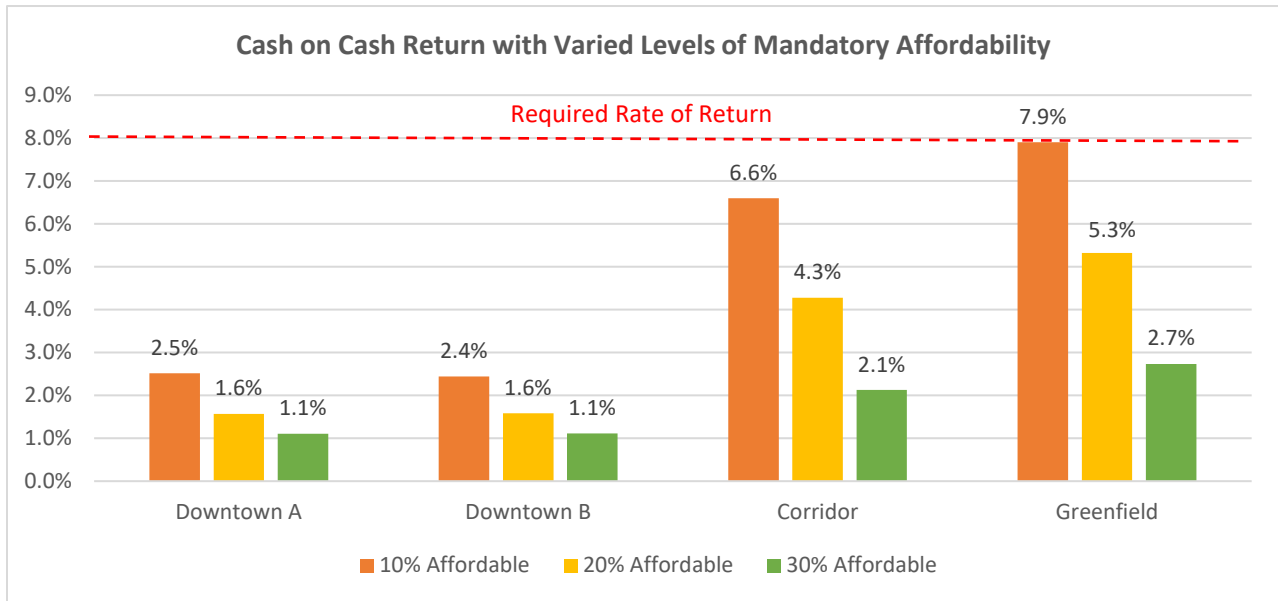
To assess the impacts of requiring affordability without offsets, we have modelled each scenario assuming MLI Select financing, but with 10%, 20%, and 30% affordable housing included at the City’s definition, as opposed to the MLI Select definition.

As illustrated in **Figure 11**, the analysis illustrates that mandated affordable housing requirements are likely not viable in the Winnipeg context. This is not surprising given that corridor and downtown yields were already well below the 8% hurdle rate, particularly in the downtown. Requiring affordable housing in these projects will only reduce viability further.

Within greenfield locations - where viability is strongest – shifting from 10% MLI affordable to 10% at the City’s definition does not materially change the findings. However, requiring 20% or 30% without corresponding financial support materially reduces returns below acceptable industry thresholds.

It is also important to identify that these results are based on our assumptions. Utilizing the larger unit sizes and suite mix favouring two-bedroom units that is common in greenfield areas, the rental rate at the City’s affordable housing definition is not dissimilar to MLI Select. As illustrated by **Figure 12**, when using a suite mix common in suburban areas, the City’s affordable housing definition is identical to MLI Select. Should a developer only provide MLI Select affordable units for smaller bedroom types (e.g., \$1,100 studios) or pursue smaller units, these results would be different.

Figure 11



Based on these findings, it might be possible to require that developers advancing new rental apartments in greenfield areas provide 10% of units at either MLI Select or the City’s definition. However, this will require that these CMHC programs remain in place, and given that the CoC identified is at the margin of broad viability, any minor shift in cost, rents, or demand could tip the project towards being unviable and/or slowing the pace of development overall.

Figure 12: Rental Rate Variation at 80% MMR Depending on Suite Mix

Suite Mix	80% MMR	DT	Greenfield
Studio	\$702	20%	0%
1B	\$919	40%	30%
2B	\$1,185	40%	65%
3B	\$1,460	0%	5%
<b>Average Rent</b>		<b>\$982</b>	<b>\$1,119</b>
<b>MLI Select Rent</b>		<b>\$1,100</b>	

## Density Bonusing

Density bonusing was also evaluated as a policy tool to offset affordability requirements without direct financial expenditure. Across downtown, corridor, and greenfield locations, the analysis shows that density uplift does not create sufficient value to compensate for affordability obligations under current market conditions (**Figure 13**). Key findings include:

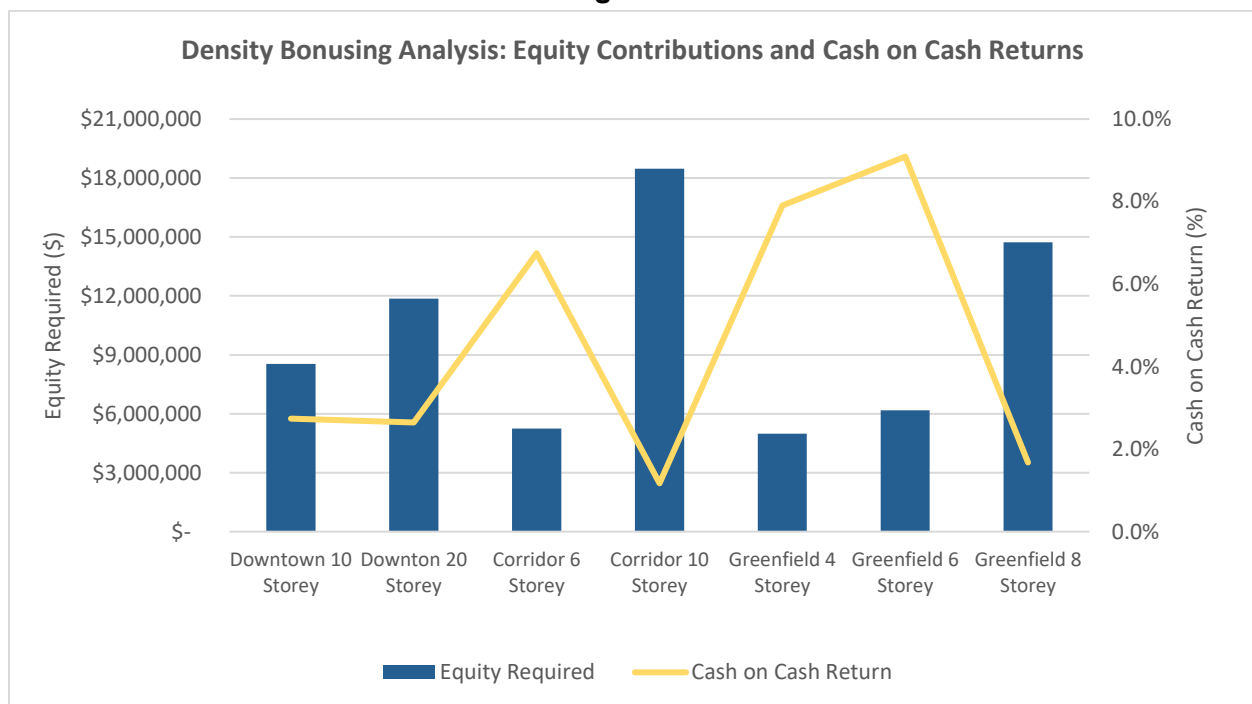
- Increased building height can force a shift from wood-frame to concrete construction, raising per-square-foot construction costs by 25–40%.
- Parking requirements escalate sharply with density, particularly in corridor and greenfield contexts where surface parking dominates baseline developments. Despite reductions for parking on affordable units, at 0.15x per affordable unit, this benefit is not enough to outweigh the costs of building additional parking.
- As identified, the CoC is modestly reduced downtown with additional density, whereas the required equity increases significantly as project costs increase. This relationship is because the project is already concrete and advancing with underground parking, with these added costs marginally worsening project returns.
- In the corridors, moving from 6 to 10 storeys requires higher construction costs due to concrete building materials as well as the requirement for expensive underground or structured parking. As identified in **Figure 13**, this significantly erodes CoC returns.
- In greenfield areas, the analysis illustrates that by moving from four to six stories, CoC returns are improved, assuming parking can still primarily be accommodated at surface-level. However, as density is increased to 8-storeys, necessitating concrete building materials and expensive parking structure, viability erodes significantly.
  - Baseline modelling shows ~85% of parking can be achieved at grade; under increased density, this drops to ~65%, forcing structured solutions that erode development margins.
  - Even with modest density increases (e.g., Greenfield 4 to 6 storeys), the uplift in net developable area does not generate sufficient incremental revenue to offset any requirement for affordable housing. This is because these projects are small, and any incremental value increase is also small.

In these contexts, we conclude that density bonusing is not a broadly effective incentive tool in Winnipeg's current market environment and should not be relied upon as the primary mechanism to generate affordable units. It does not appear that density provides sufficient value to create affordable housing, with value being negatively impacted

depending on the scenario. This was generally confirmed through the stakeholder consultation process, the City’s own experience with upzoning and the bonus density pilot program, as well as the City’s general development patterns and activity.

While we understand that the density bonus policy has resulted in positive outcomes in a very small number of circumstances, its applicability as a broad policy lever does not appear to be effective or appropriate. This is also influenced by the City’s recent upzoning, whereas different results may emerge if the density parameters were adjusted downward (e.g., density bonusing from 2 to 6 storeys in the corridors).

**Figure 13**



### The Role of Tax Increment Financing (TIF) in For-Profit Housing Delivery

Given that mandating affordable housing requirements, as well as relying on density alone, is unlikely to be successful given the above analysis, incentives can be an effective tool to encourage the supply of new affordable housing.

While **Table 15** identifies the order of magnitude financial subsidy needed for projects to advance, the City has requested we also test the impact of a TIF. The City has a long

history of utilizing TIF, most recently in the Affordable Housing Now Program that offsets property taxes by up to 80% and for between 15 and 25 years.

While capital grants will require a substantial budget to fund, a TIF relies on future property taxes as the funding mechanism. The TIF framework modelled in this study reflects an 80% refund of municipal property taxes over a 20-year term (no provincial TIF is modelled). This duration aligns closely with typical CMHC mortgage renewal cycles and creates consistency in the pro forma across the full investment horizon, which also allows lenders to account for the incentive when underwriting the project as it aligns with CMHC’s own affordability programs.

**Table 16** to follow illustrates the CoC returns of a project proceeding with MLI Select financing, 10% of units provided at the City’s affordability definition, and with and without a TIF:

- Across all geographic areas, the introduction of a TIF produces a marked improvement in project economics. Projects in greenfield and corridor settings achieve strong CoC returns well above the 8% hurdle, while downtown projects remain weak.
- A TIF can significantly enhance project economics by lowering annual property tax obligations, thereby strengthening net operating income. This in turn can allow developers to take on more debt, reducing their upfront equity (cash) obligations. This uplift in stabilized cash flow also translates into improved CoC returns, reinforces lender confidence, and increases long-term asset value, particularly for developers pursuing multi-year hold strategies, as is common in Winnipeg.
- A TIF is also an attractive incentive to encourage private developers to pursue affordable housing as it creates a more stable and less risky operating environment. Many developers worry that operating expenses (e.g., property taxes, utilities, etc.) may increase more quickly than affordable rental rates, leading to a declining NOI moving forward. Reduced property taxes reduce/eliminate this risk.

**Table 16**

Metrics	Market Purpose-Built Rental with 10% Affordable Rental (MLI SELECT and CoW Affordability)			
	Downtown A	Downtown B	Corridor	Greenfield
Cash on Cash Return	2.5%	2.4%	6.6%	7.9%
Cash on Cash <b>with TIF</b>	4.0%	3.9%	8.2%	9.3%

It is important to note, however, that the TIF provides meaningful support only at a 10% affordability level. Expanding affordability thresholds, such as requiring 20% or 30% of

units to be affordable, significantly erodes incremental Cash-on-Cash returns, reducing viability to weak and moderate in corridors and greenfield areas, respectively, indicating additional subsidy would be needed beyond a TIF to encourage private sector developers to deliver 20-30% of units as affordable (**Table 17**).

These findings suggest that imposing high affordability thresholds may not always align with the City’s broader financial and development realities; instead, carefully calibrated incentives are essential to balance affordability objectives with sustainable project feasibility.

**Table 17**

Metrics	Market Purpose-Built Rental with 20% Affordable Rental (MLI SELECT and CoW Affordability)			
	Downtown A	Downtown B	Corridor	Greenfield
Cash on Cash Return	1.6%	1.6%	4.3%	5.3%
Cash on Cash <b>with TIF</b>	2.1%	2.1%	5.9%	6.7%

Metrics	Market Purpose-Built Rental with 30% Affordable Rental (MLI SELECT and CoW Affordability)			
	Downtown A	Downtown B	Corridor	Greenfield
Cash on Cash Return	1.1%	1.1%	2.1%	2.7%
Cash on Cash <b>with TIF</b>	1.4%	1.4%	3.5%	4.1%

### The Cumulative Effect of a Combined Municipal and Provincial TIF

As illustrated in **Table 16** and **Table 17**, the introduction of a TIF yields modest improvements in cash-on-cash returns across development scenarios. It is important to note, however, that these outcomes reflect only a municipal property tax waiver, and therefore capture a limited portion of the potential financial benefit available to projects.

When the provincial portion of property taxes is also waived, financial performance improves. As shown in **Table 18**, cash-on-cash returns increase across all market contexts, with 20% affordable set aside rates now producing strong and moderate viability results in Greenfield and Corridor settings.

**Table 18**

Metrics	Market Purpose-Built Rental with 10% Affordable Rental (MLI SELECT and CoW Affordability)			
	Downtown A	Downtown B	Corridor	Greenfield
Cash on Cash Return	2.5%	2.4%	6.6%	7.9%
Cash on Cash <b>with TIF</b>	5.6%	5.5%	9.9%	10.8%

Metrics	Market Purpose-Built Rental with 20% Affordable Rental (MLI SELECT and CoW Affordability)			
	Downtown A	Downtown B	Corridor	Greenfield
Cash on Cash Return	1.6%	1.6%	4.3%	5.3%
Cash on Cash <b>with TIF</b>	3.1%	3.2%	7.6%	8.2%

Metrics	Market Purpose-Built Rental with 30% Affordable Rental (MLI SELECT and CoW Affordability)			
	Downtown A	Downtown B	Corridor	Greenfield
Cash on Cash Return	1.1%	1.1%	2.1%	2.7%
Cash on Cash <b>with TIF</b>	1.8%	1.8%	5.2%	5.6%

### The Impact of a Layered COW TIF and Subsidy on Project Feasibility

The magnitude of TIF’s impact varies by geography, and in many cases, the TIF alone is insufficient to achieve baseline financial returns. Thus, a combination of TIF and targeted subsidies is often required to fully incentivize developers. Assuming the 80% TIF is applied across all geographies, NBLC has calculated the required subsidy necessary to bring projects to an 8% cash-on-cash return. Our results are as follows (**Table 19**):

- **Greenfield Settings:** Baseline feasibility is already strong, with the TIF further enhancing project performance. With a 10% affordability requirement, projects achieve viability without additional subsidy. This demonstrates that TIF can be a strategic tool to secure meaningful affordable housing commitments in growth areas where development economics are most favorable.
  - Given that the TIF drives CoC returns to over 9% with the TIF and a 10% affordable housing commitment, we have calculated that a TIF covering only 25% of property taxes, rather than 80%, would be needed to reach the required hurdle rate.
  - Additional subsidies of between \$17,000 and \$50,000 per unit would be needed to secure 20% and 30% affordable housing, respectively.

- **Corridor Areas:** The TIF secures project viability with a 10% affordability requirement. However, at higher affordability thresholds—20% or 30%—additional subsidies of \$25,000 to \$50,000 per unit are required.
- **Downtown:** This geography faces the greatest feasibility challenges as identified throughout this section. A TIF reduces the subsidy requirement identified in **Table 19**—from approximately \$65,000 per unit to roughly \$48,000 per unit at 10% affordability. Pursuing higher affordability thresholds (20–30%) further increases subsidy needs to \$75,000 per unit or more. These results highlight that while a TIF is necessary to stimulate Downtown rental supply, it is not sufficient alone. It also indicates that additional capital subsidy is required in addition to the TIF to encourage affordable supply.

**Table 19: COW TIF Only + Required Subsidy**

Metrics	Market Purpose-Built Rental with 10% Affordable Rental (MLI SELECT and CoW Affordability)			
	Downtown A	Downtown B	Corridor	Greenfield
Cash on Cash <b>with TIF</b>	4.0%	3.9%	8.2%	9.3%
Total Subsidy Required	\$ 9,500,000	\$ 7,100,000	N/A	N/A
<i>Per Unit</i>	\$ 48,029	\$ 48,725	N/A	N/A
<i>Per Affordable Unit</i>	\$ 480,292	\$ 487,255	N/A	N/A

Metrics	Market Purpose-Built Rental with 20% Affordable Rental (MLI SELECT and CoW Affordability)			
	Downtown A	Downtown B	Corridor	Greenfield
Cash on Cash <b>with TIF</b>	2.1%	2.1%	5.9%	6.7%
Total Subsidy Required	\$ 15,400,000	\$ 11,000,000	\$ 2,450,000	\$ 1,500,000
<i>Per Unit</i>	\$ 77,858	\$ 75,490	\$ 24,288	\$ 17,306
<i>Per Affordable Unit</i>	\$ 389,290	\$ 377,451	\$ 121,439	\$ 86,532

Metrics	Market Purpose-Built Rental with 30% Affordable Rental (MLI SELECT and CoW Affordability)			
	Downtown A	Downtown B	Corridor	Greenfield
Cash on Cash <b>with TIF</b>	1.4%	1.4%	3.5%	4.1%
Total Subsidy Required	\$ 20,700,000	\$ 14,900,000	\$ 5,100,000	\$ 4,400,000
<i>Per Unit</i>	\$ 104,653	\$ 102,255	\$ 50,558	\$ 50,765
<i>Per Affordable Unit</i>	\$ 348,844	\$ 340,850	\$ 168,527	\$ 169,218

## The Impact of a Layered COW + Provincial TIF and Subsidy on Project Feasibility

We note that alignment between the City and Province through a combined TIF framework materially improves project feasibility across all market contexts. When layered together, municipal and provincial TIF programs meaningfully reduce the level of subsidy required to support affordable housing delivery, particularly in greenfield and corridor locations. The results of this analysis are summarized in **Table 20** and discussed below

- **Greenfield Settings:** Baseline financial performance improves under a combined TIF scenario. Projects incorporating 10% and 20% affordable units achieve viability without the need for additional subsidy. At a 30% affordability requirement, a residual subsidy remains necessary; however, the magnitude declines substantially—from approximately \$50,000 per unit under a municipal-only TIF to \$31,000 per unit under the combined program.
- **Corridor Areas:** At a 20% affordability threshold, required subsidies decline sharply, falling from approximately \$25,000 per unit to \$5,000 per unit, approaching feasibility without further intervention. At the 30% affordability level, a subsidy of approximately \$32,000 per unit is still required, though this represents a material improvement relative to the \$50,000 per unit required under a municipal-only TIF framework.
- **Downtown:** Despite improved outcomes, downtown projects continue to face the greatest financial feasibility challenges. A combined TIF reduces subsidy requirements across all affordability thresholds; however, 20% and 30% affordability scenarios remain financially prohibitive without additional supports. At a 10% affordability threshold, the required subsidy declines from approximately \$48,000 per unit to \$30,000 per unit, indicating incremental improvement. Consistent with the municipal-only TIF results, the combined TIF alone is insufficient to catalyze new downtown residential supply.

**Table 20: CoW and Provincial TIF + Required Subsidy**

Metrics	Market Purpose-Built Rental with 10% Affordable Rental (MLI SELECT and CoW Affordability)			
	Downtown A	Downtown B	Corridor	Greenfield
Cash on Cash <b>with TIF</b>	5.6%	5.5%	9.9%	10.8%
Total Subsidy Required	\$ 5,650,000	\$ 4,400,000	N/A	N/A
<i>Per Unit</i>	\$ 28,565	\$ 30,196	N/A	N/A
<i>Per Affordable Unit</i>	\$ 285,648	\$ 301,961	N/A	N/A

Metrics	Market Purpose-Built Rental with 20% Affordable Rental (MLI SELECT and CoW Affordability)			
	Downtown A	Downtown B	Corridor	Greenfield
Cash on Cash <b>with TIF</b>	3.1%	3.2%	7.6%	8.2%
Total Subsidy Required	\$ 11,500,000	\$ 8,300,000	\$ 500,000	N/A
<i>Per Unit</i>	\$ 58,141	\$ 56,961	\$ 4,957	N/A
<i>Per Affordable Unit</i>	\$ 290,703	\$ 284,804	\$ 24,783	N/A

Metrics	Market Purpose-Built Rental with 30% Affordable Rental (MLI SELECT and CoW Affordability)			
	Downtown A	Downtown B	Corridor	Greenfield
Cash on Cash <b>with TIF</b>	1.8%	1.8%	5.2%	5.6%
Total Subsidy Required	\$ 16,900,000	\$ 12,000,000	\$ 3,250,000	\$ 2,700,000
<i>Per Unit</i>	\$ 85,441	\$ 82,353	\$ 32,218	\$ 31,152
<i>Per Affordable Unit</i>	\$ 284,805	\$ 274,510	\$ 107,395	\$ 103,838

### 4.3.2 Non-Profit Groups

Non-profit housing providers play a distinct and critical role within Winnipeg’s housing ecosystem, delivering deeper affordability than is achievable in traditional private-sector development. Like the for profit analysis, non-profit scenarios assume access to the Province’s rental housing incentive, including the \$8,000 per-unit construction incentive and the \$5,000 per-unit affordable housing bonus, as well as a GST rebate for rental housing. This analysis also assumes low-cost financing available through the CMHC Affordable Housing Fund as well as the significant forgivable loan as identified to follow.

To evaluate development feasibility for this sector, NBLC quantifies the equity gap—the difference between the full development cost and the amount of debt and equity realistically available to a non-profit proponent. This equity gap represents the required subsidy to pursue development (from municipal, provincial, and federal sources).

In contrast to the for-profit scenarios—where only a proportion of units were secured as affordable—the non-profit model assumes a 50/50 split between affordable and market units, reflecting the mission-driven mandate and the capacity of many non-profit organizations to deliver mixed-income housing. All affordable units are assumed to be rented at the City of Winnipeg’s definition (80% of Median Market Rent). Market units are modelled at the low-end of market based on NBLC’s survey.

To reflect current federal financing tools, the modelling assumes that each non-profit project receives:

- CMHC Affordable Housing Fund low-cost financing, and
- The maximum forgivable loan of 30% of eligible construction costs under the same program.

### Non-Profits Require Subsidy to Advance Projects

For comparability across projects, the initial analysis maintains the same unit sizes used for the private-sector scenarios. Under this assumption, affordable units mirror the size of market units. This reflects how private developers differentiate their product by geography but does not necessarily reflect non-profit development practice, where building typologies and unit sizes may remain more consistent across contexts and often skew smaller to achieve deeper affordability, depending on the specific project and mandate.

Given that non-profits pursuing strong affordability rely on government subsidy, our findings unsurprisingly indicate that a subsidy is required in all scenarios, despite the significant forgivable loan available through the Affordable Housing Fund. Required subsidies range from approximately \$80,000 per unit in the downtown, \$60,000 per unit in the corridor, and \$70,000 in greenfield scenarios (**Table 21**).

We note that the high subsidy identified for the greenfield location is counterintuitive. This result materializes because the unit sizes are larger in greenfield locations than corridors and the downtown, whereas the per-unit rental rates are the same and capped at 80% MMR. For example, the total MMR in Winnipeg is approximately \$1,032, but the average unit size in greenfields is 950 square feet, compared to 850 and 700 square feet in the corridor and downtown respectively. A non-profit would therefore be providing a larger unit in the greenfield area, at a higher development cost, but charging the same rent, which has a significant impact on subsidy requirements.

While this locational nuance in unit sizes and suite mix is observed in the market based on for-profit development activity, it may not necessarily reflect how a non-profit might act. To better reflect typical non-profit delivery patterns, an alternative scenario was developed using uniform 600 square feet for affordable units across all geographies, while maintaining market-rate unit sizes consistent with location-specific benchmarks. This adjustment isolates the affordability program from market-driven suite mix considerations and is referred to as 'Adjusted Unit Sizing Scenario' in **Table 21**.

Under this refined scenario, subsidy requirements fall significantly and align more closely with expected urban economics:

- Greenfield & Corridor: ~\$30,000 per unit
- Downtown: ~\$60,000 per unit

This variation demonstrates several key findings:

- Apartment unit size is a major cost driver for affordable-housing feasibility and, larger affordable units materially increase subsidy requirements, regardless of geography.
- Smaller projects carry the same 'bulk' fees as larger projects (e.g., consultants, legal fees, application fees, servicing costs, etc.) but can spread these costs across a smaller number of units, thus increasing costs on a per unit basis for smaller greenfield sites.
- Building off the above, with larger affordable housing inclusion at 50%, the market premium found in greenfield areas observed in the for-profit scenario is reduced.

**Table 21**

<b>Subsidy Need Analysis</b>				
<b>Scenario</b>	<b>Downtown A</b>	<b>Downtown B</b>	<b>Corridor</b>	<b>Greenfield</b>
<b>Non-Profit Scenario</b>				
Total Subsidy Required*	\$ 16,700,818	\$ 11,633,699	\$ 6,238,797	\$ 6,276,656
<i>Per Unit</i>	\$ 84,434	\$ 79,839	\$ 61,847	\$ 72,418
<b>Non-Profit Scenario (Adjusted Unit Sizing)</b>				
Total Subsidy Required*	\$ 12,840,035	\$ 8,790,358	\$ 3,762,105	\$ 3,650,592
<i>Per Unit</i>	\$ 59,922	\$ 55,686	\$ 30,865	\$ 32,608
*Subsidy in Non-Profit scenario is equal to the equity required to construct project.				
** All affordable units are based on the City of Winnipeg definition of affordable rental housing.				

## The Role of Tax Increment Financing in Non-Profit Housing Delivery

As with the for-profit scenarios, a TIF tool—modelled as an 80% refund of municipal property taxes for 25-years—substantially closes the equity gap for non-profit developments. However, as identified in **Table 22**, developments will still require a subsidy with the TIF applied:

- With the TIF applied, subsidies are reduced to around \$45,000 per unit downtown, \$40,000 per unit in corridors, and \$42,000 per unit in greenfield areas.
- With affordable unit sizes reduced, subsidies are reduced to \$40,000 per unit downtown, and around \$31,000 per unit in the corridors and greenfield areas.

**Table 22: Subsidy Requirements with Municipal TIF Applied**

Scenario	Downtown A	Downtown B	Corridor	Greenfield
<b>Non-Profit Scenario (With TIF)</b>				
Net Operating Income	\$ 2,204,589	\$ 1,591,400	\$ 1,144,996	\$ 1,082,966
Total Subsidy Required	\$ 8,939,572	\$ 5,919,853	\$ 3,823,143	\$ 3,720,297
<i>Per Unit</i>	\$ 45,196	\$ 40,626	\$ 37,900	\$ 42,923
<b>Non-Profit Scenario (With TIF + Adjusted Unit Size)</b>				
Net Operating Income	\$ 2,330,878	\$ 1,682,892	\$ 1,306,068	\$ 1,299,525
Total Subsidy Required	\$ 8,728,281	\$ 5,758,534	\$ 3,729,525	\$ 3,618,922
<i>Per Unit</i>	\$ 40,733	\$ 36,479	\$ 30,598	\$ 32,325

## The Power of a Combined Provincial and Municipal TIF

Consistent with the analysis undertaken for for-profit development, **Table 23** presents the results of applying a combined municipal and provincial TIF to non-profit housing providers. The results demonstrate that a combined TIF materially strengthens net operating performance, enabling non-profit proponents to support higher levels of debt financing. This, in turn, reduces the capital subsidy required to achieve project viability, particularly when paired with modest unit size optimization. Our results are as follows:

- **Greenfield Settings:** Under the baseline (unadjusted unit size) scenario, the combined TIF delivers outcomes broadly comparable to the municipal-only TIF. This reflects the relatively small project scale in greenfield contexts, which limits the benefit of incremental operating income on borrowing capacity. However, when unit sizes are adjusted, the impact of the combined TIF becomes more pronounced, with required subsidies declining from approximately \$32,000 per unit to \$18,000 per unit.

- **Corridor Areas:** Similar dynamics are observed in corridor locations. In the baseline scenario, the modest scale of development constrains the extent to which increased net operating income can translate into additional debt. However, when unit sizes are adjusted the combined TIF produces a meaningful shift in feasibility, reducing the outstanding subsidy requirement from \$31,000 per unit to \$13,000 per unit. This suggests that corridor projects can approach financial viability with relatively modest additional support when policy tools are aligned.
- **Downtown:** Downtown sites remain the most challenging context for non-profit development due to noted constraints related to land assembly, site design complexity, and construction costs. Notwithstanding these challenges, the combined TIF delivers its most significant relative benefit in this setting.

**Table 23: Subsidy Requirements with Municipal + Provincial TIF Applied**

Scenario	Downtown A	Downtown B	Corridor	Greenfield
<b>Non-Profit Scenario (With TIF)</b>				
Net Operating Income	\$ 2,407,172	\$ 1,740,641	\$ 1,248,311	\$ 1,171,737
Total Subsidy Required	\$ 5,034,123	\$ 3,946,826	\$ 3,300,048	\$ 3,635,259
<i>Per Unit</i>	\$ 25,451	\$ 27,086	\$ 32,715	\$ 41,942
<b>Non-Profit Scenario (With TIF + Adjusted Unit Size)</b>				
Net Operating Income	\$ 2,550,343	\$ 1,844,569	\$ 1,430,907	\$ 1,414,187
Total Subsidy Required	\$ 4,270,644	\$ 2,830,803	\$ 1,606,979	\$ 2,000,000
<i>Per Unit</i>	\$ 19,930	\$ 17,933	\$ 13,184	\$ 17,865
<i>*Total repayable loan increases from 65% to 75% of LTC due to improvements in net operating income.</i>				

## Non-Profit Subsidies

It is important to identify that the subsidies identified above assume financing through the Affordable Housing Fund in addition to the forgivable loan covering around 30% of project costs. Should the forgivable loan not be secured, subsidy amounts would significantly increase from \$100,000 per unit in the downtown to an average of \$180,000 per unit (**Table 24**). Subsidies in corridors and Greenfields would increase from around \$40,000 per unit to \$120,000 per unit.

This will also be the case even if projects secure other financing programs through CMHC, such as the Apartment Construction Loan Program or MLI Select, as neither program offers forgivable loans or other subsidies beyond the low-cost financing.

**Table 24: Subsidy Requirements with TIF Applied, No Access to CMHC AHF Forgivable Loan**

Scenario	Downtown A	Downtown B	Corridor	Greenfield
<b>Non-Profit Scenario (Adjusted Unit Size Without TIF)</b>				
Net Operating Income	\$ 2,130,313	\$ 1,535,137	\$ 1,191,980	\$ 1,194,737
Total Subsidy Required	\$ 36,710,588	\$ 26,181,763	\$ 12,689,768	\$ 12,773,503
<i>Per Unit</i>	\$ 185,598	\$ 179,679	\$ 125,798	\$ 147,376
<b>Non-Profit Scenario (With TIF + Adjusted Unit Size)</b>				
Net Operating Income	\$ 2,555,357	\$ 1,848,263	\$ 1,433,759	\$ 1,416,807
Total Subsidy Required	\$ 25,703,433	\$ 17,910,729	\$ 5,018,539	\$ 4,995,402
<i>Per Unit</i>	\$ 119,953	\$ 113,462	\$ 41,173	\$ 44,621
<i>*Assumes other federal funding at a maximum of 95% loan to cost, subject to debt service coverage.</i>				

#### 4.4 Implications of Key Financial Findings

In simple terms, the financial analysis demonstrates that the viability of market-rate rental development is modest in the City of Winnipeg, which is being impacted by elevated costs and reduced immigration targets. Within this environment, projects have become increasingly reliant on CMHC low-cost financing products to secure viability, despite these programs (i.e., MLI Select) requiring 10% affordable housing. Depending on how the developer ultimately satisfies the MLI Select affordability requirements and the overall suite mix and unit sizes in the building, the affordability secured could be close to the City’s affordable housing definition of 80% MMR.

Even with MLI Select secured, development within the downtown display significant viability challenges with subsidies needed to advance market-rate projects, whereas development along the City’s corridors experience moderate viability where projects may advance in some circumstances but not in others (i.e., broad and robust viability is not observed). Rental projects in greenfield areas however do show stronger signs of viability due to their smaller size, cost effectiveness (e.g., surface parking, wood-frame construction) and strong market demand. However, it is important to identify that these greenfield locations only perform well if low-cost financing is secured, and the return identified is on the edge of what is considered ‘strong’ viability.

Given the above, mandating affordable housing in private sector development does not appear to be an appropriate solution in Winnipeg’s market context. It also does not appear that increasing density provides sufficient value to create affordable housing, with value being negatively impacted in several situations, which is also a function of the City’s recent upzoning exercises where sufficient density has already been provided in many cases.

These findings therefore indicate that financial incentives are likely the best tool, at the current time, to encourage meaningful affordable housing outcomes by the private sector. Non-profits will also require subsidy to advance their projects, even with the substantial incentives assumed in our analysis related to Affordable Housing Fund financing and grants.

Overall, it appears that a municipal TIF is effective in possibly securing 10% affordability in greenfield and corridor settings by the private sector, with additional subsidy being needed beyond this threshold. For non-profits, a TIF is effective in closing the equity gap for projects to advance, however additional subsidies are still required depending on the location and project. It is important to note that this subsidy can come from all levels of government, and not solely the City of Winnipeg.

Building off the above, stacking a municipal and provincial TIF materially improves outcomes for both the for-profit and non-profit scenarios. In some cases, this would allow the City to secure higher affordable inclusion rates of up to 20%, while also reducing the required subsidy amounts where the TIF falls short of fully achieving viability.

## 5.0 Case Studies of Other Programs, Policies, and Strategies Deployed in Other Jurisdictions

There are multiple tools and policies that could be utilized to better encourage the delivery of affordable housing, many of which the City of Winnipeg already has experience with. Through consultation, we have identified the following core categories, which will be explored alongside case studies of their application in other jurisdictions across Canada:

- Incentive Programs
- Inclusionary Zoning
- Other Extraction Policies
- Public Land Programs
- Approval Streamlining and Acceleration
- Dedicated Housing Staff and Resources / Affordable Housing Office

While this section highlights some of the case studies assessed through this assignment (**bolded** for reference where a case specific case study is identified), a more fulsome summary table is provided in **Appendix E** of this report. This section also focuses exclusively on tools offered by municipalities, as opposed to senior levels of government.

It is also important to identify that while best practices and case studies are informative, the actual programs and policies implemented will need to be context specific and reflective of the market and development economics of a community. What may work in Saskatoon or Toronto may not work or be appropriate in the Winnipeg context. This analysis therefore focuses on markets similar to Winnipeg, though some case studies are taken from larger communities where necessary.

### 5.1 Incentive Programs

Financial incentives are the most common approach taken by municipalities to encourage the development of new affordable housing. Municipalities across Canada have long used incentives to encourage a wide range of housing outcomes, including affordable housing. The types of incentives offered range considerably, with the most common incentive types including property tax offsets (commonly referred to as TIG, TIEG, and TIF depending on the context), capital grants, reductions or exemptions from municipal fees and charges, and even low-cost financing.

It is also important to note that incentive programs have become more prevalent in recent years due to municipalities receiving significant funding through the Housing Accelerator

Fund ('HAF'), with a specific focus on capital grants. Given that this funding is temporary, and this assignment is meant to provide recommendations in a post-HAF environment, these HAF funded programs have been given less emphasis in the discussion to follow.

### **5.1.1 How do Incentives Influence Developer and Non-Profit Decision Making**

It is important to identify that financial incentives do not create or influence demand. If there is no demand for an outcome, a financial incentive will have little impact in encouraging investment.

Financial incentives are only effective when demand for a specific outcome is strong, but the financial performance of the project is below a developer's profit expectation or for a non-profit, there is a lack of available funding to cover their development costs. In the case of incentivizing affordable housing, there is very strong demand evidenced by low-vacancy, long wait list for community housing, and eroding affordability as identified in Section 2 of this report. Therefore, as observed broadly across the Country, developers and non-profits are not advancing affordable housing at greater scale because they require subsidy to deliver it within their mandate and business planning. These are the conditions where incentives can play an effective role.

Ultimately, incentive programs are voluntary with no mechanism available that forces developers to participate and develop new housing. For affordable housing in particular, if the incentive package is not rightsized to the program requirements and local market, it will not be successful. The incentive offered must therefore be sufficient or developers do not apply, or worse, they apply and tie up limited funding with the project never actually materializing.

Incentive programs targeting affordable housing are most impactful when they are available over the long term with predictable annual funding amounts. For instance, the **City of Toronto's Open Door Incentive Program** and **Saskatoon's Affordable Housing Incentive Program** has secured larger and better outcomes over time since these programs were first introduced over ten years ago. This is because developers and non-profits have had time to understand the program and begin formulating business plans, securing other sources of funding, and advancing development applications. When developers and non-profits know a program will be around over the long-term with predictable annual funding amounts, they can better plan for and account for these programs when making decisions.

Programs that are pilots, have unpredictable funding, or activate/deactivate sporadically face challenges.

### 5.1.2 Common Incentive Types

There are a wide variety of incentives that can be offered through an incentive program to encourage affordable housing. Generally, these incentives can be broken into several categories based on their structure and impact on municipal finance:

#### Property Taxes

From a municipal finance perspective, property tax incentives are often viewed favourably because property taxes are paid by the developer and then refunded by the municipality through a grant over a period of time. Some municipalities may also rationalize this incentive through the understanding that the increase in property tax would not have occurred without the incentive provided. Notwithstanding this, new development drives the need for municipal services that are normally funded through the property tax, which extends this burden to the property tax base at large for the duration of the grant.

Typically, property tax incentives cover fully or partially the increase in property tax generated by a redevelopment over a defined time limit. This is often referred to as a Tax Increment Equivalent Grant (TIEG), Tax Increment Grant (TIG), and Tax Increment Financing (TIF – terminology used in Winnipeg / Manitoba).

- **Example:** A gas station was paying a property tax of \$10,000 per year and was redeveloped with a rental building that is now required to pay \$100,000 per year. The \$90,000 increase in property tax is fully or partially offset for a period of time.

It is identified through our case study review that TIFs are by far one of the most common incentives offered to encourage affordable housing but are also typically offered alongside other additional grants as part of a larger package. Municipalities have also structured their TIFs differently, depending on the market context, affordability being pursued, and other incentives being offered:

- Historically, most TIF's were ten years in length and reduced by an equal amount each year until the grant expired (e.g., Year 1: 100% property tax offset, Year 2: 90% offset, declining by 10% each year and expiring after year 10).
- Recognizing that a TIF in isolation is often not sufficient to drive viable affordable housing development, many communities have moved away from the 10-year declining structure. For example:
  - A recent program implemented by **Niagara Region** (2025) offers a TIF covering 80% of the increase in property tax for the length of affordability agreed to, which is often 25-years. This is in addition to waivers from development charges and a capital grant.

- The City of **Peterborough** offers a 100% reduction in property taxes for 10-years for rental units at 100% MMR, and a full property tax exemption for non-profit housing for the length of affordability provided. This in addition to other grants.
- The City of **Edmonton** offers 100% reduction in property tax for non-profit groups for the length of affordability. The City of **Calgary** is currently considering a similar approach.
- **Halifax** also offers a 100% property tax reduction for non-profit developments, which must be renewed on an annual basis and subject to criteria being met.
- The City of **Ottawa** takes a slightly different approach, offering a grant of between \$6,000 and \$8,000 per affordable unit for a period of 20-years, so long as the grant amount does not exceed 50% of the incremental increase in property taxes. This was done to ensure cost certainty for the municipality, whereas grants tied to incremental property taxes can fluctuate project to project and year to year.
- The City of **Toronto** is currently completely exempting property tax payments for approved affordable housing developments, in addition to property tax reductions for market rental within a mixed-income development. This is in addition to significant grants and fee/charge waivers.
- Across Ontario, some municipalities are implementing a property tax class discount for groups pursuing affordable housing of up to 35%, which would not require the issuance of grants or a formal incentive program, but rather be incorporated right into the mill rates. This was recently permitted by the provincial government through the 2025 budget.

As identified in the previous section of this report, TIF's work by reducing a rental project's operating expenses. This allows non-profits and for-profit developers to borrow more money, reducing equity requirements, and also offsetting any risk of operating expenses increasing quicker than rents. While they are rarely, if ever, sufficient on their own to drive viable affordable housing, they can play an important role in improving viability, are attractive from a municipal finance perspective relative to capital grants, and are viewed positively by developer stakeholders, as evidenced through our stakeholder consultations and the prevalence of TIF's across the Country.

A criticism of a shorter term TIF was that lenders, including CMHC, often do not account for them when underwriting projects, particularly when the length of affordability extends beyond the length of the TIF. Most programs are now matching the TIF to CMHC affordability periods (e.g., 25-years) to avoid this issue, with some programs matching

the TIF to the length of affordability agreed to, which for non-profits could be 50-years or longer. This is important, if a municipality is considering adjusting a TIF to be larger or smaller for different areas of the City or for different depths of affordability, it is likely better to adjust the proportion of property taxes being offset rather than the length of the TIF.

## Grants

The city can offer a grant that is not tied to any specific charge or fee that a developer encounters when developing real estate. This could involve a per project or per unit grant (e.g., \$50,000 per unit).

Alternatively, the city can offer grants that are specifically tied to a development related fee or charge, such as application fees, building permit fees, or other charges. In markets within **Ontario** and **British Columbia**, it is common for municipalities to offset major charges like development charges, parkland fees, and development cost levies, which can be significant and in excess of \$100,000 per unit.

In Winnipeg, these high development related municipal charges do not currently exist, however the City has offered grants to offset site specific servicing costs through their HAF related programs. As such, any grant in Winnipeg will likely need to offset application and building permit fees, or simply be a per unit or per project capital grant.

As evidenced in other programs, as well as the City of Winnipeg's recent experience with their HAF funding, the combination of a TIF with capital funding and low-cost financing from CMHC works best to advance projects, with each incentive type tackling a distinct part of the proforma: Capital (reducing development costs); TIG (reducing operating costs); and financing.

Like a TIF, there is no shortage of approaches to offering grants, but rather a municipality must ensure the full funding package being offered aligns with the economics of delivering the outcome sought. These capital grant programs have also become more popular over the past year and are largely funded through the HAF.

Capital grants differ from a TIF however in that a municipality must develop a budget every year and allocate funding, typically from the property tax base. This can create pressures on municipal finance, making these programs difficult to fund predictably over the long-term.

## Loans

Loans can also be offered to assist with the creation of new housing developments. For loans to have a meaningful impact, they must be offered with more favourable conditions than what a borrower could receive in the private market or CMHC. Examples include:

- **Reduced Interest Rate:** Offer a loan at an interest rate below what is offered through major lenders.
- **Interest Free:** Offer a loan with no interest payments.
- **Forgivable:** Offer a loan that is forgivable if certain conditions are met.
- While loans can be an effective source of funding in some circumstances, they are not typically used to encourage new residential development for a variety of factors:
  - Depending on project size, a construction loan for a high-rise project will be significant (e.g., \$20M - \$120M).
  - There are already programs offered through CMHC, Build Canada Homes, and other sources that provide low-cost loans to residential builders seeking to construct affordable and rental housing.
  - Municipalities have limited debt capacity, making senior levels of government better suited to financing new development.

Notwithstanding the above, some non-profit stakeholders did indicate that some of their projects encountered cost overruns that could have been aided by a small low-cost loan during construction, rather than them having to source additional capital. This could be considered in the creation of a new program and has been done in **Quebec City**, **Toronto**, and other locations.

## Land

Offering land at below market value, and potentially at no cost, can be a highly effective incentive to encourage targeted outcomes such as affordable housing. This will be assessed separately to follow.

### 5.1.3 Incentive Stacking

In general, municipal incentive programs are rarely enough on their own to result in viable affordable housing projects, even for programs like Toronto where subsidies in excess of \$300,000 per unit are offered. Rather, proponents must stack funding with other incentives available through provincial programs and CMHC financing.

Reviewing programs created with HAF, most communities have understood this well and have designed their programs to align with CMHC financing as best as possible, including

the City of Winnipeg's incentive offerings. Given that CMHC financing is critical to projects advancing, there should be as little friction as possible when designing a municipal incentive program.

If possible, a 'one-window' service where provincial and municipal incentives can be offered together would be highly beneficial, as identified in our stakeholder consultation. This has been done in **Ontario** where provincial capital dollars for new non-profit housing is provided to municipalities to allocate through a competitive process with stacked municipal funding.

#### **5.1.4 Timing of Incentives**

Grants and loans are almost always provided once a building permit has been pulled. There are several factors as to why this is the case:

- The incentive is provided only when the developer intends to build the project, thereby reducing capital and financing costs at the outset of construction.
- It limits the municipality's exposure to granting funding and the project not advancing for many years, or at all.
- All approvals are in place, the characteristics of the projects are known, and financing as well as other incentives and funding have also been secured.

In some situations, incentives are provided sooner than building permit. For example, grants offsetting planning application fees are often provided at the time of their payment, which can be much earlier than building permit issuance. On the other hand, incentives covering property taxes would not be provided until the building is constructed and occupied, which can be several years after building permit issuance. Some incentive programs may also offer grants covering the costs of due diligence and studies, which would also occur well before building permit.

It is also important to note that some developers, and particularly non-profits, identify the need for funding well in advance of purchasing land and submitting development applications. This is commonly referred to as 'seed funding', which can be helpful in allowing these groups to investigate opportunities and pay for initial due diligence work.

The development of an initial project vision, concept plan, and business plan can take upwards of three years and require significant investment typically ranging between \$250,000 and \$1.0M depending on the project and due diligence required. These costs are often self-funded or supported through limited grants from governments or philanthropic foundations (e.g., **CMHC Seed Funding**). In some cases, municipalities

and provincial governments offer early-stage planning or pre-development funding programs to support non-profit and affordable housing development; however, these programs are typically competitive, limited in scale, and subject to strict eligibility requirements. Many grant programs require applicants to demonstrate site control, preliminary financial pro formas, or confirmed funding sources, which can be challenging for organizations at the earliest stages of project development. As a result, many non-profit groups are effectively excluded from accessing these funding opportunities and may be unable to advance project visioning due to internal budget constraints.

While there is a demonstrated need for seed funding at the preliminary stage of development, this phase also carries a higher degree of risk, as not all early-stage projects ultimately proceed to construction or result in new housing delivery. As such, providing this type of funding will be dependant on municipal resources and objectives.

### **5.1.5 Targeted Tenure**

Most housing incentive programs in Canada target affordable rental housing rather than ownership, which aligns with the direction of CMHC financing programs that are overwhelmingly designed to incent affordable rental housing. While Winnipeg can continue to support non-profit affordable ownership groups like Habitat for Humanity, affordable rental housing is by far the more pressing need as identified by the City's Housing Needs Assessment and NBLC's analysis found in Section 2 of this report.

Despite there being many gaps in the housing spectrum, it is challenging for a municipality to find a sufficient budget to incentivize a wide range of outcomes, with most communities electing to target rental and below-market rental housing.

### **5.1.6 Affordability Depth and Developer Type**

As identified in **Appendix E**, municipalities across Canada are targeting a wide range affordability depths and lengths, with some being municipal definitions derived from housing needs assessments, some aligning with provincial definitions, and others aligning with CMHC financing programs. Some municipalities have created multiple definitions (e.g., deep-affordable, affordable, attainable).

The ultimate affordability depth selected should align with municipal needs, with Winnipeg's definition of 80% MMR and below generally aligning with the greatest need in the city as determined in Section 2 of this report. Minimum affordability lengths generally align with CMHC program requirements of 25-years, with some municipalities such as **Toronto** and **Vancouver** requiring 99-years of affordability. Targeting non-profit groups

will naturally secure long-term affordability, even if the minimum affordability length is only 25-years.

Finally, some municipalities target non-profits exclusively, whereas other programs are open to either non-profit or for-profit groups. Some municipalities elect to target both non-profits and for-profits because there is a lack of sophisticated non-profits capable of developing new housing, however this is not the case in Winnipeg as evidence by new development advanced by these groups over the past five years. While some municipalities, such as **Mississauga** and **Hamilton**, allow both for-profit and non-profit groups to apply, non-profits are heavily favoured in the competitive allocation of funding. This favourable scoring is either explicit (e.g., non-profits get more points) or implicit (e.g., more points for deep and long affordability that is more likely to be advanced by a non-profit). Other programs such as **Toronto** have developed discrete streams of funding for both non-profits and for-profits.

### **5.1.7 Geographic Extent**

Almost all the incentive programs evaluated apply to the entire municipality. This is a key best practice, as affordable housing is a broad need and should therefore apply to a broad area. Implementing arbitrary geographic restrictions can result in a project that would otherwise be supported, not being eligible for incentives because they are outside of the incentive area.

Some programs apply to the entire municipality but have 'scored' criteria that allow the municipality to prioritize how funding is allocated. Some scored criteria are related to location, such as points being awarded if a project is located in a strategic growth area, near services and retail, downtown, etc. Other programs, including the City of **Winnipeg's** recent HAF program, applies City-wide, with higher incentives available for certain locations such as the downtown.

Affordable housing incentive programs therefore can achieve several interrelated objectives – such as affordable housing, enhanced environment efficiency, downtown renewal, etc. – but must be adequately funded to achieve these objectives. If budget is limited, narrowing the outcomes under investigation is appropriate.

### **5.1.8 Program Design Considerations**

Different programs take different approaches to offering incentives, with programs generally sorted into the following categories:

#### **Fixed Incentive Package**

The most common approach to incentive programming is where a municipality establishes firm eligibility criteria, with a defined and fixed-package of incentives offered to projects that meet the established criteria. For example:

- The City of **Mississauga** offers funding of \$130,000 per unit rented at or below 100% of Average Market Rent (AMR) and \$60,000 per unit rented at or below 125% of AMR.
- This is also similar to both **Winnipeg**'s recent Affordable Housing Now TIF and HAF Capital Grant Incentives.

Often, funding through these types of programs is offered on a first-come first-serve basis, however increasingly municipalities are creating scoring criteria to allocate funding on a competitive basis. In the latter case, programs will typically open for a window of time where projects are received, reviewed for completeness, scored, with funding then allocated to the best performing projects. Scoring criteria ensures that limited municipal funding is allocated in a strategic manner that best aligns with municipal objectives, which is particularly important if the request for funding in a given year is likely to exceed available funding.

Scoring criteria can include any number of factors including: depth and length of affordability, developer type (e.g., non-profit vs for-profit), location in City, locational attributes (e.g., access to retail, services, transit), approval status and construction timeline, other funding and financing sources secured, unit size characteristics (e.g., family size units) and others. Including scored criteria in this way also allows a municipality to establish broader eligibility criteria, thereby casting a wider net in terms of eligible projects, with the scored criteria then determining the best projects to award funding to.

These programs are common for several reasons:

- They provide certainty to developers regarding the eligibility criteria and incentive they can receive. In other words, there is no ambiguity regarding the incentive and amount being offered.
- There is little administrative burden to municipal staff in running the programs, particularly for programs that are offered on a first-come first-serve basis.
- As assessed to follow, these programs don't typically require that staff have financial and market expertise or negotiate with developers.
- However, these programs also do not offer flexibility. For projects that may require additional funding to advance, there is no avenue for the municipality to offer these funds, even if the project is supported. As identified by non-profit stakeholders – 'the

first and last million are always the most challenging for affordable housing developments' and both certainty and flexibility is desired.

### Competitive Capital Funding

Other programs, such as **Peel** and **Durham Region**, take a different approach from many typical incentive programs in that they set broad eligibility criteria and offer a pool of capital funding through a competitive RFP process on an annual basis.

- **Peel** offers between \$10M and \$13M through a three-month application window each year, with eligibility criteria restricted to projects being rental tenure, affordable rents set to 135% AMR, a minimum of 5 units, and a minimum of 50% and 35% two and three-bedroom units, respectively. The program is therefore seeking moderately affordable rental housing, can be provided by either for-profit or non-profit groups, and can include mixed-income buildings (funding is only provided for the affordable units).
  - Peel then asks that applicants apply and justify the level of incentive they require through the submission of proformas and other financial information (i.e., there is no fixed per unit amount). Peel also establishes evaluation criteria as illustrated in **Figure 14** and awards funding each year to the most competitive project that best aligns with the Region's goals and objectives, which favours depth and length of affordability, the amount of subsidy requested, and other factors. Most developments approved through this program have been non-profit projects.
- **Durham's** program functions similarly but is targeting a lower depth of affordability at 100% AMR. This program has also predominantly funded non-profit housing.
- Funding offered through **BC Housing** is structured in a similar way.

This structure provides more flexibility to applicants and allows groups to request the funding they require. In the other programs identified above, a fixed package of incentive is offered with no flexibility to offer more or less depending on the characteristics of the project. If the incentive package is insufficient, projects will not advance. Peel and Durham's structure also allows the program to evolve with shifting market conditions such as rapidly rising construction costs and interest rates as it allows groups the opportunity to request more funding if supported by their proforma analysis.

**Figure 14: Peel Region Incentive Program Evaluation Criteria**

Evaluation category	Evaluation criteria	Score
<b>a) Planning approvals</b> Note: Points in this category do not stack - points are awarded based on most recent status/ planning approval received.	Pre application consultation meeting held	0
	Official Plan/zoning submitted (complete application)	4
	Official Plan/zoning approved/in effect	8
	Site Plan submitted (complete application)	12
	Site Plan approved	16
	Full building permit issued	20
<b>Max score</b>		<b>20</b>
<b>b) Average depth of affordability for Affordable Units (units receiving Incentives)</b> Note: Points in this category do not stack - points are awarded based on specific MMR of Affordable Units.	135% of MMR by local municipality	0
	125–134% of MMR by local municipality	2
	115–124% of MMR by local municipality	4
	105–114% of MMR by local municipality	6
	95–104% of MMR by local municipality	8
	Below 95% of MMR by local municipality	10
<b>Max score</b>		<b>10</b>
<b>c) Location criteria</b> Note: One point is awarded per amenity type - e.g. if there are two grocery stores within 800m, one point is awarded. Euclidian buffer will be used to determine proximity. For planned amenities see section 5.11 for required documentation.	Existing or planned Regional or local municipal strategic growth area	1
	Within 800m of existing or planned frequent bus (15 minute or better service during rush hour) or higher order transit	1
	Within 800m of an existing or planned year-round fresh food market	1
	Within 800m of an existing or planned park	1
	Within 800m of an existing or planned school	1
	Within 800m of an existing or planned health centre	1
	Within 800m of an existing or planned recreation centre/library	1
	Within 800m of an existing or planned early years or child care centre	1
<b>Max score</b>		<b>8</b>
<b>d) Length of time that Affordable Units will be maintained as affordable</b> Note: Points in this category do not stack - points are awarded based on specific duration of affordability.	25 years	0
	26–30 years	2
	31–40 years	4
	41+ years	6
	<b>Max score</b>	<b>6</b>
<b>e) Accessible units</b>	Baseline building code requirements (Ontario Building Code)	0
	10%+ of the Affordable Units are barrier-free in accordance with CSA B651: Accessible design for the built environment (above Ontario Building Code requirements)	3
	<b>Max score</b>	<b>3</b>
<b>Summary of Evaluation Criteria</b>		
Evaluation category	Evaluation criteria	Score
<b>f) Energy &amp; environmental performance</b>	Building energy performance (energy efficiency) meets the Ontario Building Code requirements	0
	Building energy performance (energy efficiency) exceeds the Ontario Building Code requirements by 15% or greater	3
	<b>Max score</b>	<b>3</b>
<b>g) Applicant qualifications and project readiness</b>	The following will be considered: • Organization qualifications and experience • Project details and state of readiness	20
	<b>Max score</b>	<b>20</b>
<b>h) Financial proposal</b>	The following will be considered: • Justification of incentive amount • Net present value of rent difference (between market and affordable rents) and incentive requested • Project Information Spreadsheet • Financial plan	30
	<b>Max score</b>	<b>30</b>
<b>Total score</b>		<b>100</b>

However, this structure also requires that the Region have staff knowledgeable in proforma analysis as well as the need to negotiate with developers. While developers appreciate the added flexibility and ability to submit specific funding requests, we have also heard from groups that this approach provides little certainty regarding the funding amount they might receive, which makes planning and predictability challenging.

### Hybrid Program

Recognizing the benefits and drawbacks of each approach, many municipalities are now advancing a hybrid approach that offers both a fixed incentive package in addition to a pool of capital where groups exceeding the base eligibility criteria can request and justify additional subsidy. **Toronto’s** Open Door program as well as programs in **Niagara Region** and **Richmond Hill** are examples of this.

For example, in **Niagara Region**, units rented at or below 100% AMR can receive a TIF covering 80% of incremental property taxes for the length of affordability, exemption from development charges, and a \$15,000 per unit grant. An additional annual amount of \$2.5M is also available for groups who can justify through proforma modelling that additional funding is required. Fewer incentives are then offered for attainable and market rental housing, as illustrated in **Figure 15**. All funding through this program is subject to eligibility criteria as well as scored criteria, with funding being allocated the best performing projects.

**Figure 15: Incentive Offering in Niagara Region Rental Housing Incentive Program**

Incentive	Affordable (100% AMR and below)	Attainable (101%-125% AMR)	Market (126% to 170% AMR)	Gross Budget
<b>TIG up to 80%</b> (\$10 million cap/yr)	Yes	Yes	Yes	\$10M
<b>RDC Exemption</b>	<b>Mandatory per Section 4.1 of DCA</b>	Yes (cap of 50 units/yr)		\$\$.5M-\$.1.2M
<b>\$15,000 per-door grant</b> (\$750,000 cap/yr)	Yes			\$.75M
<b>\$2.5 million competitive capital funding</b>	Yes			\$2.5M
<b>Program Support Costs</b>				\$.1M
<b>Total</b>				<b>\$13.9 - \$14.6M</b>

## 5.2 Inclusionary Zoning

Inclusionary Zoning ('IZ') is a policy tool that allows municipalities to require affordable housing within new development. While IZ has the potential to introduce a new supply of affordable housing units through mixed-income development led by the private sector, it can also have a negative impact on the financial feasibility of developing new housing. For IZ to be successful, there needs to be proper alignment of planning tools, market demand, and economic forces. Where IZ is not properly aligned with market economics, it will most likely have the effect of slowing market rate development, which will increase affordability pressures more broadly across the community – having the opposite effect of its intent.

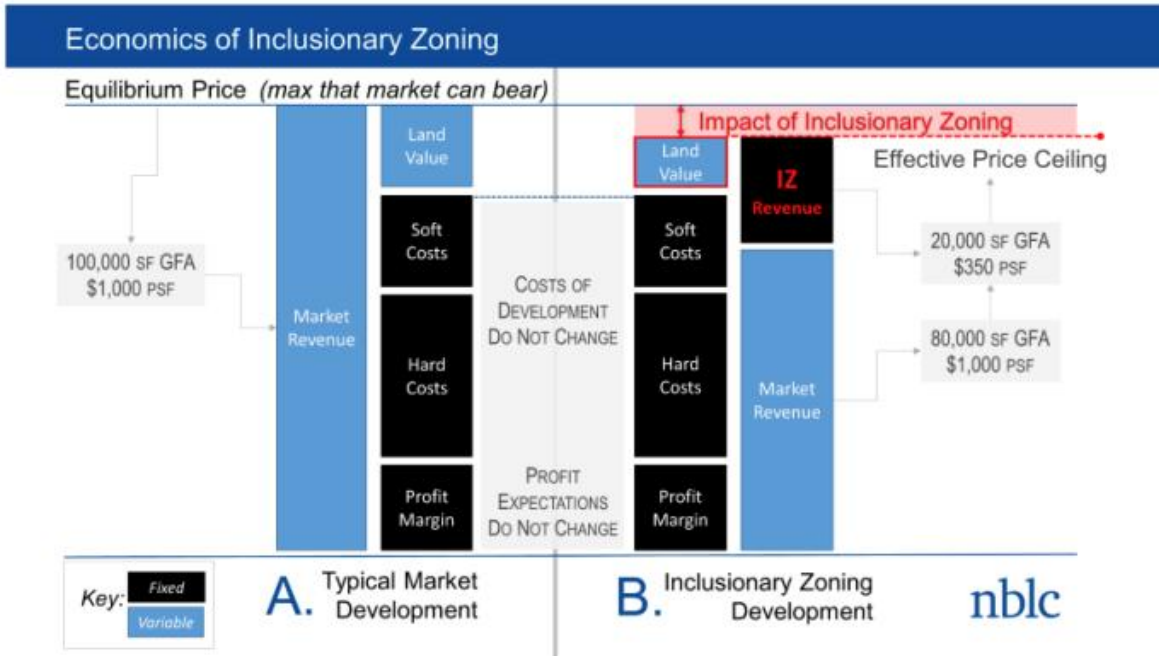
While some developers argue that IZ will require they increase market pricing, this ignores the fact that developers already charge the maximum rent the market will bear. If developers could charge more for housing, they would and often will increase pricing as the market allows. Rather, an IZ policy reduces project revenues, which has the following impacts as illustrated by **Figure 16**:

- IZ reduces project revenues, whereas costs remain unchanged. The developer's profit margin also does not change, as these groups require an adequate profit or they will not build. This therefore reduces the developer's budget to acquire land, which will result in the project being unviable if the value of the site as an apartment falls below the market value of other competing uses or a landowners expectation.
- If the developer already owns the land, the impact of IZ will directly impact the profit margin. If the profit margin is reduced below the developer's hurdle rate, the project becomes unviable.
- In very strong markets, development may be able to withstand an IZ policy and maintain project viability, however in most situations financial or non-financial (e.g., density) offsets are required.

Where viability is not maintained, the impact of IZ results in the project becoming unviable. This becomes a worse outcome than the developer simply raising the rents of other units in the project, because it results in the building not advancing at all, with no market or affordable units being created. Should market supply slow, but demand continue, affordability and availability will erode broadly across a community.

There are several approaches to implementing IZ, which are explored to follow.

Figure 16: Economics of Inclusionary Zoning



5.2.1 Mandatory IZ

A mandatory IZ policy requires that a development provide a % of units as affordable housing as a condition of receiving a building permit. This requirement can include offsets or not, at the discretion of the municipality and findings of an economic analysis.

Mandatory IZ Without Offsets

This approach requires affordable housing be provided in every development without any financial or non-financial offset. It is a blunt policy application that is highly likely to result in negative market externalities as it relies on immense market strength, high land values, and high home prices to adequately offset the affordable housing requirement.

In 2021, both **Toronto** and **Mississauga** in Ontario advanced an IZ policy without offsets, where 5% of housing was required to be affordable, rising to 10% or more over time. These were two of the highest value markets in North America, where development projects were large and supported by high and rising land values. However, as the market began to soften heading into 2022, the Province of Ontario required that any IZ policy be capped at 5% of a project and that municipal fees be waived (i.e., development charges, community benefit charges, and parkland fees) for all affordable units.

**Montreal** also implemented an IZ policy. The “20-20-20” by-law — officially the Règlement pour une métropole mixte — that required major residential developments to contribute to mixed-income housing by providing a mix of social housing (20%), affordable housing (20%), and family-sized units (20%). However, since its introduction in 2020, the policy achieved very few affordable units, with independent analysis showing the policy slowed and discouraged investment that might have otherwise occurred. The policy has since been relaxed, with debate over its future currently ongoing.

The findings of our proforma analysis in Section 4 of this report indicates that Winnipeg’s market is unlikely to support a mandatory IZ policy without offsets. This is not surprising and also illustrates the lack of these types of policies across Canada, including in the highest value market areas.

### **Mandatory IZ With Offsets**

This approach requires affordable housing be provided but offers financial and non-financial incentive to offset the impact. **Toronto** and **Mississauga’s** IZ policies referenced above now fall under this category after provincial intervention, with these being the only IZ policies currently active in Ontario.

Many other Ontario municipalities have considered an IZ policy since the legislation was enacted in 2019. However, most economic modelling suggests that incentives in addition to added density was likely required for project viability to be maintained, with many communities deciding not to advance the policy until market conditions improve and IZ can be implemented without financial offsets.

This approach essentially becomes a ‘forced incentive program’, where incentives are offered, but developers must take up the incentive and provide affordable housing. These types of programs can still result in negative market externalities if not aligned with market economics, as if the incentive offered is not sufficient, developers will not be able to advance their project. And unlike an incentive program where developers simply would not apply, there is no option to ‘opt out’ of the policy. This would have the same effect as mandatory IZ without offsets, where market rate development would be impacted, worsening affordability broadly.

### **5.2.2 Voluntary IZ**

A voluntary IZ policy would seek to incentivize a developer to participate in the program and provide affordable housing. For a voluntary program to work, the incentivizing measures must provide a meaningful benefit to the developer such that they would want to participate in the IZ policy. Should a developer not want to proceed with IZ, they have the opportunity to ‘opt out’ of the policy and advance a market-rate project instead.

The main difference between a mandatory and voluntary policy therefore is that a voluntary program allows market-rate projects to proceed if the offsetting measures are insufficient, whereas a mandatory program will result in development becoming infeasible if the policy does not align with market realities.

Common offsets included additional density as well as direct financial incentives, with the latter being more common in the **United States**.

Voluntary IZ policies are common in **British Columbia**, including **Vancouver, North Vancouver, Richmond, and Victoria**. These policies require affordable housing be delivered in exchange for increased density through a rezoning process. Some program requirements are defined whereas some are negotiated on a site-by-site basis. While these policies are often referred to as being voluntary, critics have noted that base density permissions in some situations are low, thereby ensuring most new developments will pursue a rezoning and therefore be subject to IZ, making these programs essentially mandatory but with density as an offset.

As identified previously, Winnipeg has a density bonus pilot program in place that encourages developers to provide affordable housing in exchange for increased density. While the city's recent upzoning has eroded the value of increased density, and mandating affordable housing without offsets is also unlikely to be viable, the city could consider an IZ policy that is voluntary and where developer's can 'opt out' should sufficient offsets not be made available. This is similar to the current density bonus policy, where developers can justify they cannot viably contribute affordable housing, they can evade the policy requirement.

### 5.3 Other Extraction Policies

In addition to Inclusionary Zoning, there are many other policies that attempt to extract community benefits from development. While these community benefits often include affordable housing, they can also include other items such as cash-in-lieu payments (that can fund affordable housing programs), parks, community spaces, and others.

#### 5.3.1 Density Bonusing

A density bonus policy allows developers to build more floor area, height, or units than zoning normally permits in exchange for providing public benefits such as affordable housing, parks, public art, or community amenities. It is typically a voluntary incentive: the base density remains as-of-right, but developers can access higher density by contributing to defined community goals. Some cities use standardized bonus schedules that set clear contribution rates, while others negotiate terms project-by-project. The core purpose is to capture some of the land value created by additional density and reinvest it into delivering broader community benefits without relying solely on tax-funded programs.

While voluntary IZ with density used as an offset is technically a bonus density scheme, there are other approaches as well:

- In **Ontario**, developers were previously subject to density bonus provisions through Section 37 of the Planning Act. Under this framework, a development could receive extra height or density beyond what zoning allowed in exchange for providing community benefits such as affordable housing, parks, public art, or other facilities. The bonus was negotiated through a site-specific agreement tied to the development approval, allowing municipalities to capture some of the land value created by added density.
  - A nuance here is that most of the time, base zoning reflected the existing use, meaning the entirety of the proposed project was considered 'uplift'. Developers would then negotiate with the City on a site-by-site basis, with community benefits consisting of a wide range of outcomes including affordable housing, new or improved park space, community space, cash payments, and other similar items.
  - However, in some cases, municipalities would not request Section 37 at all if the developer could justify through the negotiation process that it was not viable for their projects. For instance, most developments in Toronto would result in a Section 37 agreement, whereas in other slower markets these types of agreements were rare, even when a rezoning resulted in higher density.

- This process was difficult to predict with little transparency, making it challenging for developers to predict what the city might ask for, but also difficult for the city to predict the actual outcomes they could secure through this process. These Section 37 agreements were terminated in 2021 by the province and replaced by **Community Benefit Charges** (see below)
- The City of **Calgary** also has a bonus density policy in their downtown that functions similar to Section 37 identified above. The core difference is that Calgary’s by-law identifies the items that could be secured through the policy, providing more certainty to developers about what might be required (e.g., affordable housing, park space, public art, community space, cash contribution, etc.). However, similar to Section 37, the ultimate package of community benefits secured is negotiated on a site-by-site basis.
  - The most common community benefits provided tended to be enhanced landscaping and public art features as well as community amenity space.
  - Calgary has also recently upzoned the downtown, with significant height now permitted as of right. This has limited the need for bonus density, with buildings of 20-storeys or higher being permitted without the need for accessing bonus density. Beyond these height thresholds, markets like Calgary do not currently produce significant value where community benefits can be secured, with base density permissions often being sufficient.
  - Given the above, in addition to market softening, the City has currently offset the bonus density policy, allowing developers to access additional density without financial penalty.

### 5.3.2 Fees & Charges

Some municipalities impose charges onto development that can fund housing programs and other community benefits, rather than the developer directly building and providing these items. Examples include:

- **Community Benefit Charges** (CBCs) are fees imposed in **Ontario** that municipalities require from developers when a project seeks increased density or a rezoning that allows greater development than the base zoning permits. The purpose of CBCs is to capture a portion of the value created by the development to fund public amenities and infrastructure, such as parks, affordable housing, childcare facilities, transit improvements, and community centers. CBCs replaced the Section 37 process identified above to provide a more predictable development environment, with fees

structured as a maximum of 4% of a project's land value, which is determined at the time of an application.

- **Development Charges (DCs)** are fees that municipalities levy on new development to help cover the costs of growth-related infrastructure and services. These charges fund things like roads, water and sewer systems, parks, fire and police facilities, and transit expansions that are required to support new residents or businesses. Some municipalities, such as **Toronto**, include affordable housing as a line item within the DC, with this amount ultimately funding a portion of the City's grant programs for affordable housing.
- **Community Amenity Contributions (CACs)** are imposed in **British Columbia** and are voluntary or negotiated contributions that developers provide to a municipality, usually in exchange for approval of increased density or rezoning. CACs can take the form of cash payments, land, or in-kind amenities and are intended to benefit the broader community by funding public facilities, parks, affordable housing, cultural spaces, or other community infrastructure. Unlike development charges, which are mandatory fees, CACs are typically negotiated on a case-by-case basis and allow municipalities to secure additional public benefits from private development that exceeds standard zoning entitlements.

While these are just examples of fees and charges imposed on developers, they could provide an alternative to IZ by requiring a small fee to fund an incentive program. For instance, even a \$220 per unit fee would generate \$1.0M in revenue based on recent housing start trends, which could be matched by the City and used to fund a capital grant to compliment TIFs and other incentives incorporated into a new incentive program. This charge could also be waived in priority locations or outcomes (e.g., for affordable housing, within the downtown) and could be phased in over time. On a typical 200-unit project, this fee would be immaterial on a developer's proforma.

We understand through stakeholder consultations that there is hesitation from developers on these types of fees as they can increase rapidly over time, which is a valid concern. Policies could be introduced that limit how the fee can increase and require economic study for any proposed increase beyond a particular threshold.

### **5.3.3 Rental Replacement Policies**

As identified in Winnipeg's Housing Needs Assessment, the loss of older and more affordable rental housing has been a long-standing problem in the City. Given that many of the older rental buildings in Winnipeg provide relatively affordable monthly rents, the city could consider taking action to increase the difficulty at which these units can be removed from the market. One way to do so is with a rental replacement by-law, which

can allow a municipality to regulate or prohibit the demolition or conversion of residential rental properties.

***Toronto's** rental replacement rules apply when a developer proposes to demolish, convert, or significantly renovate an existing building containing six or more rental units.*

#### *Key Requirements*

1:1 replacement of all demolished or converted rental units.

Same unit mix (same number of studios, 1-bed, 2-bed, etc.).

Same or similar rents for existing tenants (often called rent-protected replacement units).

Right of return: existing tenants must be offered the right to move into a replacement unit at similar rent after construction.

Tenant assistance plan: developers must provide relocation assistance, moving allowances, and sometimes rent top-ups during displacement.

Applies across Toronto anytime a development triggers the demolition or conversion of 6+ rental units, regardless of affordability level (market or affordable).

In **Toronto's** case, which is like **Mississauga, Kitchener, Surrey, and West Vancouver**, rental units must be replaced at a similar size and rent in any new development. This policy therefore can mitigate the loss of affordable rental housing in the community and protect existing renters from displacement. However, to be successful in redeveloping older housing and replacing it at affordable rates in a new development, significant market strength and density is required. In Winnipeg, this may not be supported without incentive.

This type of policy can also create situations where older rental properties cannot be redeveloped/demolished but are no longer fit for occupancy, leaving them vacant and a blight on the community. As such, the City can consider offering incentives to encourage reinvestment in existing buildings or their replacement in new development, as well as assisting interested landowners in accessing funding programs available through CMHC and other streams to reinvest in existing buildings (e.g., CMHC Affordable Housing Fund Repair and Renewal).

## 5.4 Public Land & Partnerships

Like the financial incentives identified earlier, no-cost or low-cost land is a way to subsidize the development of new affordable housing. By removing the land cost, and pairing any land disposition with CMHC financing and other incentives, municipalities across Canada have successfully generated new affordable housing development, which has also included land programs in the City of Winnipeg.

These programs can also support non-profits who struggle to acquire land in the market, while also being able to achieve other municipal objectives such as downtown or neighbourhood renewal if the available sites are in strategic locations. While the concept of offering land in exchange for affordable housing is not new, there is no shortage of approaches to disposing of these sites, with the following examples explored of other jurisdictions.

### 5.4.1 Public Land Programs

Municipalities have a long-history of selling public lands at below market value in exchange for affordable housing. This has been done for larger and small projects, with some examples creating hundreds or thousands of units, and others being much smaller scale and as small as a single lot accommodating one new home or multiplex. Typically, the process will involve:

- **Identify Surplus Land**
  - Municipality reviews its portfolio to identify land not needed for municipal operations or strategic purposes.
  - Sites may be prioritized based on location (transit access, services, amenities), size, and development potential.
- **Set Objectives & Eligibility**
  - Define housing objectives: affordable rental, supportive housing, mixed-income, or other specific targets.
  - Establish eligibility criteria for developers or non-profit partners (e.g., experience in affordable housing, financial capacity, compliance with tenant protections).
- **Valuation & Pricing**
  - Assess market value of the land.
  - Determine discounted pricing, land lease arrangements, or nominal sale price to support affordability while maintaining fairness and transparency.

- **Public Engagement & Policy Alignment**
  - Engage stakeholders including local residents, community groups, and potential developers.
  - Ensure alignment with municipal housing strategies, official plans, zoning, and development policies.
- **Call for Proposals / Expression of Interest**
  - Issue an open, transparent Request for Proposals (RFP) or Expression of Interest (EOI) to attract developers.
  - Include conditions such as unit mix, rent levels, construction timelines, and tenant protections.
- **Evaluation & Selection**
  - Evaluate proposals based on affordability, quality, experience, and value to the community.
  - Use scoring matrices to ensure objective, fair selection.
- **Negotiation & Agreement**
  - Negotiate terms including sale price, development obligations, timelines, and monitoring/reporting requirements.
  - Enter into a development agreement or land disposition agreement with legally binding conditions.
- **Development Approval & Oversight**
  - Facilitate planning approvals, rezoning if needed, and building permits.
  - Monitor compliance with affordability, unit mix, and occupancy requirements.

Examples of this type of program have included:

The City of **Calgary** has a Non-Market Housing Land Sale program that sells surplus city land at below market value to non-profit housing providers so they can build affordable or non-market units. In early 2025 the city sold five parcels to non-profit organizations for the development of about 387 affordable homes, contributing around \$25 million in land value through discounted pricing as part of its housing strategy.

Through a Surplus Land for Affordable Housing Pilot Program, **Halifax Regional Municipality** sold a group of municipal properties in Dartmouth for \$1 each to the

Affordable Housing Association of Nova Scotia, enabling construction of 14 affordable townhouses with rents significantly below local averages.

**Toronto's** Housing Now Initiative is a major City of Toronto affordable housing program that uses surplus City-owned land to stimulate the development of new housing, with a significant portion dedicated to affordable rental homes within mixed-income, mixed-use, transit-oriented communities. Approved by City Council in 2019, it aims to deliver around 10,000 affordable rental homes by 2030 (as part of the broader HousingTO 2020-2030 Action Plan) by leveraging City land, capital funding, and financial incentives to bring development partners on board. The program aligns with strategic housing targets and prioritizes projects near transit, with rents generally targeted at a share of market levels to serve households with a range of incomes.

**Vancouver's** Modular Housing Program also leverages public land and city support to rapidly develop affordable rental housing. Launched in 2017, the program focuses on purpose-built modular housing for low- and moderate-income households, including people experiencing homelessness or at risk of housing instability. Like Housing Now, it uses city-owned land, streamlines approvals, and provides financial support to reduce development costs, enabling faster construction of affordable units. The program has delivered hundreds of units across multiple sites and continues to be a key part of Vancouver's strategy to increase non-market housing supply.

#### **5.4.2 Entitlements and Municipal Development Corporations**

Municipalities often entitle land prior to disposition to provide as much certainty to developers and non-profits as possible around potential density as well as to accelerate the development of the lands. This process can also include preliminary due diligence to solve servicing or contamination issues, as well as to begin preliminary conversations with CMHC and other funding sources.

In markets where land values are high and access to land is challenging, more can be expected of those acquiring the lands around due diligence and entitlements. However in more modest market areas, the more that can be done to solve problems and create value, the more likely it is that land disposition will successfully result in new housing. Free land in these contexts are rarely sufficient in isolation to drive viable results.

One issue common to public land programs is municipalities entitling their own land. Pre-entitling municipally owned land for affordable housing can be complex because city staff often act as both landowner and regulator. Planners must balance policy objectives, financial viability, and community benefits while coordinating internally across multiple departments (housing, planning, finance, legal) and securing City Council approval as

well as public buy-in. Pre-entitlement can accelerate development but requires careful internal coordination to align goals and ensure successful outcomes.

Some municipalities use arms-length entities, like municipal development or housing corporations, to manage land disposition and affordable housing development. This separates the city's role as landowner from its regulatory function, allowing the entity to negotiate with developers, hold and entitle land, and manage financial risk, while planning departments remain independent regulators. The approach streamlines approvals, reduces internal conflicts, and ensures municipal housing objectives are met efficiently. For example:

- **Toronto** Housing Now Program: The City used the Housing Secretariat (i.e., Affordable Housing Office) to act in an arms-length capacity to entitle city properties prior to disposition. Through other land sales, the City has used their Municipal Development Corporation CreateTO to entitle, prepare, and sell lands, which is a full-arms length organization created to manage the City's real estate.
- **Vancouver** Affordable Housing Agency / CityHousing: Acts as an arms-length vehicle to develop city land for non-market housing.
- **Calgary** Housing Company: Municipal corporation that develops, owns, and manages affordable housing on city-owned lands, including land sold below market for affordable projects.

Winnipeg could consider a similar approach of creating this mandate within a new Affordable Housing Office, creating a municipal development corporation, or using an organization such as Centre Venture for this purpose.

### **5.4.3 Land Lease vs Sale**

When a municipality provides land for free for affordable housing, a long-term land lease is usually the preferred approach. Under a lease, the city retains ownership of the land and can enforce long-term affordability, land-use restrictions, and other policy objectives for the duration of the lease (often 50–99 years), while the housing provider can develop and finance the project. A free land sale transfers ownership outright, which simplifies the transaction and shifts all development and operational risk to the provider, but it can weaken long-term control unless strong legal covenants or easements are attached.

While there are pros and cons of each approach, and municipalities have done both, we are seeing that communities are increasingly advancing long-term leases at nominal rates when encouraging affordable housing, however both approaches achieve similar results if structured correctly.

#### 5.4.4 Land Banking

While many communities will release land for affordable housing as available, there is usually not a continuous pipeline of properties available. To help create a pipeline, the city can consider:

- Acquiring sites in strategic locations as they become available.
- Acquiring surplus government properties, such as those owned and declared surplus by other levels of government.
- Acquiring surplus school sites as they become available.
- Evaluating currently owned properties that may not have been appropriate or viable for housing and undertaking further due diligence, or selling these sites to acquire others.
- Exploring intensification and redevelopment of existing Manitoba Housing Sites that are in need of renewal or redevelopment (see 5.4.5 to follow).
- Reviewing existing small lots already owned by Winnipeg and considering opportunities for small scale development (e.g., multiplexes) or potentially acquiring neighbouring sites to create a larger development opportunity.
- Creating a policy that requires public lands to be used for affordable housing as a first priority. Examples include:
  - **Saskatoon's** core surplus-land policy explicitly identifies affordable and special-needs housing as a preferred use for disposable City parcels.
  - The **City of Toronto** has long had a Housing First approach to surplus City lands, requiring that all surplus properties be circulated to the housing division and affordable housing agencies before disposal. This is within their Surplus Land Policy and Associated By-Law.
  - **Vancouver** policy requires that City-owned surplus land suitable for residential use be reserved primarily for non-market housing unless Council explicitly determines otherwise.
  - **Mississauga** adopted a "Public Land for Housing First" policy requiring that surplus City lands be offered to affordable housing providers before being sold on the open market.
  - In other markets, affordable housing is encouraged on public lands but is not required. This includes **Calgary** where it is encouraged, **Ottawa** where decisions are made on a case-by-case basis, **Halifax** has recently adopted a policy where

housing takes priority on a temporary 'pilot' basis, and other examples where housing is prioritized but does not automatically override other needs or uses.

- Other similar approaches.

If this is to be pursued, a budget will need to be allocated that will allow the city to proactively make acquisition decisions as opportunities arise. Many communities across the Country have pursued land banking, either opportunistically, or as part of a long-term strategy.

#### **5.4.5 Social Housing Revitalization and Expansion**

While not within the direct purview of the City of Winnipeg, Manitoba Housing owns and operates a large supply of community housing. Like many providers, some of these properties are underutilized, in need of repairs, and could be redeveloped and intensified with new community, affordable, and market housing.

Government housing corporations across the Country have taken numerous approaches to this issue, with some selling assets as homes fall disrepair, some redeveloping housing on their own, and others partnering with developers and non-profits through joint ventures. Given the significant lack of social housing, most providers no longer sell these assets without an immediate plan to use the proceeds to develop replacement units.

However, advancing new community housing is a significant capital expense, even when paired with funding available from senior levels of government. Often, municipalities are restricted in how much debt they can carry, meaning low-cost financing programs from CMHC are ineffective, with much large cash contributions being needed.

Some communities have therefore pursued joint ventures with the private sector. These types of partnerships work best when a significant increase in density is being pursued, where government can leverage the increased land value by offering these sites to the private sector for reduced costs, in addition to funding, to develop mixed-income communities. This often involves the developer constructing market, affordable, and community housing and transferring the community housing back to the housing provider once construction is complete. Joint ventures as described here can help reduce overall development costs while also leveraging private sector expertise including development and construction management. However, to work, a strong real estate market is required in addition to available funding and a willing private market partner.

There are numerous examples of **Toronto Community Housing** deploying this model (e.g., Regent Park) as well as **City of Vancouver, Calgary, Peel Region** and the City of **Hamilton**. To follow is such an example in Hamilton:

## CityHousing Hamilton Jamesville Joint Venture

### **Pre-Development Conditions:**

Jamesville was an existing social housing complex consisting of 91 RGI units along James Street North within the City of Hamilton's West Harbour neighbourhood. The property is walkable to West Harbour GO Station, downtown Hamilton, and the City's waterfront, and is also planned to be supported by rapid transit in the future along James Street. The large (5.4 acre) townhome complex was built in 1969 and was experiencing significant issues related to growing capital repairs. Without adequate maintenance and repair funding, poor conditions of the units also made it difficult to lease at turnover.

The property was therefore identified as a prime redevelopment opportunity. Given the large size of the site, and its strong market location, it was identified as a potential opportunity for a larger mixed-income development where CHH may be able to partner with a private-sector developer to replace the homes currently on the site. A site development and business plan were ultimately prepared to guide the project.

To prepare the lands for development, units were not re-leased at tenant turnover to limit the disruption and relocation of tenants once development began.

### **Project Summary:**

CHH issued a Request for Proposals (RFP) process for the redevelopment and revitalization of the property. Included in the RFP was the requirement for the selected proponent to build and transfer a 46-unit building back to CHH under a design-build arrangement approved by CHH. In addition, 45 of the original RGI units from Jamesville were to be accommodated nearby at the newly acquired CHH site at Bay and Cannon, thereby fully replacing the 91 RGI units currently on site. The selected proponent was also to provide up to 120 affordable rental units offered at moderate market pricing (~125% AMR), with the remainder of the site to include nearly 370 market units developed and owned by the selected proponent. The original development plan includes a mix of typologies including townhomes, stacked townhomes, and apartment buildings.

The 120 affordable rental units are in a dedicated building to be owned by Indwell Community Homes (a non-profit), while another dedicated affordable building would be owned and operated by CHH that contains the RGI housing. Both the affordable buildings will be built to Passive House standards to provide comfort, support wellness, save energy, and reduce emissions. Preferred Proponent was selected in 2019, with CHH entering a bilateral due diligence period which was completed the same year. While the

applicable Official Plan and Zoning By-Law Amendments were approved in August 2022, a subsequent appeal by CN Rail stalled the project advancing. This is based on concerns of odour, vibration, and noise. Hamilton City Council approved a revised site plan that responds to these concerns and increases density on the site (**Figure 17**).

### **Partnership Summary:**

Finding a partner for this project involved a one-year RFP process which resulted in the choice of Jamesville Redevelopment Limited Partnership (which includes Fram + Slokker, Melrose Investments Inc., Marz Developments Inc., and Homes by Desantis) as the Preferred Proponent in 2019, and whose proposal included an affordable component by Indwell Community Homes.

**Figure 17: Jamesville Rendering**



### **Funding Sources and Partners:**

CHH pursued a partnership where most of the risk of project delivery was transferred to the private sector partner. Rather than CHH being a partner in the deal, the land was sold with conditions placed on the project and developer. The following were key details of the arrangement:

- CHH sold the land to the developer partnership for a 'below-market' value. While the sale was below market, it still provided some equity to CHH for deployment elsewhere.
- In exchange for the reduced land value, the developer is able to develop the site, is responsible for constructing the CHH affordable building and transferring it back to CHH at completion for no cost.
- The 120 affordable rental units are to be built and managed by the non-profit Indwell to ensure strong management and stewardship of these homes by an experienced affordable housing operator.

## 5.5 Approval Streamlining and Acceleration

Since the City's first Housing Needs Assessment in 2020 and HAF funding, the City had advanced several initiatives to improve development outcomes, streamline processes, and accelerate approvals. These are identified in Section 3 of this report, to which we have heard broad and unanimous support from both for-profit and non-profit organization. As such, many of the items typically referenced in this context – upzoning, application streamlining, concierge services, etc. – have largely been implemented. While improvements can still be made, staff continue to work with developers on the issues identified.

The primary outstanding challenge identified by stakeholders include:

- Streamlined and accelerated Servicing Agreement timelines during rezoning, particularly where the scope of required upgrades is already understood and agreed upon.
- Priority processing for affordable housing and Indigenous-led projects, including targeted service standards for turnaround times.
- More flexible options for posting Securities, such as reduced percentages, deferred postings, or alternate mechanisms for projects meeting defined affordability metrics.
- Procedural pathways that prevent delays in rezoning, Development Permits, or Build Permits due to the Servicing Agreement process, especially where prolonged delays have material financial impacts or jeopardize financing.

## 5.6 Affordable Housing Office

The City of Winnipeg created new temporary positions to manage and implement the various HAF initiatives, which included: the city's concierge service, policy/zoning/process changes, public land programs, incentive programs, and others.

These types of roles have long been a part of many larger municipal planning offices, often comprising their own departments. Examples include **Toronto's** Housing Secretariat, **Peel Region's** Affordable Housing Office, **Ottawa's** Housing Services department, **Calgary's** Housing Solutions department, **Vancouver's** Housing Development Office, and others. Since HAF, many other smaller municipalities have created these types of offices, either on a temporary or full-time basis, including the cities of **Mississauga, Hamilton, Surrey, Halifax, Winnipeg**, and others.

Regardless of their branding/name, these departments largely serve the same purpose: they are a dedicated municipal unit responsible for developing and implementing strategies to increase the supply of affordable and non-market housing. It typically coordinates housing policy, funding programs, partnerships with non-profit and private developers, and the use of municipal land or incentives to support new projects. The office often leads research, prepares housing needs assessments, manages federal and provincial funding streams, and advises Council on policy tools such as incentives, zoning reforms, or land contributions. Its role is to act as the city's central hub for housing initiatives, ensuring a coordinated, strategic approach to addressing local housing needs.

Increasingly, municipalities have also been implementing concierge services that offer a single point of contact to clarify municipal housing policies, funding opportunities, development approvals, and regulatory requirements. Some groups focus specifically on non-profits and affordable housing, whereas other groups have a more expansive role and assist all developers seeking to advance housing or at least priority projects.

Through our stakeholder consultation process, there has been unanimous support for these services in **Winnipeg**, which is similar to our experience in other communities offering similar services. In Winnipeg, most feedback has surrounded making these services permanent, while also expanding the services provided. Should the City continue to prioritize affordable housing and supporting this objective with policy initiatives, concierge services, incentive programming, public land initiative, and other similar tools – this office should be created with permanent positions to support delivery and innovation.

The housing file at the City should be managed by staff that have a deep understanding of all current funding and financing programs – how they work, who they are meant for, what the requirements are, how much funding is available, timelines for funding, etc.

Having a deep understanding of the wide variety of funding and financing programs from upper levels of government would allow the City to provide advice to housing providers – non-profits, private developers, and others. This department could also attend meetings with private developers navigating the development approval process to enquire about affordable housing delivery, advertise available incentives from all levels of government, navigate affordable housing policy and negotiation, as well as to potentially broker partnerships with non-profit housing providers.

## 6.0 Key Directions

Based on the market research and analysis, current and historical program and policy analysis, financial analysis, stakeholder consultation, and case study review, the following are our key directions.

### 6.1 Maintain Affordable Housing Policy Direction

Overall, the market analysis, housing affordability gaps, and housing needs assessment confirm that the City's current focus on deep and moderate affordable rental housing is appropriate and reflects the largest need in Winnipeg. The City should therefore maintain current affordable housing definitions as they appear appropriately calibrated to the market and the needs of the City's residents.

At the same time, the continued supply of new market rental and ownership housing is critical in ensuring housing is supplied for moderate and higher-income households. This is particularly true as the City continues to grow, as growing demand for housing will increase shelter costs broadly across a community if adequate supply is not maintained. Any policies, procedures, and processes that could negatively impact new supply should therefore be carefully considered.

### 6.2 Non-Profit Developers

The non-profit industry is highly varied across North America with various degrees of development sophistication and capacity. Many communities do not have an active non-profit sector that has demonstrated capacity to develop new housing at a scale that is needed, and therefore many affordable housing programs and policies are directed at the private sector or jointly between for-profit and non-profit organizations.

This is not the case in Winnipeg however, where non-profit organizations have demonstrated over the past decade the capacity to advance both small and large projects if appropriately supported with funding, incentive, and administrative backing (e.g., concierge service). Programs and policies aimed at non-profit organizations are therefore likely to be successful, which is also observed with City's recent incentive and land program offerings.

### 6.3 Incentive Program

The analysis and findings of this report suggest that the City's best approach to encouraging the development of new affordable rental housing is with financial incentives. Extracting or requiring affordable housing in new market rate projects using

bonus density, inclusionary zoning, or other similar approaches are largely only observed in the strongest real estate markets and are likely not supported in Winnipeg at the current time without creating negative externalities such as reduced market-rate housing supply.

The City has had successful experiences using incentives in the past that have directly resulted in the development of new housing by both the for-profit and non-profit sectors. The following key factors are identified as the City considers the creation of a new program:

- The development community, including non-profits, require certainty that funding will be available. New development takes many years to acquire properties, undertake due diligence, prepare development plans, secure entitlements and building permits, and ultimately secure funding and financing. These groups rely on predictable sources of funding when beginning this journey from all levels of government. Any incentive program created should be established with annual budget amounts and a commitment to be in place over the long-term, which is a clear best practice of the most successful incentive programs in Canada.
- Winnipeg can consider a TIF as the primary incentive type offered, which can be successful in securing new affordable housing if appropriately stacked with funding from other levels of government as identified in Section 4 of this report. The City should also advocate that the Province of Manitoba participate in the City's TIF by waiving their portion of taxes, which can significantly improve the ability for groups to advance new affordable housing.
- Building off the above, creating a single approval window for municipal and provincial funding for affordable housing would be highly beneficial. This would allow groups to apply once for funding, allowing the targeted and strategic allocation of government resources.
- As identified in the financial analysis and case study review, capital subsidy in addition to a TIF is often needed for affordable housing projects to advance, particularly for non-profit projects as well as privately led projects with higher rates of inclusion (i.e., 20% - 30% affordable). As observed in the case study review, a combination of TIF, capital subsidy, and grants and low-cost financing from senior levels of government are a proven combination of incentives that best encourage new housing development. Should the City be able to secure enough funding, a combined annual budget to fund both a TIF and capital subsidy should be explored – which is similar to the City's Affordable Housing Now Program.

- To assist in funding a capital grant, the City could also explore the implementation of an affordable housing fee as seen in other communities (e.g., community benefit charge). This fee could be as low as \$500 per unit and waived for strategic outcomes such as downtown projects, affordable units, family-size rentals, etc. Assuming around 3,500 housing starts would be subject to this fee (around 80% of market activity), this could generate \$1.75M which the City could match to fund the capital portion of an incentive program. This fee would be negligible within the larger development cost of a new housing project, and could be capped from increasing to ease concerns from the development community that it could escalate over time.
  - Alternatively, the City could explore opportunities for the Province to contribute towards a capital subsidy fund for new affordable housing.
  - It is also possible that there could be future Housing Accelerator Fund awards, which could be used to fund these types of programs.
- Affordable housing requirements should match CMHC financing programs to eliminate friction and ensure projects can be streamlined. As identified in this report, all affordable housing developments will require stacked funding from all levels of government, with CMHC low-cost financing programs being a critical component that allows projects to advance.
- While the TIF discount can vary depending on the outcome being targeted (see Section 4 of this report), the length should match affordability lengths required by CMHC low-cost financing programs (i.e., 20-years). Shorter TIF lengths, while still impactful, are often ignored by CMHC underwriters. Some municipalities match the TIF to the affordability length secured, which can be well beyond CMHC requirements if advanced by non-profits.
- All incentives and program requirements should be clearly defined, with the establishment of scoring criteria to ensure the limited annual funding is allocated and distributed in a strategic manner that best aligns with the City's objectives. The scoring criteria should favour items such as depth and length of affordability, % of units made affordable, and others. Secondary objectives such as location in the City (e.g., more points for downtown projects), family-size rental units, and other similar factors can also be considered.
  - We would recommend the program be open to both for-profit and non-profit organizations, however more points can be assigned to non-profit groups. Alternatively, the point system can inexplicitly achieve this by awarding more points to items that non-profit groups will naturally deliver (e.g., deeper and longer affordability, social supports, etc.).

- Given the broad need for affordable housing and the City’s uneven development patterns, the program should apply to the entire City. Winnipeg could also consider awarding more funding in different areas of the City – for example more funding downtown vs in corridor and greenfield settings. Recognizing the challenges of downtown development, incentives for market rate projects in the downtown can also be considered if an adequate budget can be secured.
- The available budget will ultimately determine the design of the program. The most successful programs calibrate the available budget with established eligibility criteria and targeted outcomes. Should the program budget be small, particularly in the first year, the outcomes being targeted should be prioritized, which can be expanded should additional budget be made available in future years.

## 6.4 Public Land Program

The City has had success in disposing of public lands at below market value in exchange for affordable housing, in addition to major downtown developments supported by CentreVenture. The use of public lands to encourage new affordable housing, either through low-cost sales or land leases, is a proven technique both in Winnipeg and broadly across Canadian municipalities. The following key directions are identified as the City continues to explore opportunities looking forward:

- Winnipeg, like most communities in Canada, does not own a robust pipeline of development sites that might be appropriate for new housing. To adequately service a land program, establishing such a pipeline is of critical importance, with the following strategies recommended:
  - Conduct a critical review of all public land holdings currently in ownership, including not just vacant but also underutilized properties that could be considered for new housing development.
  - Begin discussions with the Province on existing community housing sites that are underutilized and/or in need of revitalization and could be redeveloped with mixed-income housing.
  - Explore the creation of a policy that prioritizes or requires affordable housing when land has been declared surplus and is being considered for disposition. Where community facilities are being considered (e.g., community centre, library, etc.), consideration can also be given to including housing within the project as opposed to a stand-alone facility.

- Establish a budget that will allow the municipality to make strategic land purchases, either in the private market or through the acquisition of other public lands (e.g., surplus school sites). A budget will allow the City to be opportunistic as properties become available, allowing quick and decisive action that can strategically stack with other core objectives (e.g., downtown renewal).
- Continue to collect properties through tax arrears, including those in disadvantaged neighbourhoods that have proven difficult in recent years to redevelop (see discussion to follow).
- Where land is available, the City should continue to offer properties at reduced value and stack all available incentives and senior government programs by aligning affordability requirements with these programs and initiatives. The City should also continue entitling these properties ahead of disposition as well as identifying and reducing/eliminating other barriers to development such as site contamination and servicing issues.
- Similar to the incentive program recommendations, opportunities can be made available to both non-profit and for-profit organizations, following a similar process that has proven successful with the City's most recent disposition offerings.
- Winnipeg currently owns many lots that have been acquired through tax arrears in the City's North End. These lots have been challenging to dispose of due to the current socioeconomic context of the area, despite recent upzonings that now allow multiplex and other gentle forms of density as-of-right.
  - It is recommended that the City remain patient with these properties as the market and appeal will improve over time as the area experiences new development, continued community investments, and increased social supports.
  - We also understand that a small number of groups are currently advancing multiplexes in the area, which is a relatively new form of development being seen across Canada in response to zoning changes required through the Housing Accelerator Fund. As expertise grows and the capacity of these organizations expand, the appeal and viability of gentle density with affordable rents is likely to grow. Continuing to support and cultivate these groups will allow them to scale and develop more of these lots over time.
  - It is also important to identify that the viability of these small projects is modest, with free/discounted land greatly supporting viability by reducing project costs.

- Together with developers in the area, continue to identify barriers and problem solve to allow these projects to advance in a timely and cost-effective manner.

## 6.5 Affordable Housing Office

Like most major cities across Canada, the City should create a permanent affordable housing office with dedicated staff responsible for:

- Administering incentive programs.
- Administering land programs.
- Administering the concierge service.
- Engaging with developers and non-profits on housing.
- Compiling research, data, analysis, and drive innovation.
- Conducting policy and program reviews/analyses/implementation.
- Collaborating with other departments and levels of government on housing related issues.

The temporary positions created through the Housing Accelerator Fund have been well received the development community with most calling for the continuation and expansion of the services currently being offered. The concierge service in particular has received praise, with groups also requesting that this service be expanded to expedite legal and servicing agreements, as well as assisting for-profit projects advancing municipal priorities beyond just affordable housing (e.g., downtown renewal).

These staff should also be responsible for negotiating and engaging with developers on affordable housing matters through the development application process, as discussed in Section 6.7 to follow.

## 6.6 Approval Streamlining and Planning Reform

Continue efforts to improve processes and implement reforms that make development easier to approve, reduce costs and risks, improve certainty in outcomes, and streamline the process.

## 6.7 Other Policy Approaches / Considerations

The City currently uses a density bonus policy that offers additional density in exchange for affordable housing. As identified in this report, while this policy has had limited success due to market dynamics but also recent upzoning initiatives (i.e., making bonus

density obsolete in many circumstances), it has allowed opportunities for the City to engage with developers on affordable housing during the development application process.

The City could consider leaving the density bonus policy as-is, which was recently expanded to the entire City. This will allow the City to continue engaging with private developers on affordable housing, however if bonus density is not being pursued, which may often be the case, this could allow easy dismissal of affordable housing delivery by developers.

Given the above, the City might consider an affordable housing policy not tied directly to bonus density, through the one of the following:

- A broad policy within the CCDS that has a target or goal for affordable housing delivery each year, which is seen in many municipalities across Canada. This could also be incorporated into the upcoming zoning by-law review.
- Alternatively, the City could consider advancing an Inclusionary Zoning framework that is voluntary and allows for opt-out, similar to the current Bonus Density policy.

These types of policies will allow the City to engage and negotiate with developers on affordable housing through the development application process, without tying the policy directly to bonus density. This is a proven method observed in other municipalities where the City's Affordable Housing Office can inquire about the openness to providing affordable housing, advertise municipal and senior government incentives, advertise CMHC financing programs, broker partnerships with non-profit organizations, explore design and suite features that might align with housing needs (e.g., smaller or larger suites, family size housing, etc.), and other similar matters.

## **6.8 Rental Housing Protection**

While this report is focused on the creation of new affordable rental housing, it is identified in the City's Housing Needs Assessment that the loss of older rental housing in the City results in a decrease of more affordable accommodation for lower-income residents. The City could consider implementing a rental replacement policy, incentives for the repair and renewal of older apartments, and program that offers assistance to non-profits seeking to acquire older apartment buildings.

The logo consists of the lowercase letters 'nblc' in a dark blue, serif font, centered within a white square. The letters are closely spaced and have a classic, slightly condensed appearance.

nblc

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## Appendix A – Stakeholder Engagement Analysis

### Memorandum

**To:** Lissie Rappaport  
Manager, Housing Accelerator Fund  
City of Winnipeg

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**From:** N. Barry Lyon Consultants Limited

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**Date:** October 14, 2025

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**RE:** Stakeholder Consultation – Analysis of Feedback

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### Introduction

N. Barry Lyon Consultants Limited ('NBLC') has been retained by the City of Winnipeg to support the City in evaluating potential policy approaches for the creation of affordable housing. The City has limited policy tools available from a regulatory perspective and has been holding collaborative discussions with the development industry to explore potential approaches to co-creating a solution which might allow for a more predictable and meaningful contribution to housing affordability through private sector contributions as part of new residential development.

The following memorandum is intended to highlight the range of policy tools and feedback that have been gathered throughout the stakeholder meetings, as well as to offer high level commentary regarding NBLC's initial perspective on the challenges or opportunities that relate to the strategies being considered.

Disclaimer: This memo has been prepared solely for the purposes outlined herein and is not to be relied upon, used for any other purposes, or by any other party without the prior written authorization from N. Barry Lyon Consultants Limited.

### Meeting 1 – September 23, 2025

In the first engagement session held with development industry stakeholders, they highlighted the range of challenges and opportunities affecting both rental and ownership housing, including market conditions, rising construction and servicing costs, infrastructure constraints, and the effectiveness of existing municipal policies and incentives.

The session began with City staff providing an overview of the project and the role that it plays in delivering affordable/social housing. City staff outlined the goal of the engagement session, to better understand what role the City could play to incentivize

and support affordable housing, both to increase non-market affordable housing development and to encourage the inclusion of affordable housing (mixed-income) in market projects led by private developers.

This served as a baseline for discussion throughout the session and highlighted the scope of Winnipeg's role in owning housing, delivering capital grants, land assets, support services and development capacity to housing at varying levels of affordability. Industry participants generally questioned what policies could be provided in the absence of housing accelerator funding and the city's commitment to both rental and ownership projects.

Throughout the session, several challenges, opportunities and notable points of discussion arose. We note the following:

- Stakeholders characterized the current housing market as slow but stable, with high construction costs impacting project viability and affordability. Feedback highlighted significant challenges in both ownership and rental markets:

**Ownership housing:** Stakeholders noted a pivot toward older demographics, as younger households struggle to enter the housing market. There is limited support for affordable homeownership programs, and few incentives are available for ownership developers. Stakeholders emphasized the need for the City to define affordability to include ownership units, such as single-family homes or condominiums, in addition to rental housing.

**Rental housing:** Despite slower immigration, demand remains high, particularly for mid-to low-market rent units. Stakeholders expressed concern about the tightening of financing for rental developments, including changes to MLI Select and CMHC lending requirements, which may impact long-term project feasibility.

- When prompted to elaborate on challenges on delivering affordable housing units, participants highlighted escalating costs across hard construction and soft development costs (including municipal fees and requirements), noting that:

Costs for construction and municipal requirements are rising annually, with limited relief through incentives.

Land and infrastructure constraints, particularly servicing costs in infill areas, significantly affect project viability.

Without targeted incentives, deeper levels of affordability are unlikely to be delivered, as developers would either scale back projects or redirect land to market-rate developments.

- Stakeholders then discussed existing municipal and provincial tools supporting affordable housing, and identified opportunities for improvement:

**Concierge service:** The City’s affordable housing concierge model was highlighted as effective in providing certainty for developers. However, delays in legal reviews and municipal approvals remain a barrier.

**TIFs and other financial supports:** Stakeholders noted that Tax Increment Financing (TIF) programs and layered incentives, including programs under the Housing Accelerator Fund (HAF), have been instrumental in enabling projects. Expansion or simplification of these programs, particularly in downtown areas and for heritage properties, could accelerate development.

**Density bonuses:** While helpful in some contexts, density bonuses alone were not considered sufficient to improve affordability without complementary financial supports. Stakeholders suggested pairing density incentives with TIFs or capital support to enhance effectiveness.

**Infrastructure planning:** Participants stressed that strategic city-led infrastructure investment is critical to unlocking development potential. Piecemeal infrastructure upgrades limit project scale, particularly in infill areas, and delay development timelines. A coordinated city-wide plan would significantly improve housing delivery.

- The engagement session then shifted to a discussion of structural and procedural challenges that complicated housing delivered. Three unique challenges were identified by participants:

Approval timelines: Developers reported that zoning intake, legal review, and development agreement processes have lengthened significantly, introducing uncertainty and additional costs.

Policy complexity: Changes to infill guidelines, Malls + Corridors Planned Development Overlay (PDO), and heritage regulations have led to unintended consequences and contradictions in requirements, making certain projects unfeasible. Stakeholders recommended testing policy changes against real-world proformas to ensure feasibility.

Coordination and culture: Limited cross-departmental coordination and reliance on a small number of municipal staff create bottlenecks. Stakeholders suggested streamlining communications and enabling direct, end-to-end interaction with City staff to expedite approvals.

- To overcome the challenges noted above, stakeholders suggested several potential measures to enhance affordability and development feasibility:

Expanding eligibility and accessibility of TIF and other layered incentives for both ownership and rental units.

Strategic city-led infrastructure investment to unlock areas with high development potential.

Simplification and alignment of policies, particularly for heritage and infill projects, to reduce uncertainty and unintended constraints.

Enhancing transparency and communication within municipal legal and planning processes to ensure consistency and certainty.

Exploring the creation of master not-for-profit ownership structures to support long-term affordable housing delivery.

- **Key Takeaways**

The City's current affordable housing framework effectively supports some rental developments but is insufficient for ownership housing.

Rising costs and infrastructure constraints present ongoing challenges for both rental and ownership projects.

Layered incentives, strategic infrastructure investment, and streamlined approvals were repeatedly identified as critical enablers of affordability and development feasibility.

Policymakers should prioritize clarity, consistency, and coordination across departments, with consideration for both short-term "quick wins" and longer-term systemic improvements.

## **Meeting 2 – September 26, 2025**

In the second engagement session with held with non-profit stakeholders, NBLC received similar feedback regarding the challenges of creating new affordable housing units in Winnipeg. The following bullets highlight key discussion points and initial analysis from the perspective of NBLC:

- When prompted to discuss the challenges on delivering affordable housing units, participants highlighted a range of systemic and operational challenges affecting affordable housing development:

**Schedules and Costs:** Project timelines and carrying costs are increasing due to extended approval and permitting processes. Mid-application regulatory changes, such as side-setback requirements, further disrupt project feasibility.

**Access to Land and Funding:** The availability of development-ready land is limited, and infrastructure is often incomplete or requires remediation. Pre-development and capital funding can be challenging to access, with mid-project funding often contingent on near-completion, increasing financial risk. Moreover, similar to the for-profit session, funding opportunities are more readily available for rental development, while affordable homeownership initiatives, such as those led by Habitat, receive fewer supports.

**Permitting and Inspections:** Inconsistent application of building codes and lengthy inspection timelines contribute to delays and increased costs. Participants reported that the City sometimes appears as adversarial rather than supportive, particularly when codes or regulations are enforced without flexibility for non-profit developers.

**Capacity and Knowledge Gaps:** Non-profit organizations face capacity constraints, with staff often stretched beyond sustainable limits. Limited experience and knowledge in affordable housing development can hinder new organizations from successfully navigating complex processes.

**Policy and Regulatory Challenges:** Inconsistencies in zoning by-laws, development procedures, and inclusionary zoning frameworks create uncertainty. Public hearing requirements and plan approval processes extend timelines, particularly for sensitive developments, for example housing for individuals escaping gender-based violence.

- Stakeholders then discussed existing municipal and provincial tools supporting affordable housing, and identified opportunities for improvement:

**Concierge Service:** The City's Concierge service was widely praised for providing consistent, personalized guidance and reducing uncertainty.

**HRIR programming:** HRIR programs and capital grants were highlighted as effective tools for supporting small and early-stage non-profit developers.

**TIF and Other Incentives:** TIF funding has been instrumental in enabling access to CMHC funding and supporting project viability. Similarly, tax sale properties and other pre-existing policies have facilitated land acquisition for non-profit development.

**Process Improvements:** Quick and consistent responses from Concierge and HRIR staff have provided credibility and facilitated successful applications. Recent zoning by-law changes and development-ready lands have supported development, especially for affordable housing projects.

- To overcome the challenges noted above, stakeholders suggested several potential measures to enhance affordability and development feasibility:

**Land Availability and Servicing:** Provide development-ready, properly serviced, and zoned land for non-profit and affordable housing developers. Earmark land for non-profits, minimizing carrying costs until the site is ready for development. Some comments were directed towards City lands being made available for development, but not being remediated or prepared for such an effort, resulting in significant costs for non-profits.

**Permitting and Inspection Improvements:** Streamline inspection processes and consider digital ticketing systems to reduce delays and associated costs. Prioritize non-profit and affordable housing projects within zoning and permitting systems.

**Regulatory Adjustments:** Remove or modify public hearing and plan approval requirements for affordable housing, particularly for sensitive or time-critical developments. Standardize application of building codes to reduce inconsistencies and project delays, or create sub-streams applicable to non-profit housing development specifically to reduce costs and accelerate development timelines.

**Funding and Incentives:** Expand access to layered incentives, including TIF, capital grants, and potential reductions in operating costs or taxes. Consider inclusionary zoning or similar mechanisms to support the creation of affordable units.

**Capacity and Coordination:** Support partnerships between non-profits and private developers, including access to program managers and property management expertise. Designate coordinators or points of contact to improve communication and streamline interactions between developers and municipal staff.

### ▪ **Key Takeaways**

Affordable housing development in Winnipeg faces multiple interrelated challenges, including land scarcity, regulatory complexity, high costs, and, limited funding.

Programs such as the HAF, Concierge service, HRIR, TIF, and capital grants are critical enablers but require expansion, flexibility, and coordination with infrastructure planning.

Strategic actions to improve access to serviced land, streamline permitting, and enhance partnerships could materially accelerate the delivery of affordable housing.

Stakeholders emphasized the need for pragmatic, solutions-oriented approaches that reduce barriers, minimize uncertainty, and support both short-term project success and long-term capacity building in the non-profit housing sector.

## **Preliminary Conclusions**

Feedback gathered across both engagement sessions highlights that while the demand for affordable housing in Winnipeg is acute, stakeholders view the most effective pathway forward as enhancing and refining existing policy tools rather than introducing entirely new, untested mechanisms.

- Participants broadly agreed that municipal programs such as the HAF Concierge Service, the HRIR, Tax Increment Financing (TIF), and capital grants have made a meaningful impact by providing predictability, responsiveness, and financial leverage. However, stakeholders emphasized that these tools require further investment, coordination, and scaling to achieve more consistent outcomes across the housing continuum.
- A recurring theme throughout both sessions was the challenge of accessing development-ready, serviced, and properly zoned land. Stakeholders identified this as one of the most significant constraints to affordable housing delivery. Participants suggested that the City consider land-based policy tools such as a dedicated land bank, land trust, or an earmarked inventory of City-owned parcels that could be prepared and released strategically for non-profit and affordable housing development. Reducing or deferring carrying costs for such sites, and ensuring they are equipped with necessary infrastructure, would materially improve the financial viability of projects and help accelerate delivery timelines.

- While stakeholders recognized the importance of financial incentives, they emphasized that non-financial measures—particularly improvements to permitting, inspection, and approval processes—are equally critical. Many participants described inconsistent application of building codes, regulatory changes mid-application, and lengthy processing times as major cost drivers. Accordingly, there was strong support for process-oriented solutions such as establishing a formal expedited review stream or priority permitting system for affordable and non-profit housing projects.
- Feedback from both sessions also highlights the need for a broader and more inclusive definition of affordable housing that recognizes the full continuum of housing needs in Winnipeg. Stakeholders observed that policy discussions often focus on rental housing, while attainable homeownership—such as single-family homes, townhouses, and condominiums—faces distinct affordability challenges that receive less support.
- Given the rising costs of construction, servicing, and financing, participants stressed the importance of calibrating any new policy tools or requirements to current market conditions. Stakeholders cautioned that measures such as inclusionary zoning or development levies could inadvertently hinder development if not paired with sufficient financial offsets. Instead, layered incentive structures that combine existing tools—such as TIF, HRIR, density bonusing, fee reductions, or property tax relief—were viewed as more effective mechanisms to close affordability gaps while maintaining project viability.
- Another key insight from both sessions was the need to support capacity-building and collaboration across the non-profit and private development sectors. Many non-profit organizations lack the internal resources, technical expertise, and staffing capacity required to manage complex housing developments. Participants suggested that the City play a more active coordinating role, potentially through a formalized affordable housing partnership office or designated liaison, to facilitate connections, share expertise, and streamline project coordination between developers, non-profits, and funding agencies.
- Finally, stakeholders emphasized that stability and predictability in policy frameworks are essential for encouraging investment in affordable housing. Frequent regulatory changes, shifting funding priorities, and evolving program criteria create uncertainty and financial risk for developers. The City’s efforts to establish clear, stable, and transparent policy direction would help build long-term confidence among development partners and improve overall outcomes in the affordable housing sector.

In summary, the consultations suggest that the most effective policy direction for the City of Winnipeg is to refine and expand its existing programs, reduce administrative barriers, and strengthen coordination between departments and partners. A combination of process efficiency, predictable and layered financial supports, and capacity-building measures will provide the foundation for a more resilient, inclusive, and responsive affordable housing system capable of meeting the City’s growing needs.

## Memorandum

**To:** Lissie Rappaport  
 Manager, Housing Accelerator Fund  
 City of Winnipeg

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**From:** N. Barry Lyon Consultants Limited

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**Date:** December 9, 2025

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**RE:** Stakeholder Consultation – Analysis of Feedback

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## Introduction

N. Barry Lyon Consultants Limited ('NBLC') has been retained by the City of Winnipeg to support the City in evaluating potential policy approaches for the creation of affordable housing. The City has limited policy tools available from a regulatory perspective and has been holding collaborative discussions with the development industry to explore potential approaches to co-creating a solution which might allow for a more predictable and meaningful contribution to housing affordability through private sector contributions as part of new residential development.

The following memorandum is intended to highlight the range of policy tools and feedback that have been gathered throughout the stakeholder meetings, as well as to offer high level commentary regarding NBLC's initial perspective on the challenges or opportunities that relate to the strategies being considered.

Disclaimer: This memo has been prepared solely for the purposes outlined herein and is not to be relied upon, used for any other purposes, or by any other party without the prior written authorization from N. Barry Lyon Consultants Limited.

## Meeting 3 – November 19, 2025

In the second engagement session with for-profit developers, participants reiterated the importance of clear, predictable incentives, coordinated infrastructure investment, and streamlined policy frameworks to support both rental and ownership housing. Themes closely aligned with previous sessions, with additional emphasis on infrastructure servicing challenges and the limits of density bonusing in the Winnipeg market.

The session began with City staff providing an overview of the project to date and the role that it plays in delivering affordable/social housing. City staff outlined the goal of the engagement session, to discuss potential tools and policy incentives that could incentivize and support affordable housing, both to increase non-market affordable

housing development and to encourage the inclusion of affordable housing (mixed-income) in market projects led by private developers.

This served as a baseline for discussion throughout the session and highlighted the scope of Winnipeg's role in a post housing accelerate funding environment. Throughout the session, several challenges, opportunities and notable points of discussion arose. We note the following:

- Stakeholders noted the continued feasibility challenges for both rental and ownership projects in a high-cost, low-absorption market.
- A central theme of the discussion was the intense pressure that infrastructure limitations impose on development feasibility. Developers reported that infill areas frequently lack adequate servicing—particularly for drainage, sewer, water capacity, and fire protection—resulting in site-specific infrastructure requirements that far exceed what any individual project can support. Land drainage, sewer, water capacity, and fire flow are recurring limitations.

These constraints have effectively stalled redevelopment in many established neighbourhoods, as small- to medium-scale projects cannot absorb the cost of upgrading infrastructure that benefits entire districts.

Participants stressed that significant, coordinated, upfront public investment in infrastructure is required to unlock development potential, especially if paired with enhanced capital programs and consistent multi-departmental coordination.

The engagement session then shifted to a discussion of potential tools and incentives. The challenges and opportunities are broken down by potential tool:

- Inclusionary Zoning (IZ) and Density Bonusing
  - Consensus was unequivocally negative regarding mandatory IZ, with stakeholders warning that compulsory affordability requirements would reduce supply, elevate market rents, and jeopardize overall feasibility.
  - Winnipeg's market dynamics—where parking demand remains high, community resistance to density is considerable, and servicing capacity is limited—further diminish the usefulness of density bonusing as a meaningful offset.
  - Developers explained that even in greenfield areas, achieving as-of-right density is challenging due to parking ratios and site design constraints, rendering density incentives largely ineffective. The most viable building typology in the current market remains 4–6 storeys, below thresholds that trigger tall building requirements, meaning density tools must align with these practical constraints.
- Development Fees

- The group expressed strong reservations about new or increased municipal fees, arguing that fees would be passed directly onto end users and erode affordability.
  - Developers emphasized the need for the City to undertake a comprehensive analysis of the services already paid for by the development community before contemplating any additional fee mechanisms.
- Public Land
  - On the topic of public land, participants reiterated that unserviced or contaminated sites do not advance affordability goals, as the cost of remediation or servicing often outweighs the benefit of low-cost land acquisition.
  - Stakeholders recommended that the City address these deficiencies before disposition so that publicly owned sites can genuinely accelerate new construction.

Finally, several developers referenced challenges partnering with non-profit groups early in project conception, citing insufficient design and financial readiness among some non-profits, which complicates land sale or joint-venture opportunities.

#### Additional Reflections

- Developers closed the discussion by highlighting the importance of housing renewal in existing neighbourhoods, particularly those experiencing demographic transition and declining school enrollment. They stressed that targeted investment and coordinated planning in these areas could support neighbourhood revitalization while expanding the local housing supply.

### Key Takeaways

The consultation with for-profit developers reaffirmed the critical role that incentives, servicing infrastructure, and policy clarity play in enabling both rental and ownership housing in Winnipeg. Participants emphasized that current market conditions have significantly narrowed the range of viable projects.

- As a result, developers consistently highlighted the need for both upfront capital grants and ongoing TIF support, noting that neither tool alone is adequate for today's feasibility challenges.
- Developers emphasized that capital grants such as the HAF program remain essential, while TIF programs continue to play a central role in underwriting long-term feasibility.
- Several participants highlighted that neither tool alone is adequate under present market conditions; a combined model—offering immediate capital coupled with predictable, long-term tax support—was viewed as the most effective approach.

- Importantly, developers called for higher per-unit incentive amounts, stressing that present levels do not respond to escalating construction, servicing, and financing costs resulting in projects “not pencilling”.
- Participants strongly endorsed an incentive structure that is simple, transparent, and fixed, avoiding sliding scales or unclear formulas. They advocated for criteria that are straightforward, outcomes-based, and reflective of both the depth of affordability and the inclusion of family-sized units, particularly 3-bedroom formats that are increasingly in demand.
- Developers also reaffirmed the need for incentives to apply to both rental and ownership housing, noting that a singular rental focus limits mixed-tenure and homeownership opportunities in the market.

### **Meeting 4 – November 19, 2025**

The session with non-profit housing organizations revealed a complementary yet distinct set of challenges shaped by organizational capacity, access to financing, and the condition of available land. Non-profits emphasized that rising construction costs and lengthy permitting timelines continue to undermine feasibility, particularly for smaller groups with limited operational capacity.

Participants reiterated the importance of TIF, capital grants, and the City’s Concierge service, while calling for more predictable, streamlined, and better-coordinated program design. The following bullets highlight key discussion points and initial analysis from the perspective of NBLC:

The discussion began by highlighting several operational and policy challenges affecting non-profit delivery.

- Many participants identified bridge financing as a key barrier, noting that even modest delays in permitting or funding approvals can jeopardize project timelines and create cash-flow challenges.
- Participants expressed concern about outdated or overly rigid program requirements that impose disproportionate administrative burdens relative to project scale.
- They also voiced frustration with lengthy permitting and inspection timelines, inconsistent code interpretations, and the need for clearer communication and prioritization of affordable housing within municipal processes.
- Many groups advocated for policy adjustments that would streamline approvals for projects serving vulnerable populations, reduce the frequency of public hearings for developments with high public benefit, and establish fast-track permitting or “priority lanes” for non-profit housing.

- When prompted to discuss the range of policies and programs that could be considered, or are currently available, to assist in the delivery of affordable housing, non-profit stakeholders noted the following:

Non-profits uniformly praised the City’s Concierge service as a highly effective component of the development process, noting that it provides essential guidance and coordination across departments. Participants expressed interest in seeing the Concierge model expanded, with broader authority, more direct communication channels, and integration with other levels of government.

- Many endorsed the idea of a single-window, multi-government application process to reduce redundancies and streamline funding and approvals.
- Non-profit groups reiterated the essential role of TIF, capital grants, and HRIR programming in enabling affordable rental development, while noting that TIF, in its current form, is less effective for ownership models.

Longer amortization periods (20–25 years) were viewed as valuable for rental projects, though participants expressed ongoing concerns about inconsistent program timelines and shifting criteria.

Several groups voiced concern that competing with for-profit developers for TIF allocations disadvantages non-profits, given resource constraints and timing challenges. Stakeholders encouraged prioritizing projects with a high percentage of affordable units, rather than focusing on organizational type.

Many non-profits expressed a preference for a hybrid model that included both a baseline fixed incentive package and a competitive overlay based on performance metrics such as depth of affordability or sustainability. Participants also stressed that program transparency—particularly around milestones, timelines, and long-term availability—as essential for responsible planning.

Many organizations also emphasized the importance of capacity-building supports, including program management and property management expertise, as essential to scaling up non-profit housing delivery.

- **Public Land Sales**

- On the issue of public land, non-profits noted that the availability of land is not the primary constraint; rather, the key challenges relate to speed, condition, and readiness. Land acquired through tax sale processes was reported to be frequently delayed, under-serviced, or substantially deteriorated by the time it became available, reducing its utility for affordable housing and increasing pre-development costs.

- Participants expressed strong support for improvements to the processing of tax-sale properties, faster resolution of title issues, and clear servicing plans that ensure sites are build-ready at disposition.
- Several organizations also highlighted the need for earlier access to tax-sale properties to support the preservation and rehabilitation of existing stock.
- Several groups recommended that the City provide access to internal expertise—such as engineering, architecture, or planning staff—to support smaller non-profits which lack the technical capacity needed for development.
- Participants also encouraged digitization of permitting and zoning systems, as well as “front-of-the-line” processing for affordable housing applicants. Interest was expressed in pre-approved or standardized designs for supportive housing to streamline and expedite development

### **Key Takeaways**

Non-profit organizations echoed many of the challenges identified in earlier engagement sessions, noting that financing gaps, land readiness, permitting delays, and operational constraints continue to impede the delivery of affordable housing in Winnipeg.

Should programs such as TIF be implemented in the future, the program should prioritize projects with a high percentage of affordable units, rather than focus on if the proponent is a non-profit or for-profit organization. This would allow non-profit entities to pursue joint ventures with developers in the future.

### **Key Findings and Conclusions**

Across both for-profit and non-profit groups, several themes emerged consistently:

- Both groups emphasized that current incentive levels are insufficient and that a combined model of upfront capital grants and TIF support is essential to support both rental and ownership affordability.
- Stakeholder further emphasized that incentive programs must be predictable, transparent, adequately funded, and easy to navigate, with clear criteria and increased support levels to reflect today’s construction and financing environment.
- Non-profits highlighted the need for further affordability metrics that prioritize unit outcomes rather than developer type in future city programs, identifying the role that joint-ventures could play in Winnipeg’s housing market.
- Infrastructure capacity remains the most significant barrier to new development, especially in infill areas, and stakeholders urged the City to adopt a coordinated, city-wide servicing strategy paired with targeted infrastructure grants.

- Both sectors stressed that land alone does not catalyze development unless it is fully serviced, remediated, and entitled.
- There was strong consensus that mandatory inclusionary zoning is not viable in Winnipeg’s market conditions, and that density bonusing offers limited practical value unless supported by infrastructure and realistic parking requirements.
- Finally, all participants stressed the importance of improved permitting timelines, better inter-departmental coordination, expanded use of the Concierge service, and policy reforms that reduce uncertainty and support pipeline stability.

## Appendix B – Detailed Housing Market Assessment

The following section provides an overview of the broader macro-level factors that have been driving residential demand and population growth in the City of Winnipeg. This will include all notable housing trends, information on forecasted population and housing growth, as well as commentary on market forces that are likely to impact Winnipeg’s high-density residential market in the coming years.

This section also provides a detailed assessment of the City’s condominium and rental apartment markets, which will illustrate key growth characteristics, pricing trends, and provide market inputs for use in the proforma analysis to follow later in this report. The information, data, and findings presented in this section of the report will be used to identify affordability challenges and to evaluate programs and policies.

### 6.9 Macroeconomic Market Context

#### 6.9.1 *Winnipeg’s Growth Continues to Outpace Provincial and National Averages*

As of the 2021 Census, the City of Winnipeg’s population totalled 749,607 persons, rising 12% (85,990 persons) during the 10-year period since 2011. As noted in **Table 1**, between 2016 and 2021 the City of Winnipeg’s population rose by 6.3%, above the provincial average (5.0%) and national average (5.2%).

**Table 1**

Five-Year Population Growth Rate 2006 to 2021 Census Periods				
Census Year	City of Winnipeg	Winnipeg CMA	Manitoba	Canada
2006	2.2%	3.5%	2.6%	5.4%
2011	4.8%	5.1%	5.2%	5.9%
2016	6.3%	6.6%	5.8%	5.0%
2021	6.3%	7.2%	5.0%	5.2%

*Source: Statistics Canada*

Winnipeg's demographic profile between 2011 and 2021 indicates the rise of two distinct demographic groups: students and first-time home buyers (between the ages of 20-39) and downsizers (between the ages of 55-79). The balance of growth in both age groups is reflected in its average median age of 39, which is lower compared to Canada’s median age of 42.

As identified in **Table 2**, the 20-24 and 25-39 age cohorts expanded rapidly, respectively growing 16% and 21% (+35,780 persons) between 2011 and 2021, outpacing the city’s

overall population growth of 13%. We note that this matches the provincial trends, where Manitoba is recorded as the youngest province in terms of median age. To this end, there are 1.05x Winnipegger’s aged 15 to 24 for every potential retiree aged 55 to 64.

Similarly, those aged between 55-64 and 65-79 grew by 14% and 45% respectively (+40,995 persons) over the same period. When combined, these four age cohorts represent 55% of the population. While some older adults may choose to downsize to smaller properties or rental accommodation, many older adults are aging in place, stalling the circulation of single-family homes to newer segments of the population.

**Table 2**

Population Age Distribution City of Winnipeg, 2011-2021				
Age Group	City of Winnipeg			
	2021	%	Change 11-21	
0-19	166,840	22%	10,660	7%
20-24	56,365	8%	7,895	16%
25-39	163,815	22%	27,885	21%
40-54	141,305	19%	-3,580	-2%
55-64	93,965	13%	11,360	14%
65-79	94,845	13%	29,635	45%
80+	32,480	4%	2,145	7%
<b>Total / Average:</b>	<b>749,615</b>	<b>100%</b>	<b>86,000</b>	<b>13%</b>

*Source: Statistics Canada*

**6.9.2 Winnipeg is Forecast to Grow by Up to 253,000+ Persons to 2049**

The City of Winnipeg released updated population projections for the City and Census Metropolitan Area (CMA) in August 2025. As per the new projections, the City’s population is anticipated to reach nearly 1,002,700 persons by 2049. We note that this target has been revised downward from earlier population estimates, largely due to the anticipated decline in immigration targets set by the federal government.

On a straight-line basis from the 2021 population estimate, this represents an increase of approximately 230,400 persons or 8,200 persons per year over

**Table 3**

Housing Demand Forecast City of Winnipeg	
<b>Population</b>	
2021 Population	772,300
2049 Population (Forecast) <sup>1</sup>	1,002,700
Increase 2021 to 2049	230,400
Avg. Annual Increase (2021 to 2049)	8,229
<b>Households</b>	
2021 Households	300,430
2049 Households (Forecast) <sup>2</sup>	398,057
Increase 2021 to 2049	97,627
Avg. Annual Increase (2021 to 2049)	3,487

*1: City of Winnipeg 25-Year Population, Housing and Employment Projections*  
*2: Estimated with a total number of persons per household of 2.36.*  
*Source: Statistics Canada and City of Winnipeg*

this period (**Table 4**). Immigration is expected to account for most of the residential growth, with the population to trend marginally older. However, it is not clear how revised immigration targets and adjustments to international student migration will affect this outlook for the City (discussed in more detail to follow).

The same report does not provide updated household forecasts. Instead NBLC utilized a metric of 2.36 persons per household referenced from previous economic forecasting reports<sup>4</sup>. With this household size assumption, the City of Winnipeg is expected to grow by approximately 97,627 households between 2021 and 2049. This translates to an average annual housing need of over 3,480 units. This is less than what has been delivered over the past decade (4,524 units average annually).

### **6.9.3 Non-Permanent Residents and Immigration are Key Drivers of Population Growth**

Since the early 2010's, Winnipeg's population growth has been primarily driven by immigration, alongside modest contributions from natural increase and non-permanent residents. As illustrated in **Figure 1**, these components of growth remained relatively stable through the 2010s until the onset of the Covid-19 Pandemic.

During this period (i.e., pre-pandemic), immigration inflows were steady, typically ranging from 10,000 to 13,500 newcomers annually, while natural growth remained small but positive. In contrast, internal migration consistently showed a net loss, with more residents leaving Winnipeg for other parts of Manitoba or Canada than moving in, a trend that persisted throughout the decade.

The onset of the pandemic in 2020 disrupted the city's historical growth pattern, with a visible contraction in overall growth. Beginning in 2021, overall population growth contracted as interprovincial and intraprovincial migration losses deepened, averaging nearly 7,600 persons annually between 2022 and 2024, well above both the five-year (6,800 persons) and ten-year (5,900 persons) averages. Immigration also decreased in 2021 in response to pandemic lockdowns.

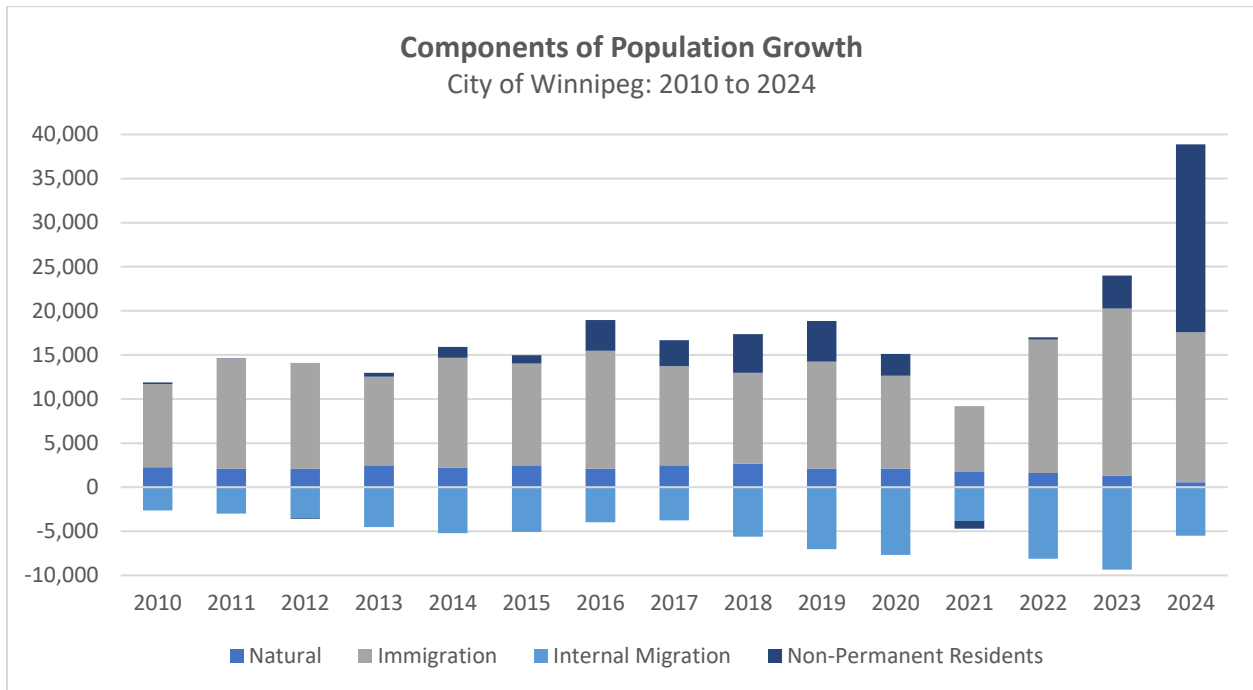
After the pandemic-induced dip in 2021, Winnipeg experienced a rapid rebound in immigration, which expanded rapidly in 2023 and 2024. Also, in response to labour shortages, as well as the rapid growth of international students attending Canadian post-secondary institutions, non-permanent residents ('NPR') increased significantly, growing by ~21,302 persons by. Together, these groups accounted for virtually all of the city's population growth during this period.

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<sup>4</sup>The Conference Board of Canada: Long-Term Population, Housing and Economic Forecast for Winnipeg

Looking ahead, there are indications that this growth may moderate. Recent federal policy shifts, including reduced immigration targets and caps on NPR admissions, could slow population growth and modify Winnipeg’s source of future population growth, which has long focused on newcomers as its primary growth engine. Any such slowdown may have broader implications for the city’s economic, housing, and social development, as population growth directly influences demand for housing, services, and labour market participation.

**Figure 1**



Source: Statistics Canada

#### **6.9.4 Federal Immigration Policies Could Impact Residential Market Moving Forward**

In 2023, Canada welcomed over 471,700 new immigrants, surpassing the federal government’s target of 465,000. This comes after a previous record-breaking 437,000 people became permanent residents in 2022. In addition to permanent residents, temporary migration to Canada also surged in recent years, with a net increase of over 800,000 non-permanent residents in 2023.

The majority of these non-permanent residents were temporary workers responding to labour market needs in the different provinces and territories, followed by international students<sup>5</sup>.

<sup>5</sup> Statistics Canada.

While Canada relies on immigrants to boost its economy and address its rapidly aging population, record-high population growth (largely attributed to temporary residents) has put further pressure on the already tight housing supply. In response, the federal government has set limits on the number of temporary residents and reduced targets for new permanent and non-permanent residents.

In its 2025-2027 Immigration Levels Plan, Canada announced that it will reduce the number of temporary residents to 5% of the population by the end of 2026 from the current 6.2%. This will result in Canada's temporary resident population to experience net reductions in 2025 and 2026, from an increase of more than 800,000 persons in 2023<sup>6</sup>. The government also announced that permanent resident (immigration) targets would be reduced from the 500,000 annual target announced in the previous Immigrant Plan to 395,000 in 2025, 380,000 in 2026, and 365,000 in 2027.

These reductions will have a significant impact on Canada's growth in the coming years, projected to result in a marginal population decline of 0.2% in both 2025 and 2026, before returning to modest growth of 0.8% in 2027.<sup>7</sup> How these changes will impact the Winnipeg market specifically remain to be seen but given that a large proportion of immigrants and non-permanent residents settle in Winnipeg, this will likely have an impact on near-term housing demand.

### **6.9.5 The City's Real Estate Market has not been Affected by Rising Borrowing Costs**

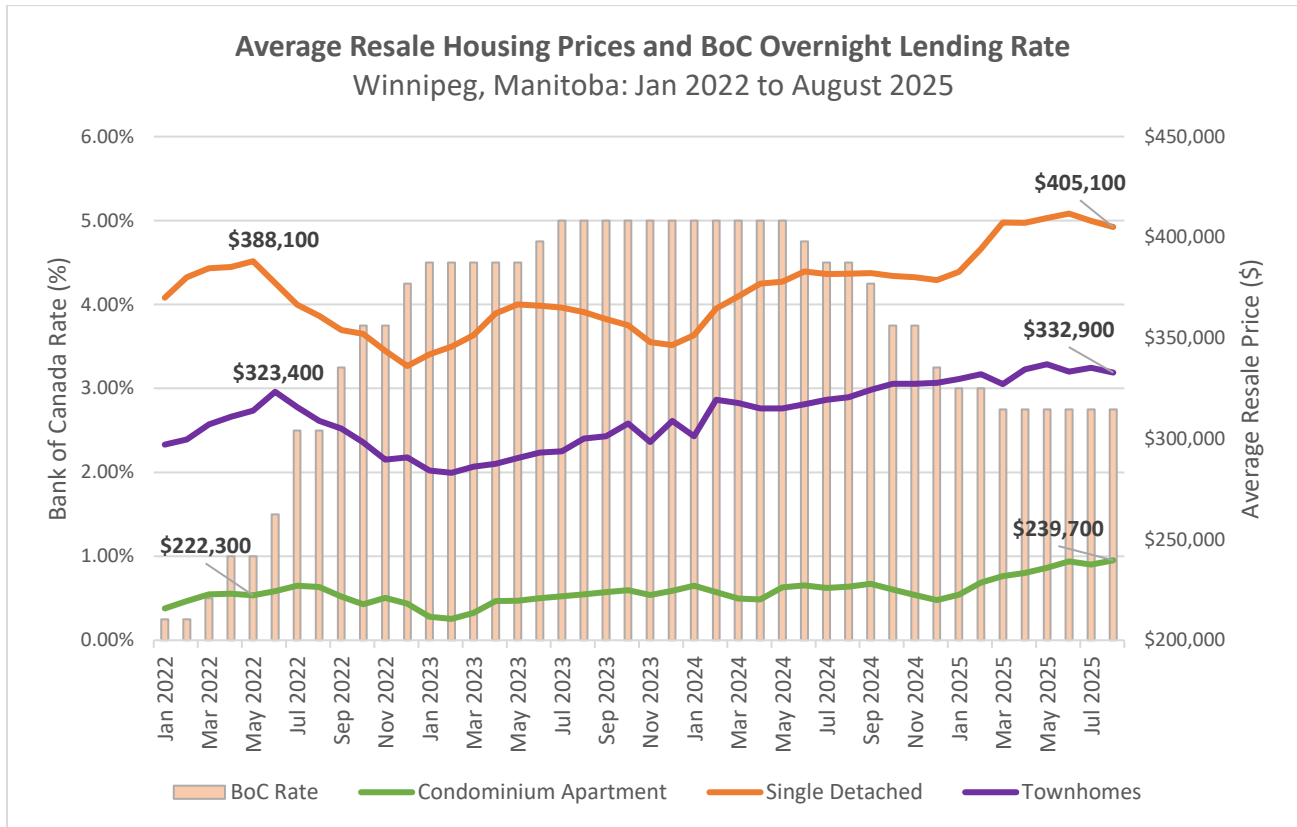
To tackle rising inflation, the Bank of Canada ('BoC') increased the overnight lending 10 times over the course of 2022 and 2023. In Canada's highest value markets (e.g., Toronto, Vancouver), this led to a significant reduction in pricing and homes sales, with these markets still not recovering as of 2025. While Winnipeg's market reacted as rates first began to increase in 2022 with a rapid decline in home values, pricing quickly rebounded and has accelerated since this time (**Figure 2**).

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<sup>6</sup> CBC News: Federal Government Aiming to Shrink Temporary Residents' Share of Population by 2027 (March 2024).

<sup>7</sup> Government of Canada News Release – October 24, 2024: Government of Canada reduced immigration.

Figure 2



Source: CREA-MLS Home Price Index, Bank of Canada.

More recently, the Bank of Canada has reversed course, lowering rates from 5.0% in June 2024 to 2.5% by September 2025, a reduction of 250 basis points. Bolstered by these cuts, home values for all housing types have increased, with prices increasing more rapidly for single-detached and condominium apartments. Condominium apartment values have increased 6% year over year as of September 2025, with resale pricing for all housing types increasing about 4% from the early-2022 peak.

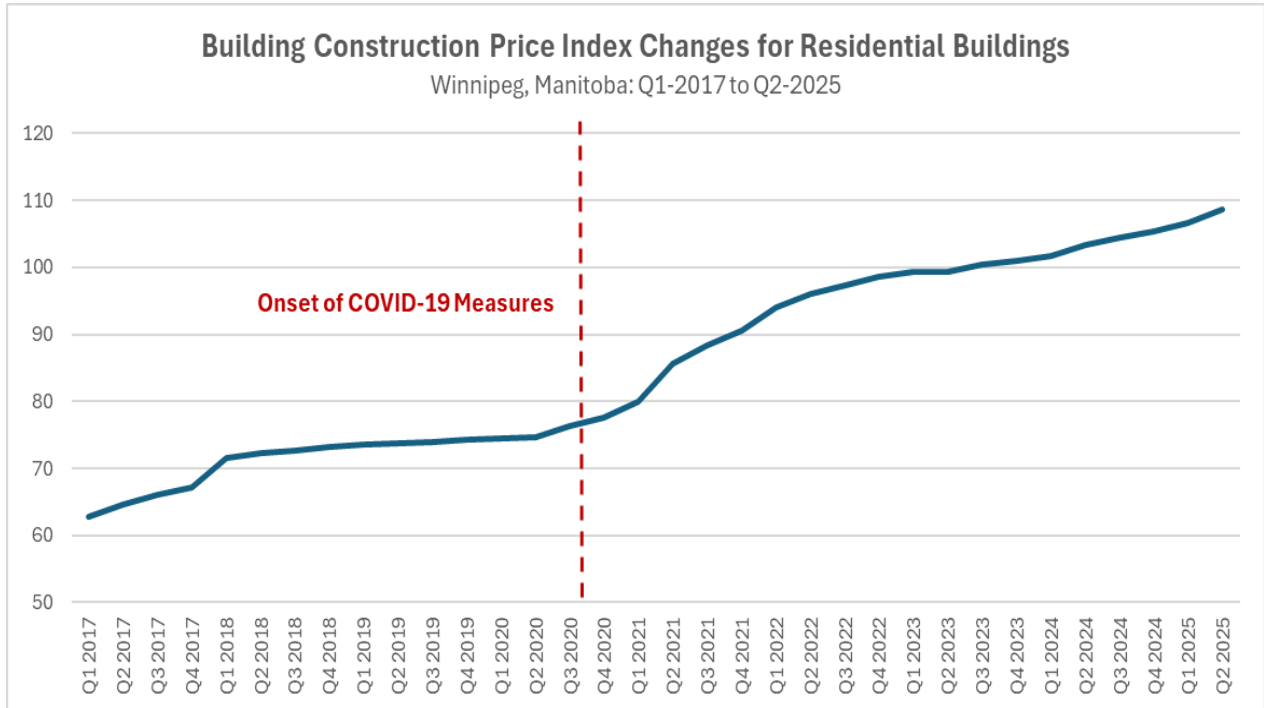
### 6.9.6 Construction Costs Have Increased Rapidly Since the Pandemic

A significant input into a developer’s proforma are construction costs. A major factor influencing market trends is the relationship between development costs and revenues. Residential construction costs increased modestly in Winnipeg prior to the COVID-19 pandemic, with the Building Construction Price Index (“BCPI”)<sup>8</sup> for residential buildings increasing by an annual average of less than 6% between 2017 and 2020 (Figure 3) with increases around 4% prior to this. While this average increase was above inflation and general

<sup>8</sup> Statistics Canada’s Building Construction Price Index (“BCPI”) measures changes in prices that contractors charge to construct a range of new buildings. This includes the value of all materials, labour, equipment, overhead, and profit to construct a new building.

CPI, it was nonetheless a moderate increase that was generally outpaced by growth in home prices. This situation allowed developers to continue developing new housing with limited impacts to feasibility, which resulted in continual housing construction over this period.

**Figure 3**



Source: Statistics Canada

However, construction costs started increasing dramatically by the start of 2021 with the BCPI for residential buildings increasing by an annual average of 13%, with an overall increase of 87% between 2020 and 2025. This significant increase in construction costs can be explained by several factors, which include:

- Major disruptions to global supply chains due to the global pandemic and major conflicts abroad.
- Extraordinary demand for high-density housing, in part due to higher than average immigration growth, which has resulted in rising home prices
- A shortage of skilled labour, tied to retiring workers and a lack of new entrants into the relevant industries.
- A surge in inflation, which was also driven by high housing demand and supply chain issues.

While some industry experts are expecting the pace of construction inflation to moderate in the near-term, most do not expect that they will fall substantially back to pre-pandemic levels.

This will have an impact on the feasibility of new development, with higher costs placing a strain on the developer's proforma.

Importantly, higher interest rates have also impacted construction borrowing costs, which have further increased development costs for developers.

### **6.9.7 *Tariff Threats from United States Create Additional Market Uncertainty***

On the heels of a period of market uncertainty driven by high inflation and increased interest rates, escalating trade tensions between Canada and the United States present additional risk to economic stability and consumer confidence.

Tariffs, supply chain disruptions, and shifting trade policies could impact key industries, employment levels, and overall economic growth, which in turn could influence both housing demand and the ability of builders to provide housing at attainable prices.

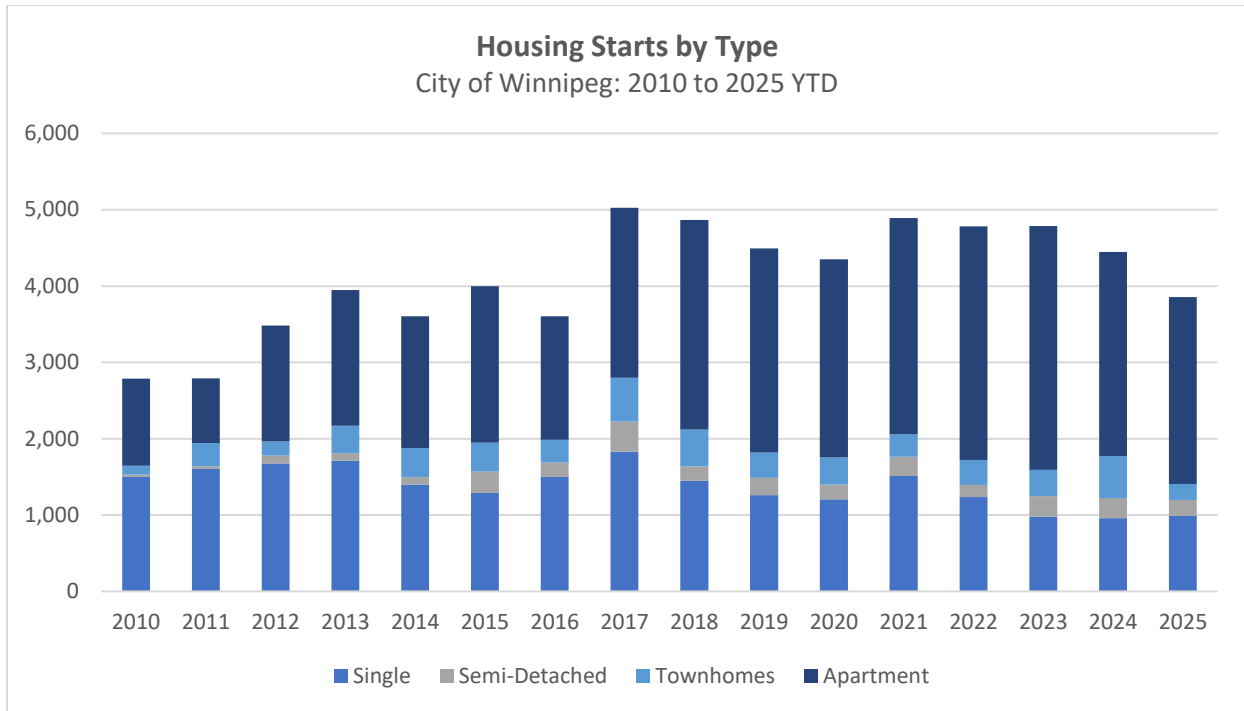
Prolonged economic uncertainty commonly results in cautious consumer behaviour, affecting both residential absorptions and pricing. If residents need to spend more of their income on everyday purchases due to tariffs, and if prices of other big-ticket items (like cars) increase, households will have less to spend on housing and in some cases may delay decisions related to homeownership, as well as upsizing/downsizing.

### **6.9.8 *Housing Starts Remain Unaffected by Inflation and High Interest Rates***

Over the past decade, the City of Winnipeg has averaged approximately ~4,500 housing starts per year, with the most recent five-year period seeing an average of about ~4,600 housing starts (**Figure 4**). This is 61% above the average of 2,800 starts per year from the previous decade. Looking ahead, on a straight-line basis, should starts continue at their current pace year to date, 2025 is set to have the highest housing starts on record.

Despite broader national volatility driven by high inflation, rising costs, economic uncertainty, and elevated interest rates, Winnipeg's housing market has remained remarkably stable. As identified later in this report, Winnipeg has not experienced the same acceleration in home prices and development activity as other communities in Canada, but has also so far avoided the crash that is now plaguing many of these cities (e.g., southern Ontario, Greater Vancouver Area, Calgary, etc.). Developers have continued to advance projects at a pace aligned with local demand and moderate population growth, demonstrating the city's resilience and the durability of its underlying housing market. This stability suggests that Winnipeg's market is insulated, to some degree, from the more pronounced cyclical swings observed in other Canadian urban centres.

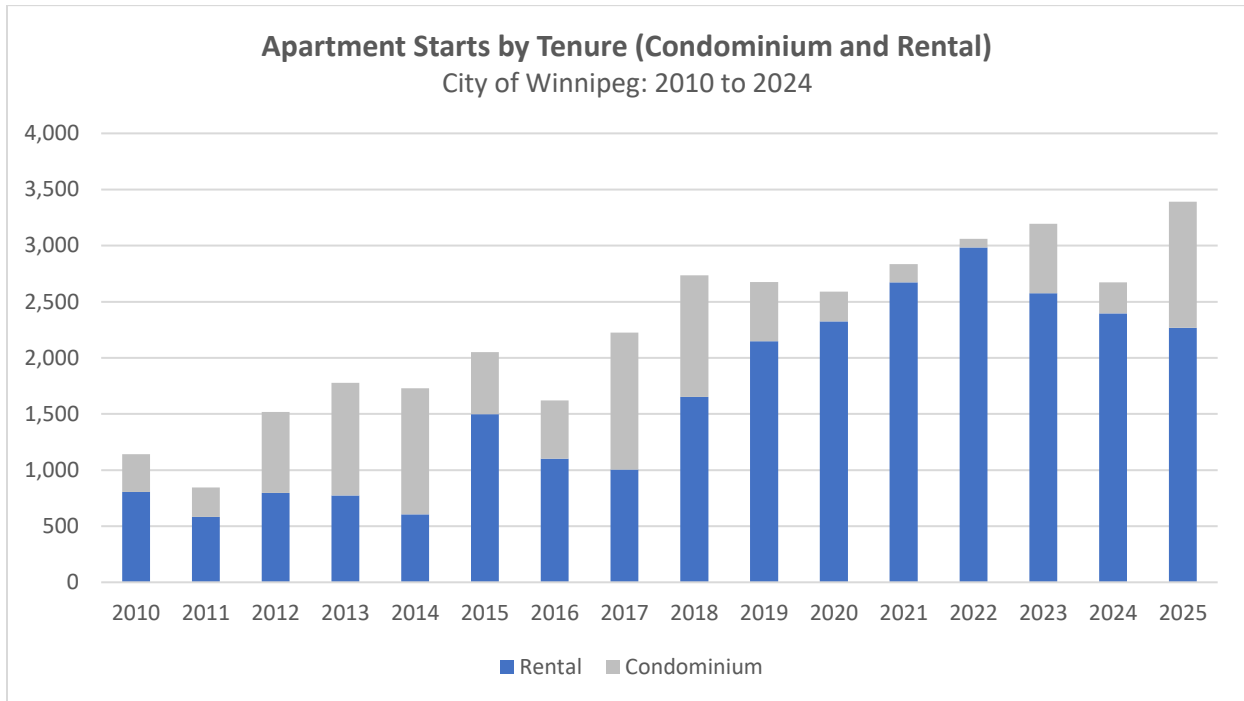
**Figure 4**



Source: CMHC Housing Portal

In terms of tenure, Winnipeg’s apartment housing starts over the past decade reflect a gradually shifting composition between rental and condominium construction (**Figure 5**). Where condominium projects were more common in the ten-year period leading up to 2018, rental units now dominate the apartment market, representing almost 80% of all apartment units delivered in the City since 2020. Rental housing has increased due to strong demand tied to the characteristics of the City’s growth (e.g., younger and older populations, immigrants, NPR), affordability challenges, government incentives and programs, and a growing developer focus on long-term rental supply.

**Figure 5**



Source: CMHC Housing Portal

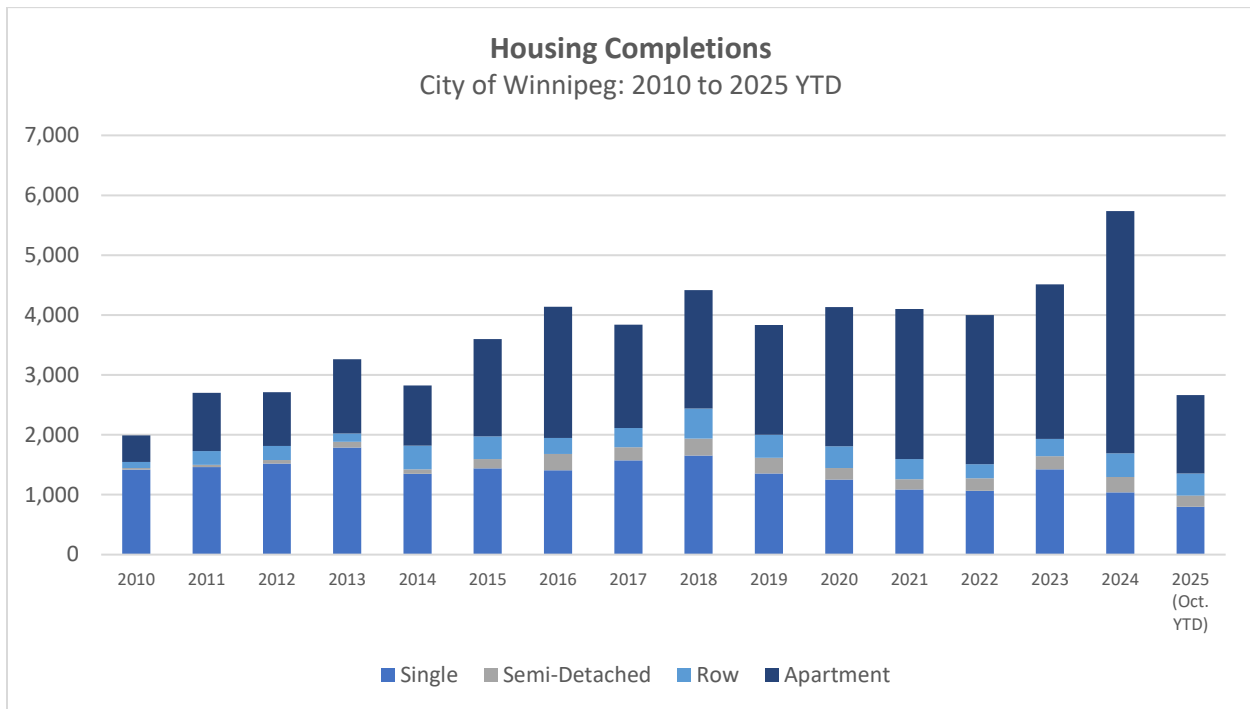
**6.9.9 Apartment Dwellings Lead the Market for Housing Completions – Predominantly as Rental Apartments**

Housing completions in the City of Winnipeg have trended upward in each successive five-year period since 2001. Between 2020 and 2024, the city averaged 4,496 homes annually, with a peak of 5,738 completions in 2024 (**Figure 6**). By comparison, annual completions averaged 3,965 units between 2015 and 2019, and nearly 2,697 units annually in the period prior to 2014.

As of the 2021 census, the city had approximately 172,800 single-detached homes, representing 58% of the housing supply, with apartments accommodating roughly 30% of the City’s total housing supply. However, from 2016 to 2025, over 52% of housing completions were in apartment format, with only 31% developed as single-detached homes. As identified in **Figure 6**, the majority of these apartments are advancing as rentals. While single-family homes still play an important and ongoing role in the market, newer housing has shifted to multi-unit, higher-density development.

This shift reflects the evolving demographics of demand in Winnipeg, particularly the influence of younger newcomers as well as seniors and older populations who demand rental housing in apartment forms. In addition to government programs and incentives encouraging rental development, the City’s policies encouraging intensification and higher densities is also playing a role.

**Figure 6**



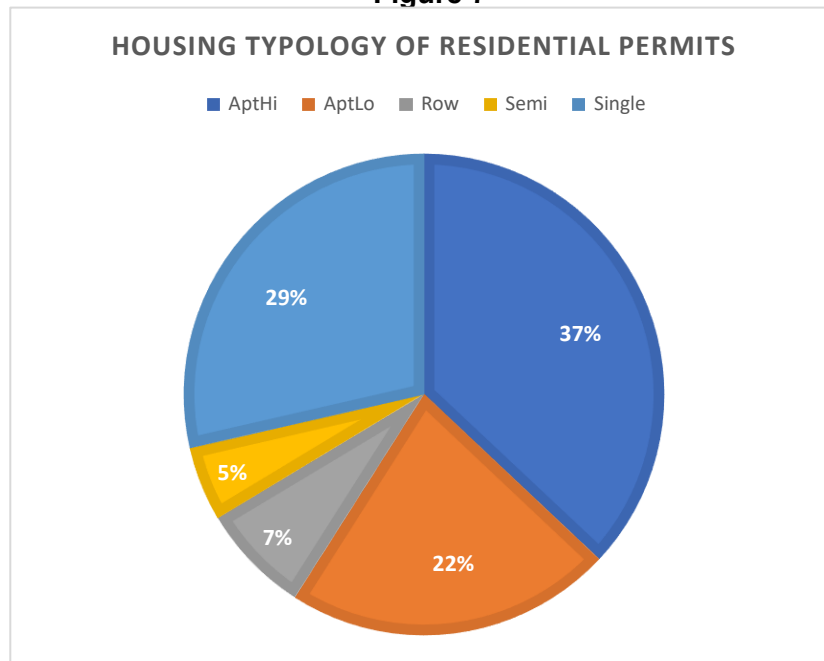
Source: CMHC Housing Portal

### 6.9.10 Building Permits Confirm a Shift to Apartment Dwellings

Consistent with the city’s long-term growth trajectory, the City of Winnipeg’s building permit data highlights the increasing prominence of apartment dwellings in shaping the city’s housing landscape. Since 2014, apartment housing has accounted for 24,900 new dwelling units, or 59% of all proposed housing units (**Figure 7**). In contrast, single and semi-detached homes represent a comparatively smaller share of total new housing units. This disparity highlights the increasing efficiency and density of multi-unit developments and indicates a gradual structural shift toward higher-density, infill-oriented growth patterns within the city’s established urban framework.

From a market standpoint, this trend reflects both changing consumer preferences and shifting investment strategies. Rising construction and land costs, evolving demographic dynamics, and greater demand for rental housing have supported the viability of multi-residential projects, particularly in areas with strong access to transit, amenities, and employment. Developers are increasingly targeting apartment formats not only for their scalability, but also for their long-term income stability in a market characterized by moderate yet consistent population growth.

Figure 7



*Source: City of Winnipeg Housing Data*

### 6.9.11 Development is Occurring both Centrally and in Suburban Areas

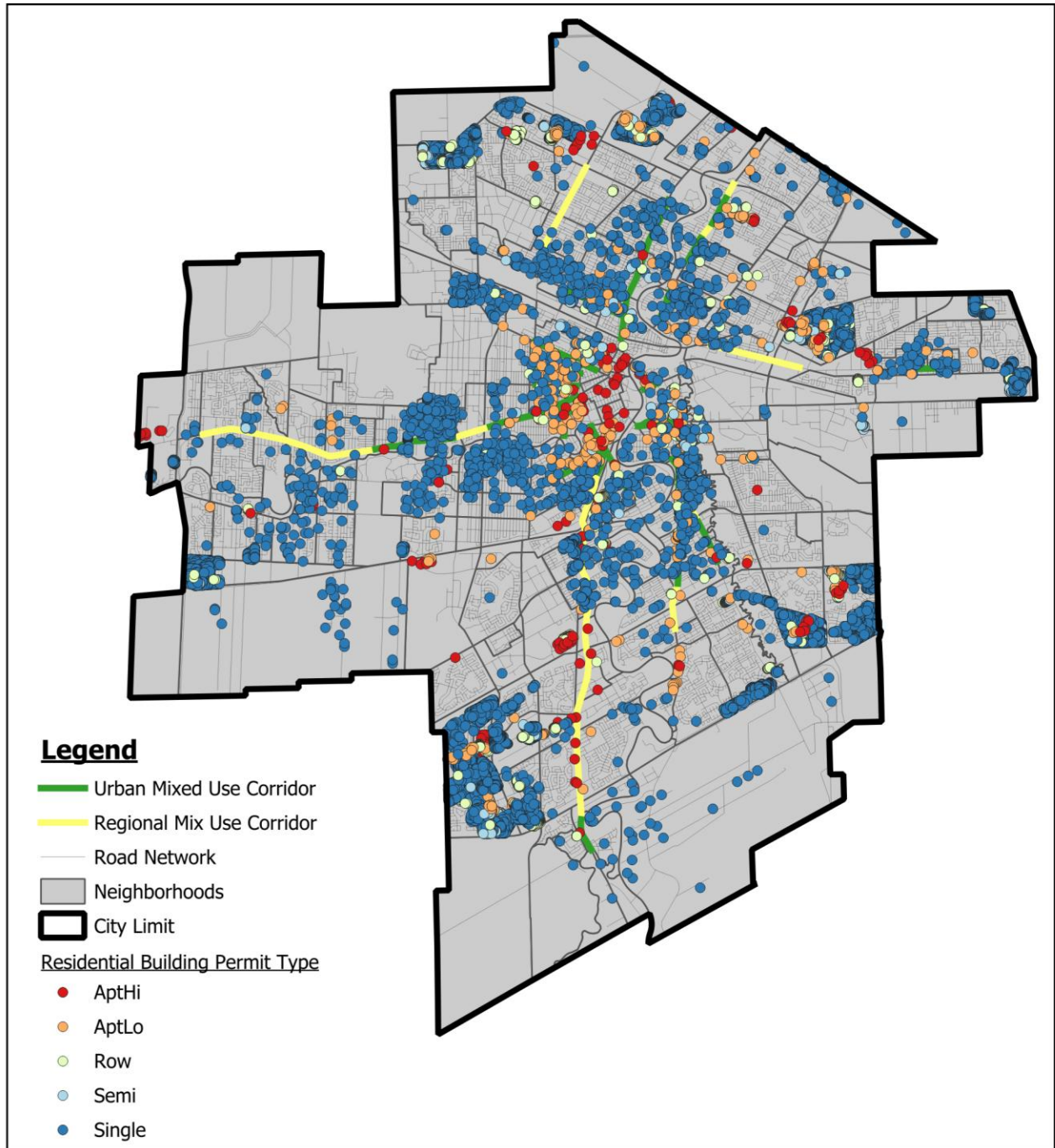
Winnipeg's general development pattern consists of the highest density residential housing in and around the Downtown, corridors, and major node areas, with lower housing density in suburban areas occurring through new subdivisions. Most of the recent growth has been concentrated near the City's edges in new neighbourhood greenfield areas, and in and around the Downtown and Mature Communities areas – as presented in **Figure 8**. Also as shown in **Figure 8**, while there is a concentration of both high- and low-rise apartments within and adjacent to the Downtown and corridor areas, there is also a significant number of apartments being constructed in new suburban communities

To further isolate the development patterns of apartments, **Figure 9** illustrates that Winnipeg's mid- to high-rise apartments are concentrated primarily in the Downtown and surrounding area, near the edges of the Intensification Area, and along arterial roads – with the largest increase in development occurring in the Tuxedo Industrial, Fairfield Park, Regent, Leila North, and Colony neighbourhoods. Low-rise apartments on the other hand (**Figure 10**), shows a more even distribution across the city, including in more suburban and established low-density residential areas.

This pattern highlights an important market dynamic: while the City of Winnipeg has actively promoted downtown revitalization through incentive programs and planning policy, which has been successful in attracting new development, much of the City's actual residential

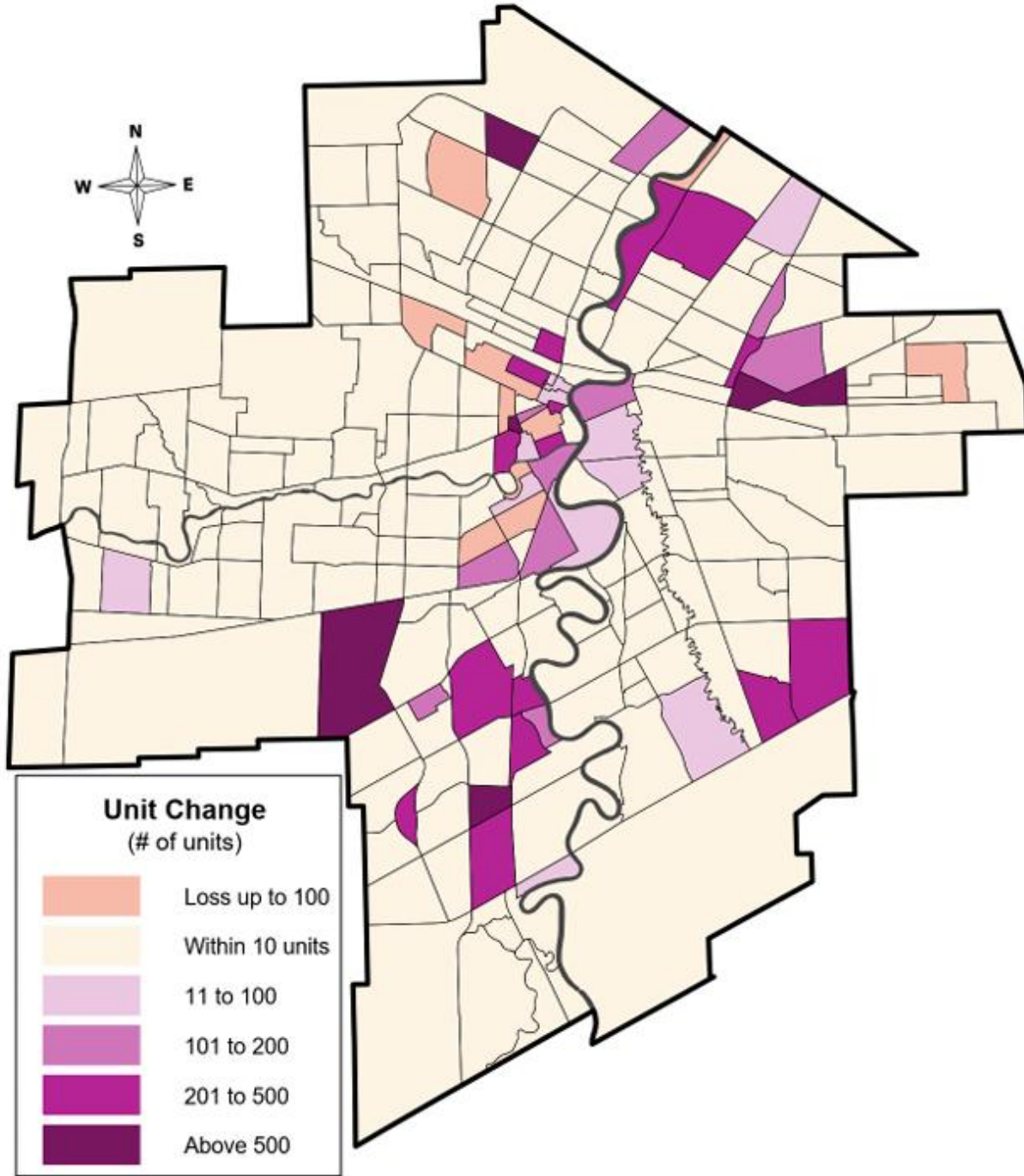
development activity has materialized in other areas of the City. While this is due to a number of interrelated factors, it remains an important consideration when developing new housing policy and incentives.

**Figure 8: Historical Distribution of Residential Building Permits, from 2014 to 2024.**



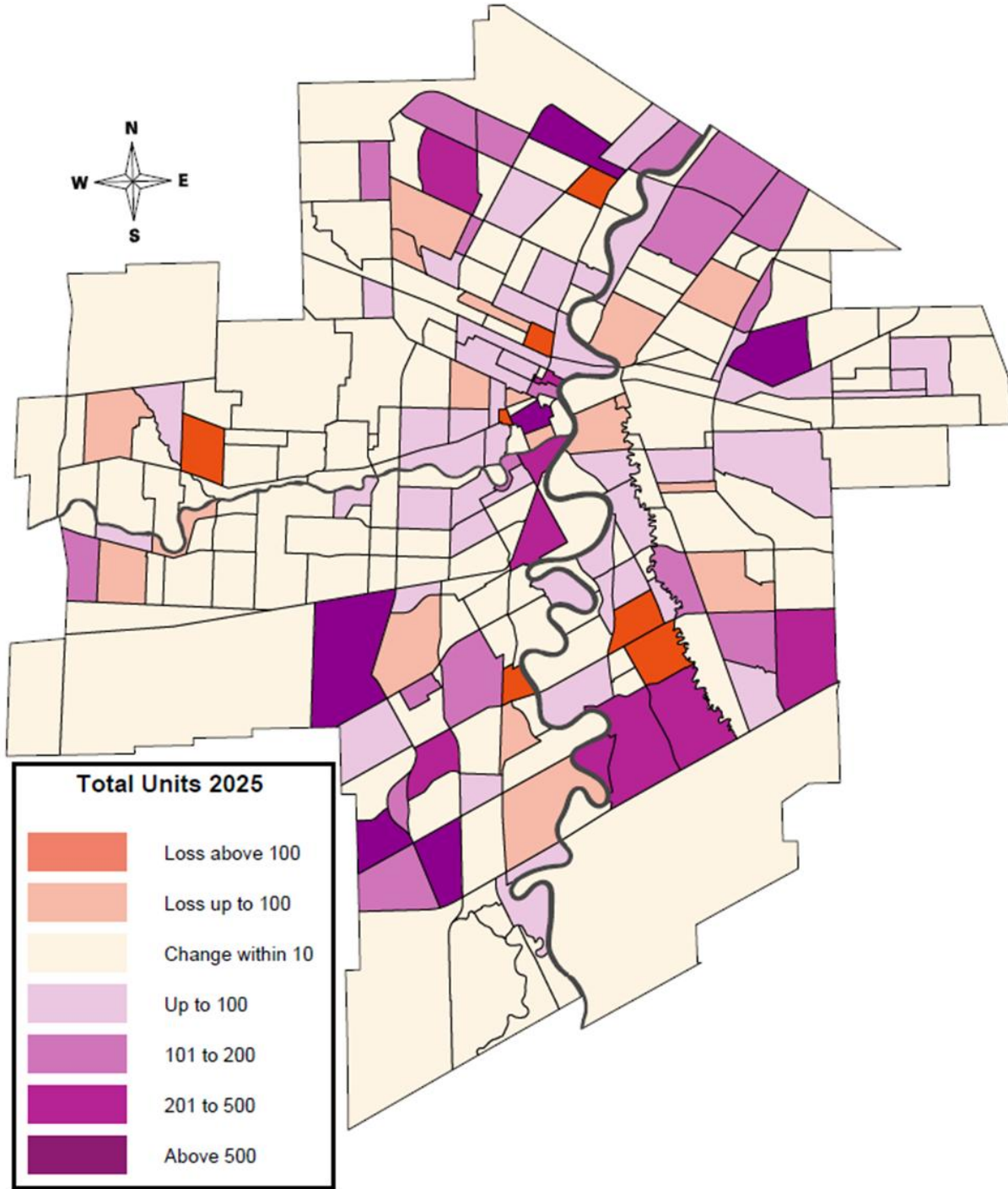
Source: City of Winnipeg

**Figure 9: Change in number of units in mid- to high-rise apartment buildings by neighbourhood, Winnipeg, 2016 to 2025**



Source: City of Winnipeg Housing Needs Assessment

**Figure 10: Change in number of units in low-rise apartments by neighbourhood, Winnipeg, 2016 to 2025**



Source: City of Winnipeg Housing Needs Assessment

### **6.9.12 Infrastructure Challenges Constrain Development**

Infrastructure-related costs continue to pose a significant barrier to residential and mixed-use development in Winnipeg, as identified through stakeholder consultation in support of this project. Both for-profit and non-profit stakeholders interviewed by NBLC emphasized that these costs significantly affected project feasibility and strategic decision-making.

Non-profit housing providers noted that high infrastructure costs limit their ability to participate in infill development and address affordable housing needs. Additionally, many available infill parcels require significant servicing or remediation before development, further increasing costs and financial risk.

Insufficient infrastructure, coupled with pre-development funding gaps, further constrains the feasibility of centrally located projects. Both stakeholder groups emphasized that piecemeal infrastructure upgrades limit project scale and delay timelines, particularly in infill areas, and that a strategic and coordinated approach by the City is needed.

### **6.9.13 A New Federal Initiative to Deliver Affordable Housing at Scale**

The federal government announced Build Canada Homes in September 2025 as a new agency dedicated to accelerating the delivery of affordable and rental housing. Backed by an initial \$13 billion investment, the program will leverage federal and public lands and expand the use of prefabricated (modular) construction to speed up timelines and reduce construction costs.

Early actions include six federally owned sites in major cities (Dartmouth, Longueuil, Ottawa, Toronto, Winnipeg and Edmonton), targeted to delivery roughly 4,000 modular homes. The initiative also established the Canada Rental Protection Fund (\$1.5 billion) to help acquire and preserve at-risk rental housing.

For developers, Build Canada Homes could help reduce land costs, streamline approvals, and open new partnership opportunities. As of November 12, 2025, Build Canada Homes announced that Winnipeg will be one of the first cities to receive funding to build affordable housing at scale. Requests for Qualifications are being accepted for the partial redevelopment of the Naawi-Oodena property, a partnership between Treaty One First Nations and Canada Lands Company to create an inclusive community respecting Indigenous culture while addressing Canada's housing needs. The site will provide approximately 2,100 homes, with the Canada Lands parcel earmarked as the first project, with a goal of providing 330 homes<sup>9</sup>.

### **6.9.14 Future Outlook**

Overall, Winnipeg's housing market is characterized by remarkable resiliency and stability, with housing construction advancing in a predictable manner supported by strong growth

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<sup>9</sup> Build Canada Homes Accelerates Affordable Housing in Winnipeg - Canada.ca

patterns. While most of the City's development is occurring in the suburbs and other non-central locations, downtown investment has increased with support by the City through both an enabling policy framework as well as incentives. The City's overall housing supply is also transitioning towards higher density apartments in a variety of forms (e.g., low, mid-, and high-rise), market locations (including suburban areas), and is predominantly rental in tenure.

Looking forward, the City's growth is likely to be impacted by the recent changes to immigration and NPR targets over the near-term, in addition to rapidly rising construction costs that can impact the feasibility of new housing, particularly higher density forms of housing. However, it is important to identify that the City has largely avoided the rapid market acceleration, and subsequent housing market collapse that many other major Canadian markets are currently experiencing. As such, while these factors may impact the City's economy and housing market over the short-term, the longer-term fundamentals remain strong.

## 6.10 Ownership Market Analysis

Winnipeg's ownership market has traditionally been anchored by single-detached housing forms, driven by their market appeal and relatively affordable price point. In recent years, however, the market has seen fewer single-detached homes and an increased share of semi-detached and townhomes, which is a natural market response to rising prices with developers responding by introducing smaller and more affordable housing options. As discussed in **Section 2.1**, housing supply has largely increased through apartment development, however this has predominantly been through rental apartments rather than condominiums.

The following section provides a more detailed assessment of the characteristics of Winnipeg's new ownership housing market, reviewing condominium, townhouse and single-family home sales before comparing both new and existing (i.e., resale) home prices.

### 6.10.1 Condominium Development Is Few and Far Between

As shown previously in **Figure 8**, condominium apartments represent only a small share of recent apartment starts in Winnipeg. This reflects the city's continued preference for low-density ownership housing, which remains relatively affordable compared to many Canadian markets. As a result, condominium demand is concentrated among lifestyle-oriented buyers, particularly seniors and downsizers seeking maintenance-free living, rather than driven by affordability pressures.

NBLC's survey of actively marketing condominium apartment projects (i.e., new developments, currently in pre-construction sales) confirms the limited level of new supply entering the market. As of this reporting period, only three actively selling condominium apartment developments were identified citywide.

Importantly, no active condominium projects are located within the downtown or inner-city areas (**Figure 11**). Instead, new developments are concentrated along key suburban corridors and within greenfield locations, indicating developer preference for lower-risk environments where land and construction costs are more manageable, and market absorption is more predictable. Historically, downtown condominium development has occurred primarily through adaptive reuse or conversion of existing buildings rather than new construction, underscoring the challenging economics of infill development in Winnipeg's core areas.

### 6.10.2 New Condominium Pricing Driven by Building Materials and Product Positioning

Across the three actively marketing projects — *The Bank Condominiums*, *Sienna Condominiums*, and *Le Parc I & II*— average pricing is approximately \$433 per square foot, equating to roughly \$389,000 for a one-bedroom unit and \$550,000 for a two-bedroom, with

an overall project average of \$471,000. Monthly absorption remains modest at approximately two units per project, indicating a soft demand environment for new condominium products.

As summarized in **Table 5**, these projects are modest in scale, ranging from five to six storeys and comprising 66 to 137 units each. Notably, both *The Bank* and *Le Parc* developments are constructed in concrete and positioned as luxury riverfront offerings, contributing to higher price points. Overall available units across the new condominium segment span a broad range—from approximately \$279,000 to \$1 million—and are primarily one- and two-bedroom layouts. Parking and storage are generally included in the purchase price.

**Table 5**

Surveyed Actively Marketing Condominium Apartment Projects Under Constructed and Standing Inventory Developments, as of November 2025							
Project Name	Storeys	Units	Available Unit Information				Price Per Square Foot
			Average Unit Size (sf)	Average Pricing	Minimum Price	Maximum Price	
<b>Under Construction Developments</b>							
The Bank Condominiums	6	69	1,230	\$533,000	\$374,900	\$939,900	\$433
Le Parc I & II	5	66	1,155	N/A	N/A	N/A	N/A
Sienna Condominiums	6	137	1,231	\$409,117	\$279,950	\$514,950	\$332
<b>Total/ Average:</b>	<b>6</b>	<b>91</b>	<b>1,205</b>	<b>\$471,058</b>	<b>\$279,950</b>	<b>\$939,900</b>	<b>\$433</b>
<b>Newly Constructed Developments</b>							
Bloom & Timber	5	187	1,065	\$353,000	\$247,000	\$383,349	\$331
Grand Pacific Gardens	6	94	855	\$333,500	\$264,900	\$364,900	\$390
Sage Creek Condominiums	5	73	1,350	\$496,500	\$399,900	\$559,900	\$368
<b>Total/ Average:</b>	<b>6</b>	<b>118</b>	<b>1,090</b>	<b>\$394,333</b>	<b>\$247,000</b>	<b>\$559,900</b>	<b>\$390</b>

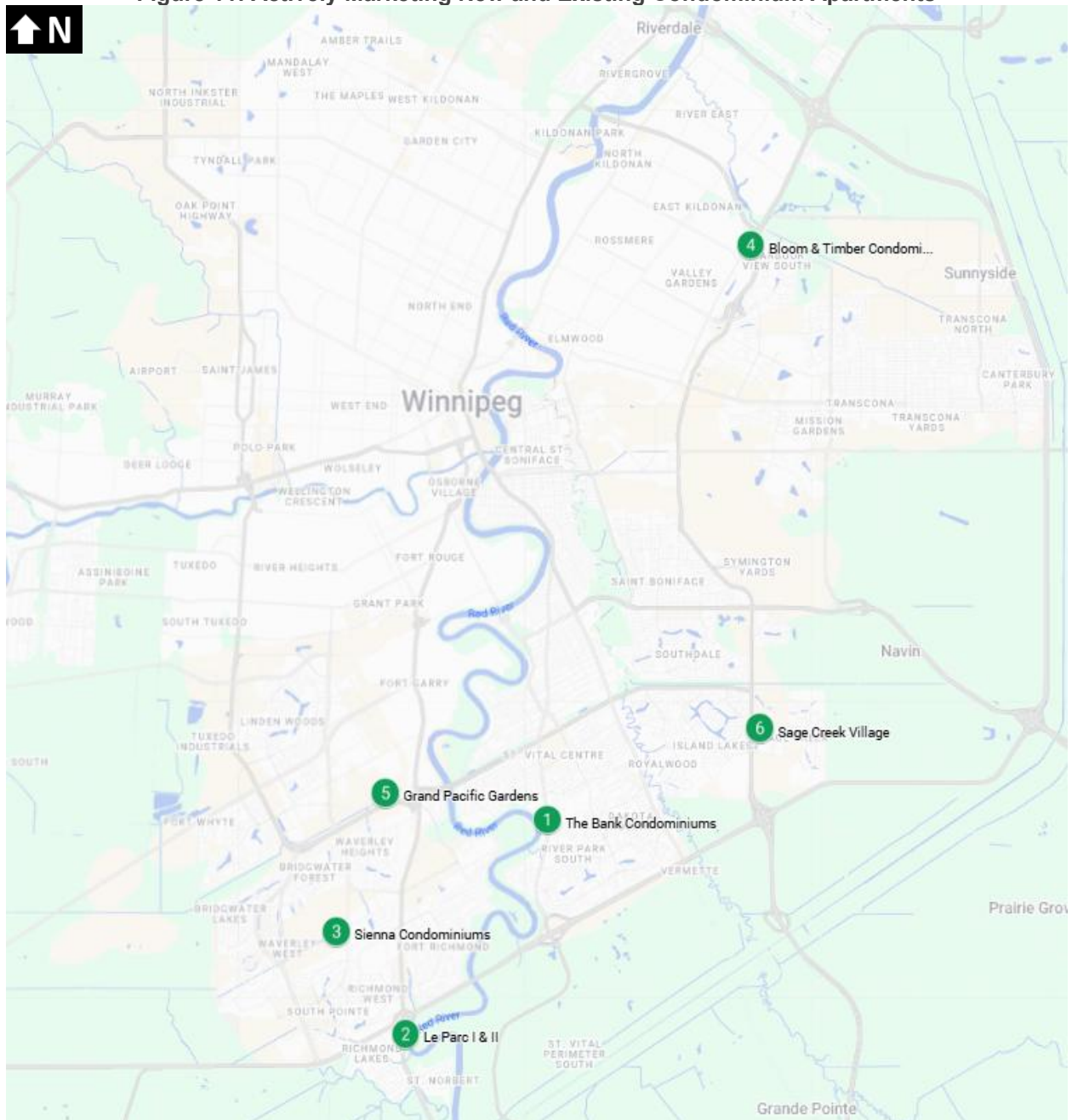
*Source: Project Marketing Materials*

### 6.10.3 Newly Constructed Condominiums Remain Affordable, But In Less Appealing Locations

To complement this survey, NBLC also reviewed pricing for recently completed condominium apartments (2024 onwards). Three developments—*Bloom & Timber Condominiums*, *Grand Pacific Gardens*, and *Sage Creek Gardens*—were identified with available units (**Table 5**). Pricing in this segment averages \$390 per square foot, approximately 11% below the actively marketing under-construction projects. Typical prices are \$256,000 for one-bedrooms, \$360,000 for two-bedrooms, and around \$550,000 for three-bedrooms (available only in *Sage Creek Gardens*).

Despite the lower price points, these resale units are only modestly smaller, averaging 771 sf for one-bedrooms and 1,028 sf for two-bedrooms. This suggests that the under-construction projects are targeting a higher-end segment, offering superior finishes, concrete construction, and premium locations, particularly along the riverfront. Conversely, the newer resale condominiums are predominantly wood-frame suburban products, resulting in lower construction costs and more attainable pricing.

**Figure 11: Actively Marketing New and Existing Condominium Apartments**



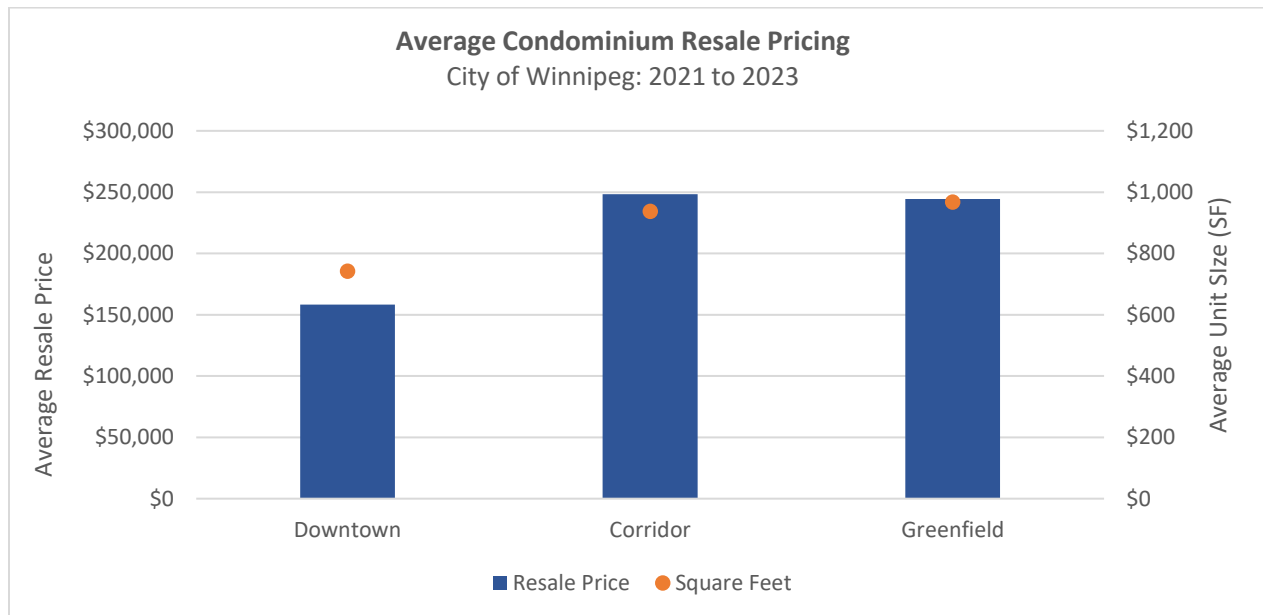
Source: Project Marketing Materials

### 6.10.4 The Resale Condominium Market is Strong, but Geographically Dependent

To supplement the results from the newly constructed condominium developments, NBLC surveyed resale condominiums across the city to better characterize the existing condominium market. As of September 2025, resale condominium apartments averaged \$298,000, representing a 7% increase year-over-year and an 11% increase relative to the five-year average. The price band between \$200,000 and \$299,999 continues to dominate, accounting for 34% of total transactions<sup>10</sup>. Average months of inventory declined to 2.2, a material improvement from the 6 to 8 months recorded in 2019. Inventory has remained relatively stable between 2 and 4 months since the beginning of the pandemic, signalling tightening resale supply despite weak new-build activity.

However, we note that market performance varies significantly by location. As illustrated in **Figure 12**, downtown condominium units are priced on average 32% below the overall surveyed average, reflecting diminished demand and the older supply of housing. By comparison, greenfield and corridor-based product is priced approximately 6% above the surveyed average. We note that this trend aligns with the median household income data provided by Statistics Canada, indicating fewer high-income households in neighbourhoods within the downtown, with average incomes rising along corridors and into greenfield locations. Unit size differentials also partially explain these findings, with downtown resale condominiums averaging 742 square feet, compared to an average of 950 square feet in suburban greenfield and corridor areas.

**Figure 12**



Source: City of Winnipeg Property Tax Assessments

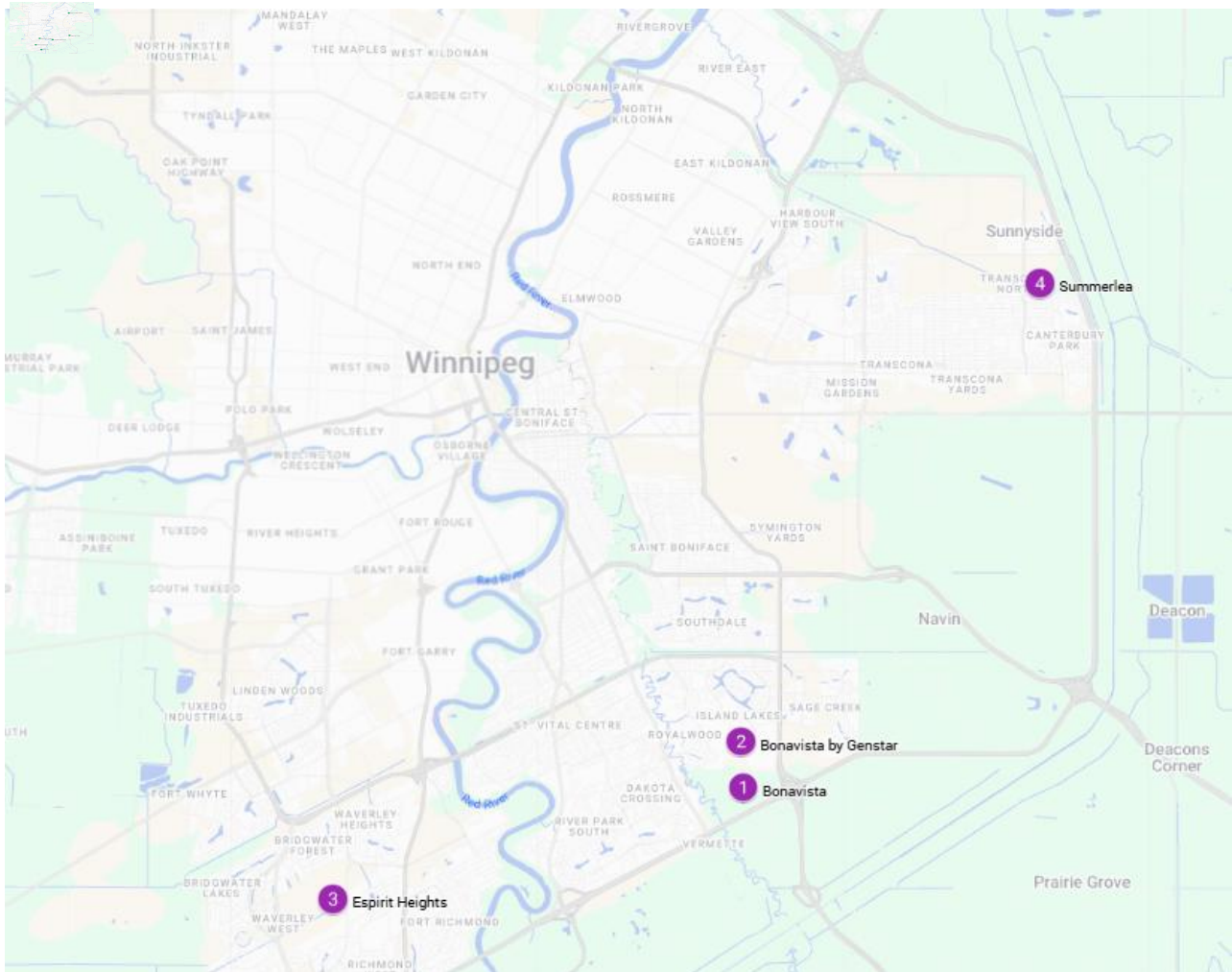
<sup>10</sup> Winnipeg Regional Real Estate Board Sales by Category | CREB Statistics

**6.10.5 Townhouses Are a More Affordable Alternative for End Users**

In parallel with the condominium survey, NBLC identified four actively selling townhouse communities: *Bonavista*, *Bonavista by Genstar*, *Esprit Heights*, and *Summerlea* (**Figure 13**). We note that these projects are all located within master-planned communities.

Unit sizes range from 1,300 to 2,300 square feet with an average price of approximately \$305 per square foot, or about \$432,000 per unit. Given comparable pricing to condominium apartments yet substantially larger unit sizes, townhouse products are capturing a wider buyer pool that includes young families, move-down purchasers, and seniors seeking low-maintenance ownership. This format is considered both a more desirable living option and a more feasible development product within prevailing market conditions. All identified townhouse projects are similarly situated within greenfield locations, included within phased master planned communities.

**Figure 13: Actively Marketing New and Existing Condominium Apartments**



Source: Project Marketing Materials

### **6.10.6 Single-Detached Homes are also a Prevalent Housing Form with Strong Market Demand**

As will be discussed in **Section 3.2**, detached and semi-detached homes – both new and resale – continue to be affordable to a large portion of Winnipeggers. Where this trend continues, demand amongst high-income and upper-end of moderate-income households, particularly couples and families, will continue to be for low-density homes in the new greenfield subdivisions located along the city’s outskirts. Meanwhile, other moderate-income households would likely purchase a resale low-density home or condominium unit, most likely located within the City’s established neighbourhoods.

Young couples and established families will form the backbone of demand for this housing type, while the relative affordability of low-density homes when compared to local incomes and to other major cities in Canada will likely perpetuate continued demand among aspiring homeowners. However, continued price increases for this housing type may continue to push demand towards denser housing types, such as townhomes and apartment units.

Complimenting the survey of new condominium and townhouse units, NBLC surveyed under construction single-family homes across Winnipeg. Most new low-density homes are located in subdivisions just outside of the city’s built-up area, with subdivision projects like *Sage Creek*, *Devonshire Park* and *Grande Pointe Meadows* building detached and semi-detached homes across multiple phases of development. These homes are significantly more expensive compared to those in established communities. While our survey identifies a newly-built detached home as being priced at approximately \$598,000, the Winnipeg Real Estate Board notes the year-to-date average sale price for a resale detached home in Winnipeg is roughly \$453,000<sup>11</sup>. This is a pricing gap of 28%, or almost \$145,000 between new and existing homes.

Notwithstanding the above, there is also a significant supply of detached homes in Winnipeg that can be purchased for well below the above average, including many below \$200,000<sup>12</sup>.

### **6.10.7 The Pricing Gap Between New and Existing Housing Continues to Widen**

Combining the survey data collected by NBLC across single-detached, townhouse and apartment housing, the pricing differential between new and resale housing in Winnipeg continues to grow, reflecting both rising construction costs and evolving buyer preferences. As shown in **Table 6**, the average price gap between new and existing homes across all housing types now stands at 27%, with notable variation by housing form.

<sup>11</sup> Winnipeg Regional Real Estate Board, October 2025 Market Analysis

<sup>12</sup> There are currently 140 detached homes in the City listed for sale below \$200,000.

As mentioned above, single-detached homes, the most common form of ownership housing in Winnipeg, show a 32% price gap, with new builds averaging \$598,216 compared to \$453,000 for resale homes. This widening difference reflects the higher cost of land and construction materials, as well as the preference among new homebuyers for larger lots, modern layouts, and energy-efficient features concentrated in suburban areas.

Townhomes exhibit a more modest 14% price gap (\$432,500 for new versus \$378,000 resale), suggesting that this segment offers relatively attainable entry points for ownership. The smaller differential indicates that resale townhomes remain competitive with new supply, helping to sustain steady demand in established neighbourhoods where infill development is limited.

The condominium apartment segment, however, shows the largest disparity with new units averaging \$517,000, which is 73% higher than resale condominium apartments at \$298,000. This substantial gap is primarily attributable to the higher cost of concrete construction in surveyed under-construction developments, newer building amenities, and limited new condominium supply. As previously discussed, condominiums have comprised only 8% of new apartment delivery over the past five years and represent only 30% of all apartment units constructed since 1990. The scarcity of new condominium product has contributed to upward pricing pressure in the new-build segment, while the resale market remains more affordable but largely concentrated in older stock.

Overall, the data suggests that the ownership housing market in Winnipeg is becoming increasingly segmented. New housing is oriented toward higher-income buyers and located predominantly in expanding suburban areas, while existing housing continues to provide more affordable options within established neighbourhoods. This widening pricing gap highlights the growing challenge for first-time buyers to access new housing and highlights the ongoing importance of maintaining a diverse mix of housing forms to support affordability and choice within the city’s ownership market.

**Table 6**

Average Pricing for New and Resale Housing Units City of Winnipeg, As of November 2025			
	New Pricing (\$)	Resale Pricing (\$)	Pricing Gap Between New and Resale (%)
Single Detached	\$598,216	\$453,000	32%
Townhomes	\$432,500	\$378,000	14%
Apartments	\$517,000	\$298,000	73%
<b>Total/ Average:</b>	<b>\$476,730</b>	<b>\$376,333</b>	<b>27%</b>

*Source: Project Marketing Materials & Winnipeg Regional Real Estate Board*

## 6.11 Rental Market Analysis

The following subsection provides an overview of the rental housing market in Winnipeg. This includes commentary on macro-level data from CMHC, as well as a survey of available rental inventory in the primary (purpose-built) and secondary (privately leased) rental markets.

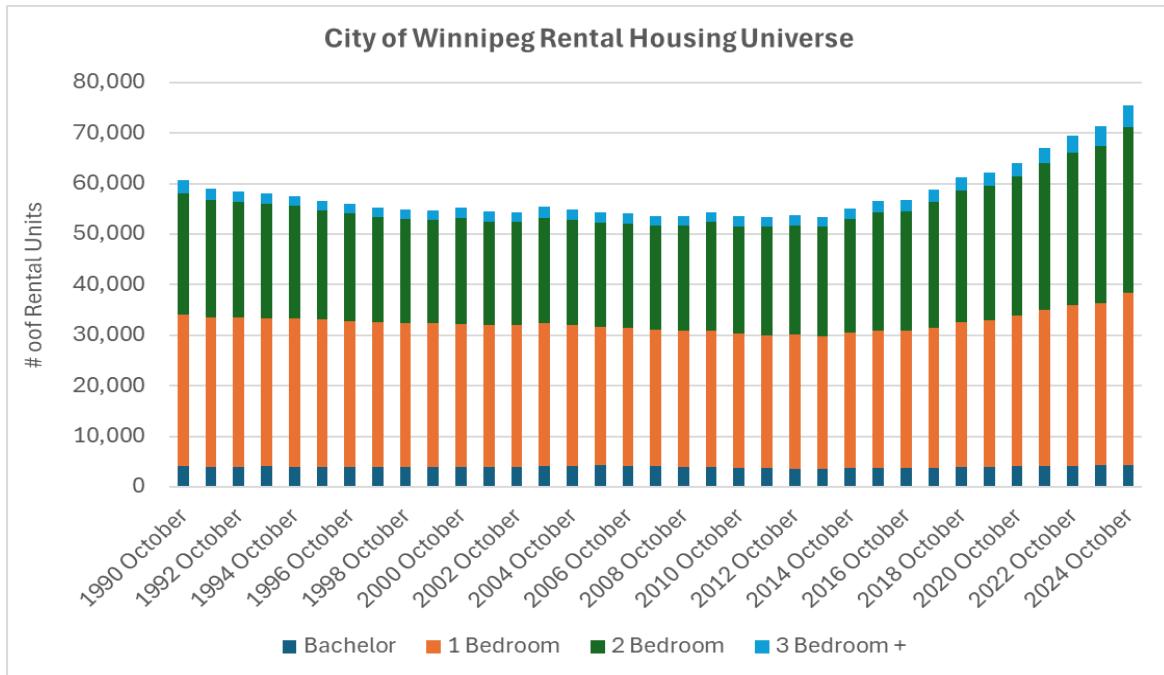
### 6.11.1 The Rental Universe Is Growing

Historical trends highlight the cyclical nature of Winnipeg's rental housing supply. As illustrated in **Figure 14**, the City's rental stock consistently decreased between 1990 and 2013 from 60,703 to 53,417 units, representing a 12% decrease over this period. Since this time, the rental market began expanding significantly, reaching over 75,500 rental units as of 2024. This represents the total rental supply.

In terms of new delivery, the change in the total rental supply represents an average of roughly 2,000 new apartment units annually since 2013, with over 4,000 new apartments in 2024 alone, which confirms the housing supply trends identified in Section 2.1 earlier. Of the 75,500 rental units, 22,000 rental apartments were created since 2013. Of this amount, 50% have been two-bedroom units, 35% have been one-bedroom units, 10% have been three-bedrooms, and less than 5% have been studios.

This growth in rental construction has been enabled by a lack of rental development and a shrinking rental supply combined with sustained growth from groups who typically demand new rental housing. New supply has also been enabled by low-cost loans provided by CMHC, other federal incentives (e.g., waiving of HST on new rental construction), as well as municipal incentive programs.

Figure 14



Source: CMHC

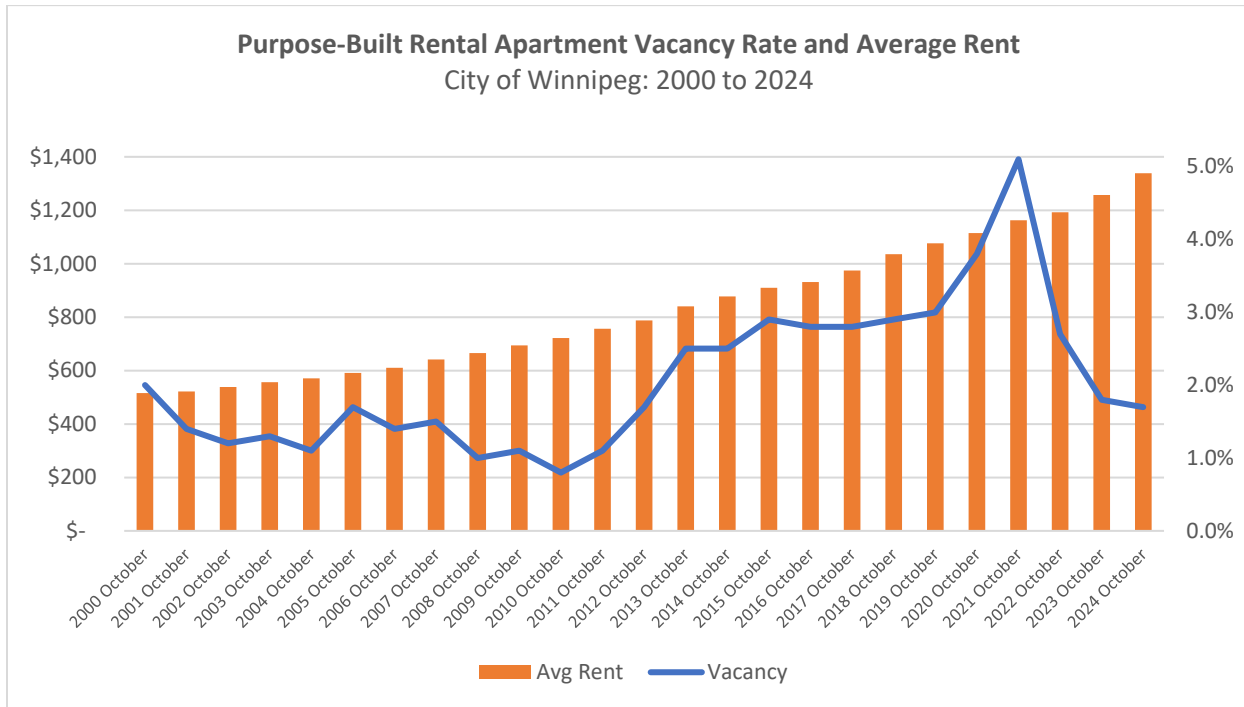
### 6.11.2 Despite Ongoing Construction, Tight Market Conditions are Driving Rent Growth

According to CMHC, monthly rental rates in Winnipeg have steadily increased from approximately \$722 per month in 2010 to nearly \$1,340 per month in 2024 (**Figure 15**). This represents an 85% increase over this period, or roughly 5% on an average annual basis. Rents have accelerated more rapidly in recent years, increasing by 7% and 5% in 2024 and 2023, respectively.

However, it is important to note that CMHC’s reported figures are not fully reflective of prevailing market conditions. Because CMHC incorporates both older units and newly constructed properties, as well as both vacant and occupied dwellings the resulting averages tend to understate current rents. To address this, a supplemental market rent survey has been undertaken to characterize true market conditions.

Conversely, Vacancy rates have shown greater volatility over the same period. Averaging close to 2.0% for much of the previous decade, vacancy spiked to over 5.0% in 2021, coinciding with the onset of the COVID-19 pandemic. This surge was followed by a sharp decline to below 2.0% in 2023, suggesting a tightening of rental supply in the aftermath of pandemic-related disruptions. By 2024, vacancy rates remain depressed at 1.7%, marking the lowest level since 2011, signalling constrained conditions that will continue to place upward pressure on rents. This limited vacancy in spite of the City’s recent surge in rental housing construction, indicates unmet demand remains.

Figure 15

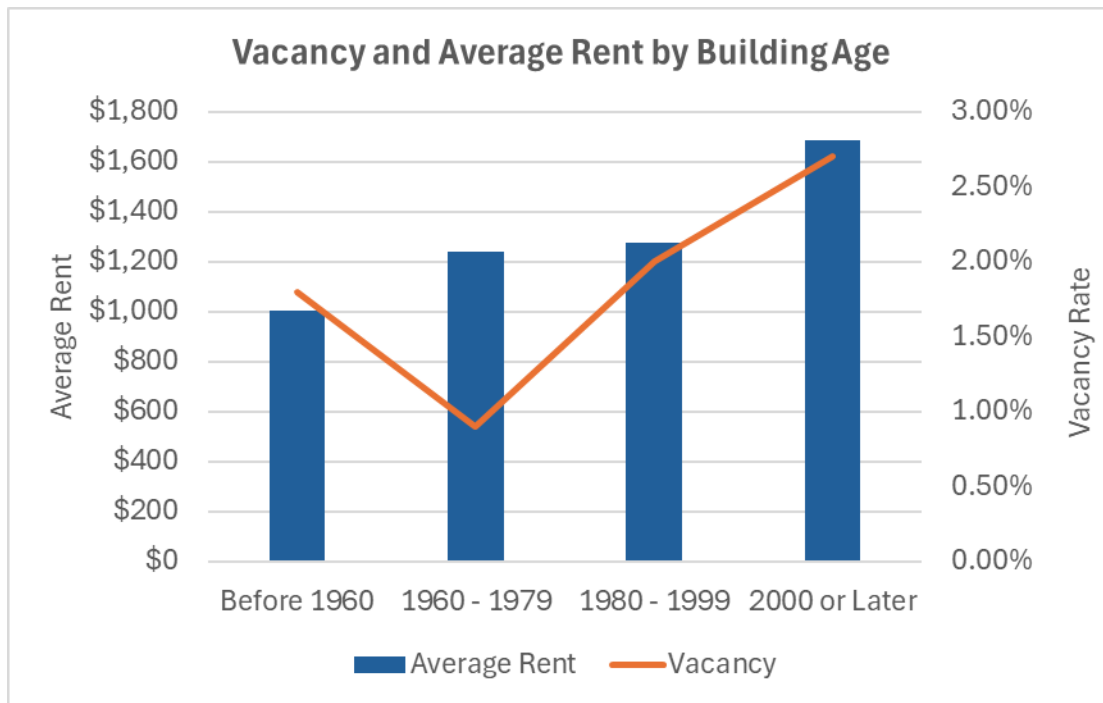


Source: CMHC

Rental housing constructed after 2000 commands a significant premium relative to older stock, reflecting improvements in unit quality, energy efficiency and amenities. As of 2024, units in post-2000 buildings rent for approximately \$1,680 per month, compared with roughly \$1,200 for buildings constructed between 1960 and 1999, and \$1,000 for pre-1960 construction (**Figure 16**).

Vacancy patterns provide further insight into renter price sensitivities, with the tightest vacancy observed in the older and more affordable stock – signalling strong demand for this housing. As of October 2024, units constructed before 1960 and between 1960-1979 averaged vacancy rates of 1.8% and 0.9% respectively. Units built between 1980 to 1999 averaged a 2.0% vacancy rate. Conversely, the vacancy rate for newer and more expensive rental housing displays the highest vacancy rate of 2.7%. We note that for each construction period, vacancy rates remain well below balanced market conditions of 3% - 5%.

Figure 16



Source: CMHC

### 6.11.3 Corridors and Greenfield Sites remain Desirable for Developers and End Users

To better understand the market for available rental units, NBLC conducted a rental apartment survey in September 2025, recording all actively leasing rental units across the city. The location of buildings surveyed is shown in **Figure 17**, with summary data shown in **Figure 18**.

The survey reveals distinct stratification in average monthly rents and vacancies depending on location in the City, unit type, and the age of rental buildings. These variables help explain current renter preferences and the financial performance of newer versus older supply. As identified, we have sorted the properties into rental buildings constructed post-2020 and prior to 2020.

**Figure 17** highlights the geographic distribution of surveyed rental units, revealing a pronounced concentration of available supply along major corridor routes and within greenfield areas, with additional but smaller-scale activity in the River Osborne community adjacent to downtown. This spatial pattern reinforces the sustained appeal of peripheral corridors and emerging greenfield developments for both developers and end users. It also emphasizes the importance of geographically nuanced policy tools to guide future growth, ensuring that incentives and zoning frameworks align with market realities across these distinct areas.

Across all geographies, post-2020 projects command noticeably higher rents, with average increases of approximately 9% in downtown, 15% along corridors, and 30% in greenfield sites compared to their pre-2020 counterparts (**Figure 18**). This escalation in rents reflects both elevated development costs, tight market conditions, and stronger demand for new, higher-quality purpose-built rental stock with amenities and features akin to condominium developments.

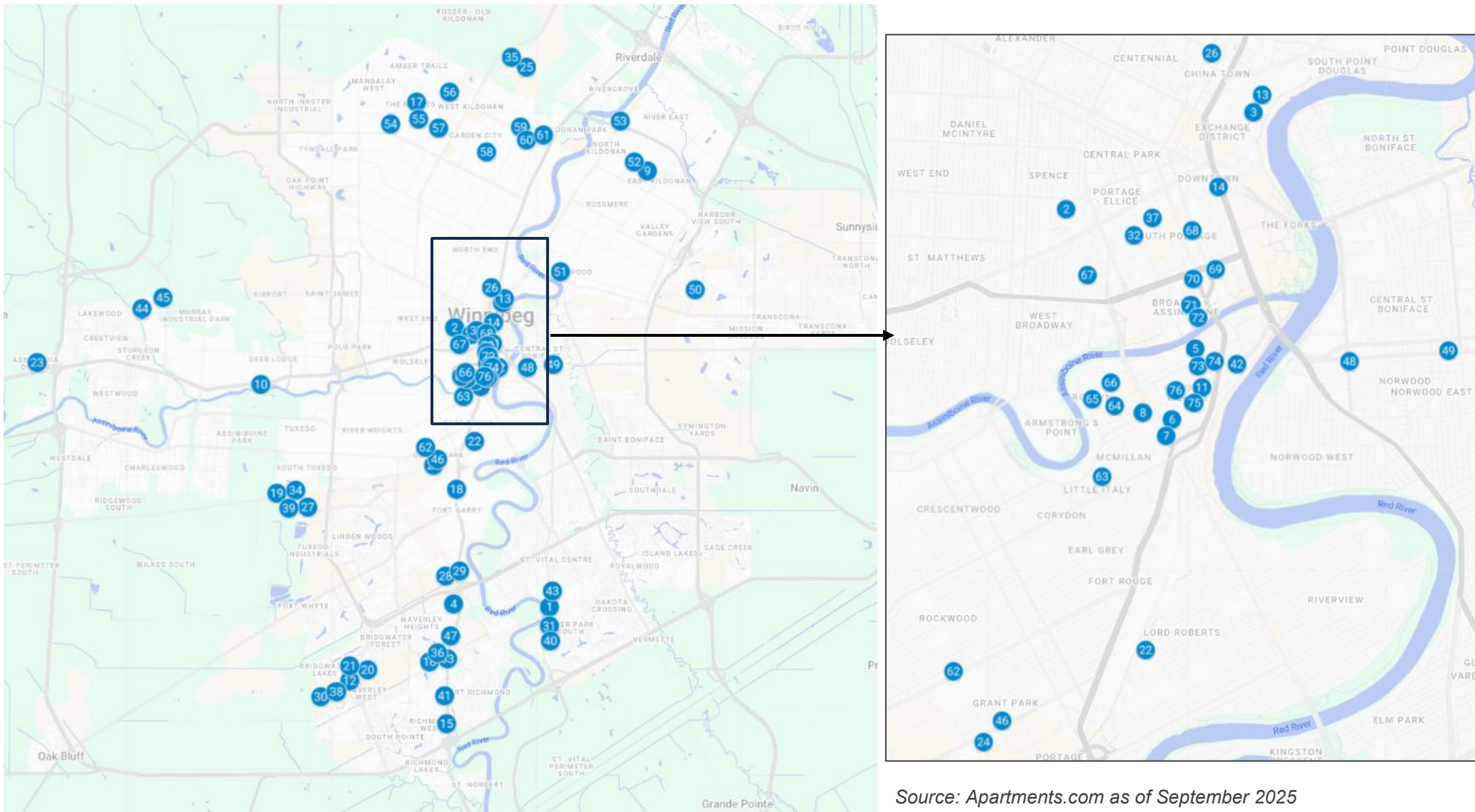
While rents have risen, the evolution of unit size offers further insight into shifting user preferences. In downtown buildings, the average unit size has remained largely unchanged, suggesting stable demand for compact, centrally located apartments catering to singles and young professionals. In contrast, average unit sizes have grown by 8% in corridor projects and by 21% in greenfield developments, signaling increased demand from families and downsizers seeking more space at relatively lower price points per square foot.

Unit composition data reinforces this pattern. One- and two-bedroom units continue to dominate the rental landscape in all areas, accounting for the vast majority of available supply. Larger three-bedroom units remain scarce, particularly in pre-2020 greenfield developments where few such options existed. Even among newer greenfield projects, three-bedroom availability remains limited, despite evident market demand. This shortage points to an ongoing gap in the supply of family-oriented rental housing, especially in areas where larger units could be delivered more feasibly than within higher-density downtown contexts.

Overall, pricing for newer rental apartments is fairly varied across the Downtown, Corridors, and Greenfield setting. While the Downtown had the most affordable rental rate, it was actually the highest on a per square foot basis due to the compact unit sizing. Conversely, the greenfield areas had the most expensive rents overall, but this was driven by the larger unit sizes, with these units having the lowest rents on a per square foot basis.

Together, these findings highlight several trends: corridors and greenfield sites are capturing both market and development momentum, driven by affordability, larger unit offerings, and growing consumer interest in suburban-style living with urban connectivity. More central locations on the other hand are capturing demand for smaller and more affordable apartment offerings. This survey also illustrates the significant premium a tenant would need to pay to lease an available apartment relative to the data provided by CMHC.

Figure 17: Map of Surveyed Available Rental Units as of September 2025



Source: Apartments.com as of September 2025

**Figure 18 : Surveyed Purpose-Built Rental Apartments, As of September 2025**

Available Units by Unit Type - Downtown 2020 & Post-2020 Occupancy				
Unit Type	Available Units <sup>1</sup>	Available Units		
		Avg. Rent <sup>2</sup>	Avg. Size	Avg. \$PSF <sup>2</sup>
Studio	-	-	-	-
1-Bedroom	12	\$1,325	566	\$2.34
2-Bedroom	6	\$1,712	797	\$2.15
3-Bedroom	1	\$2,049	1,022	\$2.00
<b>Total / Average:</b>	<b>19</b>	<b>\$1,485</b>	<b>663</b>	<b>\$2.24</b>

Available Units by Unit Type - Corridor 2020 & Post-2020 Occupancy				
Unit Type	Available Units <sup>1</sup>	Available Units		
		Avg. Rent <sup>2</sup>	Avg. Size	Avg. \$PSF <sup>2</sup>
Studio	2	\$1,247	364	\$3.43
1-Bedroom	53	\$1,607	668	\$2.41
2-Bedroom	25	\$1,887	929	\$2.03
3-Bedroom	1	\$2,278	1,140	\$2.00
<b>Total / Average:</b>	<b>81</b>	<b>\$1,693</b>	<b>747</b>	<b>\$2.27</b>

Available Units by Unit Type - Greenfield 2020 & Post-2020 Occupancy				
Unit Type	Available Units <sup>1</sup>	Available Units		
		Avg. Rent <sup>2</sup>	Avg. Size	Avg. \$PSF <sup>2</sup>
Studio	-	-	-	-
1-Bedroom	10	\$1,658	667	\$2.49
2-Bedroom	17	\$1,929	933	\$2.07
3-Bedroom	1	\$2,069	1,094	\$1.89
<b>Total / Average:</b>	<b>28</b>	<b>\$1,837</b>	<b>844</b>	<b>\$2.18</b>

Available Units by Unit Type - Downtown Pre-2020 Occupancy				
Unit Type	Available Units <sup>1</sup>	Available Units		
		Avg. Rent <sup>2</sup>	Avg. Size	Avg. \$PSF <sup>2</sup>
Studio	5	\$1,006	445	\$2.26
1-Bedroom	12	\$1,230	649	\$1.90
2-Bedroom	4	\$2,193	1,020	\$2.15
3-Bedroom	-	-	-	-
<b>Total / Average:</b>	<b>21</b>	<b>\$1,360</b>	<b>671</b>	<b>\$2.03</b>

Available Units by Unit Type - Corridor Pre-2020 Occupancy				
Unit Type	Available Units <sup>1</sup>	Available Units		
		Avg. Rent <sup>2</sup>	Avg. Size	Avg. \$PSF <sup>2</sup>
Studio	-	-	-	-
1-Bedroom	12	\$1,267	525	\$2.41
2-Bedroom	10	\$1,718	897	\$1.91
3-Bedroom	-	-	-	-
<b>Total / Average:</b>	<b>22</b>	<b>\$1,472</b>	<b>694</b>	<b>\$2.12</b>

Available Units by Unit Type - Greenfield Pre-2020 Occupancy				
Unit Type	Available Units <sup>1</sup>	Available Units		
		Avg. Rent <sup>2</sup>	Avg. Size	Avg. \$PSF <sup>2</sup>
Studio	1	\$1,165	315	\$3.70
1-Bedroom	6	\$1,313	600	\$2.19
2-Bedroom	6	\$1,544	854	\$1.81
3-Bedroom	-	-	-	-
<b>Total / Average:</b>	<b>13</b>	<b>\$1,408</b>	<b>695</b>	<b>\$2.03</b>

1 = Available units refers to units that are vacant or will be vacant in the coming months (e.g. currently occupied but tenant has given notice, undergoing renovations, etc.)

2 = Average monthly and per square foot rents have been adjusted to exclude utilities.

Source: On-Site Leasing Agents and Project Marketing Materials

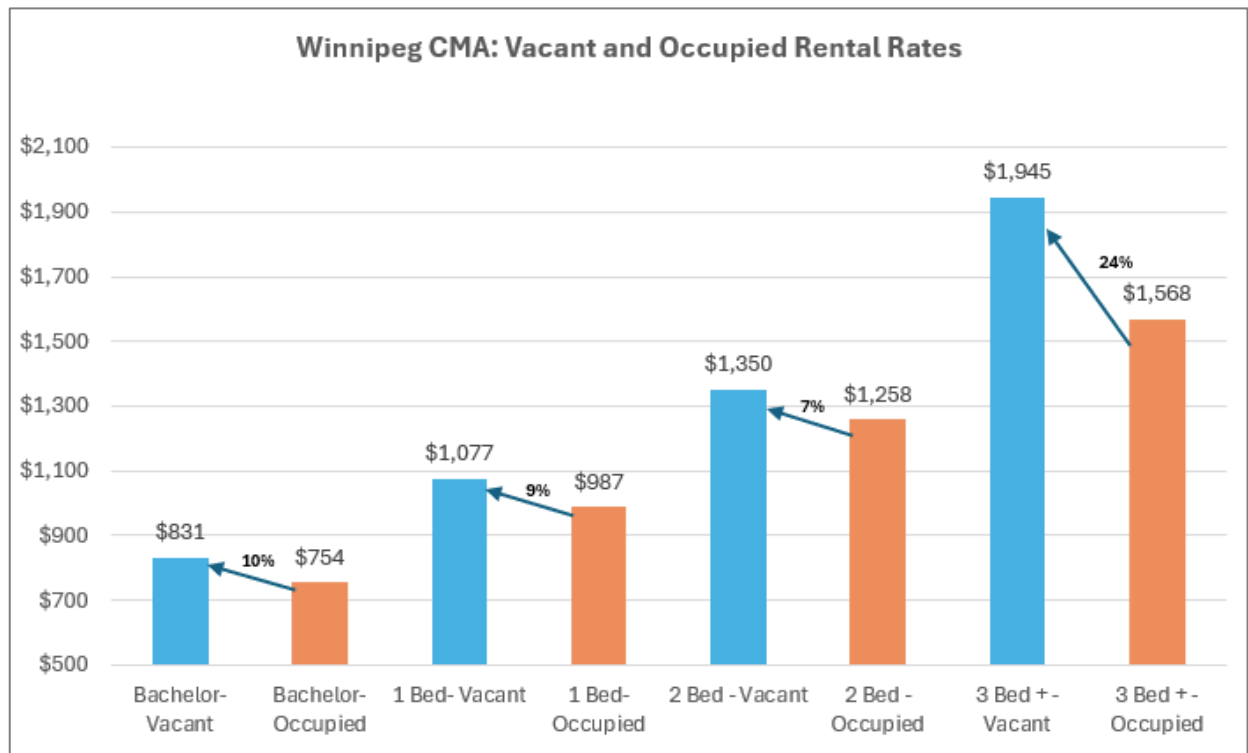
### 6.11.4 Tenant Mobility Limited by Rising Rent Premiums

Sustained demand has continued to put upward pressure on rents in Winnipeg. As mentioned, the condominium market is small in the city, leaving the rental market to absorb much of the demand for renters. This has placed a premium on rental units, limiting overall tenant mobility. As a result, many households are choosing to remain in their existing units, further contributing to low vacancy rates across the city.

In October 2020, the average rent for occupied units in Winnipeg was \$1,104, compared to \$1,180 for unoccupied (vacant) units — representing an 8% premium. While studios, one-bedrooms and two-bedroom units all exhibited similar trends, averaging a 9% difference between occupied and vacant units (**Figure 19**), three-bedroom units highlighted a larger disparity. An average vacant three-bedroom unit was ~25% more expensive than a comparable occupied unit. This significant fluctuation in rents could create affordability challenges for tenants seeking to relocate within Winnipeg, particularly for families.

With rents for vacant units substantially higher than for occupied stock, turnover is suppressed, reinforcing tight rental conditions and contributing to persistently low vacancy rates in the market.

**Figure 19**



Source: CMHC Housing Information Portal.

### 6.11.5 The Secondary Market Remains Muted, Though an Important Choice for Some Renters

Quantifying the total number of secondary rental units in Winnipeg remains challenging, given the dispersed and informal nature of this market segment. Historically, the secondary market, comprising investor-owned condominiums, single-detached homes, semi-detached, and townhome rentals, has played a substantial role in meeting rental demand, particularly when purpose-built rentals were not being constructed in the City and the rental universe was contracting.

According to CMHC, of the 30,160 condominium units recorded in 2021, roughly 33% were occupied by renters, up from 21% in 2011 (**Table 7**). This indicates a growth of roughly 5,500 condominium rentals over this ten-year period, which is modest but measurable. As a result, while the primary rental market has expanded rapidly over the past decade, the secondary market continues to serve as a flexible complement to the city’s formal rental inventory.

Despite its modest growth, the secondary rental market remains an integral component of Winnipeg’s housing ecosystem, offering housing forms that are often absent from purpose-built developments. These include townhomes, semi-detached units, and low-rise condominiums, which provide greater spatial variety and often appeal to households seeking residential character and privacy unavailable in traditional apartment buildings. Geographically, these units are dispersed across established low-density neighbourhoods, enabling renters to access schools, parks, and amenities typically associated with ownership-oriented communities.

**Table 7**

Condominium Units (Rental and Ownership) 2006 to 2021 Census Periods					
Census Year	Rental	% of Units	Ownership	% of Units	Total Units
2006	-	0.0%	13,100	100.0%	13,100
2011	4,495	21.7%	16,265	78.3%	20,760
2016	6,095	25.2%	18,065	74.8%	24,160
2021	10,015	33.2%	20,145	66.8%	30,160

*Source: Canada Mortgage Housing Portal*

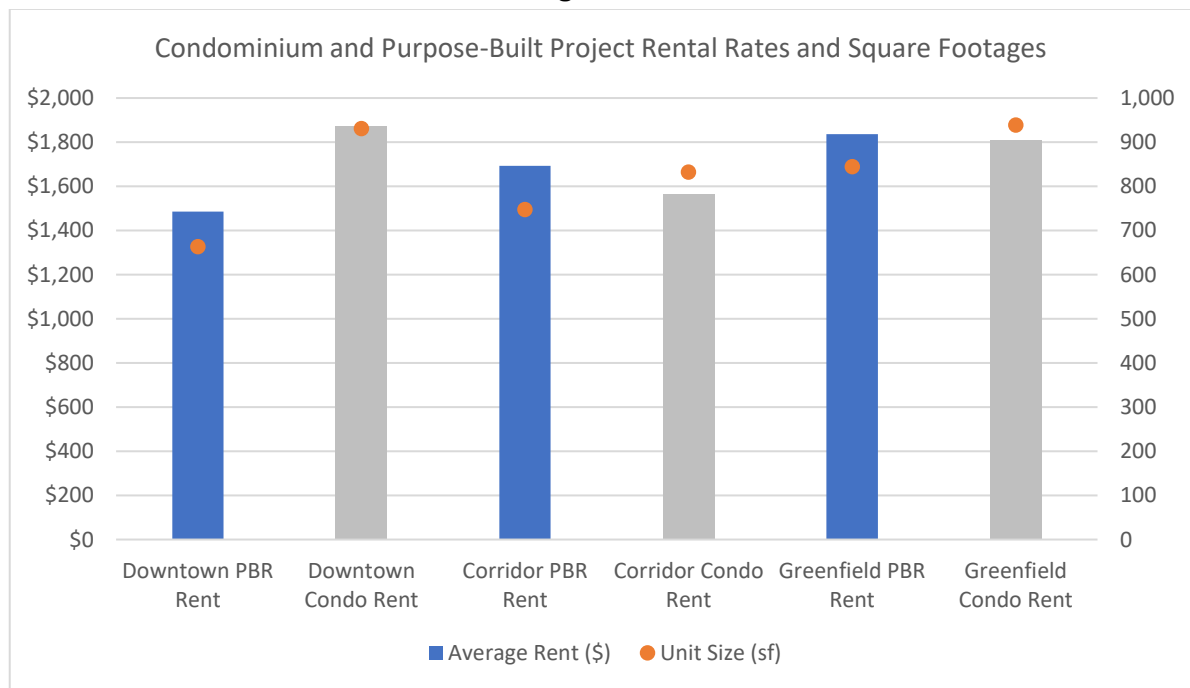
To better understand renter preferences across housing forms, NBLC conducted a condominium rental survey in September 2025, reviewing 28 active listings across downtown, corridor, and greenfield geographies. **Figure 20** illustrates variations in average rents and unit sizes between condominium and purpose-built rental units. The results highlight that downtown condominium rentals average 26% higher rents and 40% larger unit sizes than comparable purpose-built rentals, reflecting their premium

finishes, boutique scale, and central locations. In contrast, corridor and greenfield areas show near equivalence, with condominium units averaging only 10% larger than rental equivalents and comparable rent levels. This suggests a convergence in value and appeal between new condominium and rental offerings in emerging suburban markets.

Interestingly, the survey also found minimal differentiation in amenities between the two product types. Both condominium and purpose-built rental projects commonly feature balconies, fitness facilities, secure parking, rooftop patios, and on-site security systems or personnel. This standardization of amenities stands in contrast to markets such as Toronto or Vancouver, where secondary rentals often offer superior amenities and finishes relative to older rental stock. In Winnipeg, however, the continued delivery of new, well-appointed purpose-built rental buildings has closed this quality gap, diminishing the relative advantage of condominiums as rental options.

In summary, while the secondary rental market has grown more gradually than the purpose-built sector, it remains an important option for users, especially among renters seeking more space, privacy, or access to suburban environments.

**Figure 20**



Source: Project Marketing Materials, Zumper and Rentals.ca

**6.11.6 Increasing Reliance on CMHC Financing**

According to CMHC, rental developments are increasingly relying on CMHC financing products like MLI Select and the Apartment Loan Construction Program (ALCP) for financing and insurance. As identified by **Figure 21** to follow, CMHC estimates that nearly 88.4% of all rental housing constructed in 2024 was supported through the ALCP

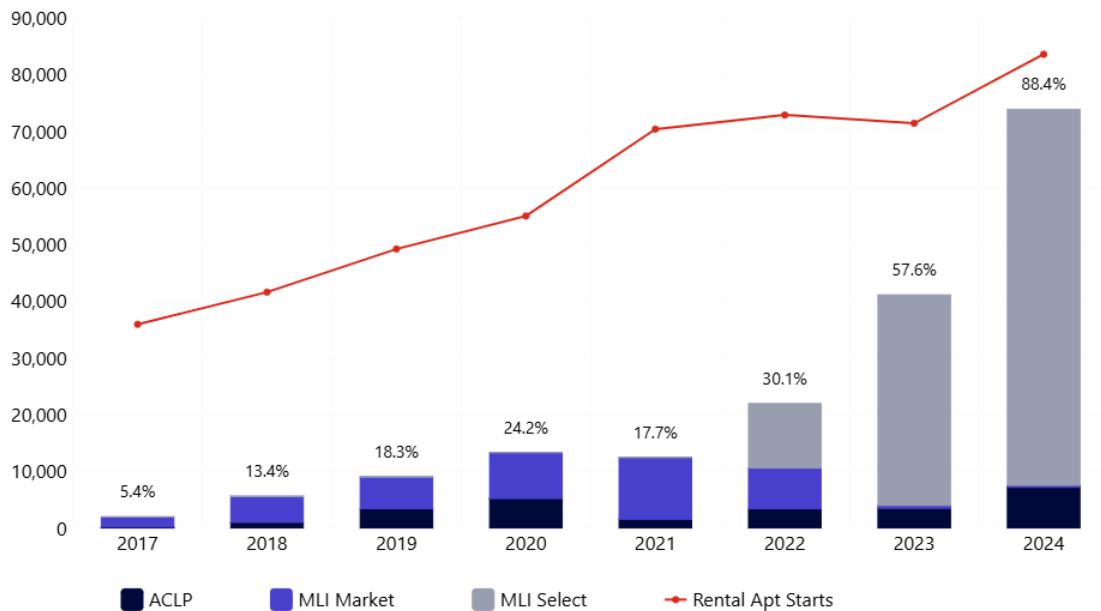
or MLI Select Program, indicating a reliance on government low-cost loans and funding to support viable outcomes. Stakeholder groups indicated similar findings, telling NBLC and the City that these low-cost financing programs are needed to overcome elevated construction costs.

CMHC and many economists have indicated that CMHC may reduce or adjust lending practices as it faces a possible overleveraged position regarding multi-family financing. Should this financing program be adjusted or reduced, it is likely that new supply would be negatively impacted.

**Figure 21**

**Rental Apartment Starts (Structures With 5+ Units) vs. Apartment Construction Loan Program/Mortgage Loan Insurance Funded Apartment Units, Canada**

**Percentage Represents the Apartment Construction Loan Program/Mortgage Loan Insurance Units as a Share of Total Rental Apartment Starts**



Source: CMHC

## Appendix C – Framing Affordability Challenges

Given the market conditions explored in Section 2, it is important to characterize how the City's real estate market is addressing the housing needs of current and future residents. Increasing housing costs reduce the discretionary incomes of many households, impacting their ability to save, invest, and plan for the future. This also leaves many already vulnerable households unable to stabilize their living situations, leading to greater risks of poverty and homelessness. Our analysis of affordable housing tools and incentives must also understand which households are most in need within Winnipeg and ensure that the developed solutions focus on these identified needs.

This section will review the City's 2025 Housing Needs Assessment to highlight key housing challenges experienced by residents and to identify household groups most affected by current market conditions, particularly in relation to supply and affordability. It will also assess the distribution of household incomes in Winnipeg, the affordability thresholds of these households, and identify the housing affordability gaps that exist within the current market.

The section will also highlight the evolving roles of each level of government as they relate to new housing development (particularly for rental and affordable housing), as well as review existing government initiatives and programs created to support these goals.

### 6.12 Housing Needs Assessment (2025)

The City of Winnipeg has recently conducted a Housing Needs Assessment to review the housing experiences faced by residents and recent changes that have triggered shifts in these experiences. Utilizing data from federal, provincial, municipal, and partner organization sources, the City has highlighted the following key findings.

#### 6.12.1 Affordability Challenges

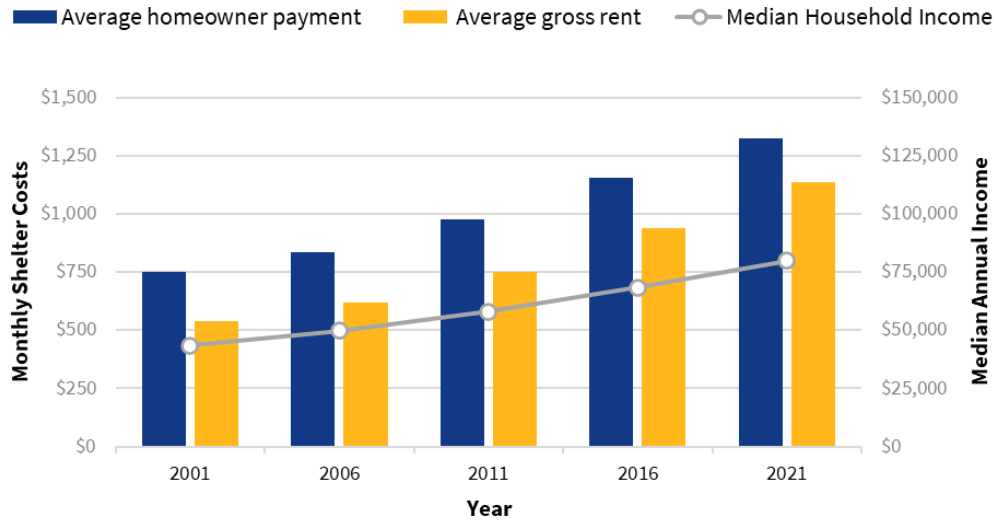
According to the 2021 Census, as of 2020, there were 60,760 households in Winnipeg (20.2%) living in unaffordable housing, of which 39,908 households (65.7%) were renters. This situation is most severe for lowest-income households, who often rely on Employment and Income Assistance (EIA) as their primary income source. Subsidies can be as low as \$567 per month for single individuals to cover rent without utilities (\$638 with utilities).

Moreover, the homes available and affordable to these households are often of poor quality, resulting in higher utility bills, poor living conditions, greater safety risks, and lower quality of life overall. These tenants can opt to find roommates to reduce housing costs, but when borne out of necessity, this arrangement can pose risks to the individuals involved.

Housing costs have also been accelerating at a quicker rate relative to incomes, with rents increasing by 52% relative to a 38% increase in incomes between 2001 and 2021. This

compares with homeowner shelter costs increasing by only 36% over the same period (**Figure 1**).

**Figure 1 - Average shelter costs by tenure vs. median annual household income  
Winnipeg Metropolitan Region, 2001 to 2021**



Source: Winnipeg 2025 Housing Needs Assessment.

When looking at what renters can afford across the city, rents are substantially lower in the core than in the suburbs (**Table 1**), which was also found by NBLC in our analysis within **Section 2** of this report. Premiums for suburban rentals range from \$200 to \$275 depending on the unit and building type in question. Rents are also generally lower in mature, central communities located outside the core, due to having older homes and many subsidized units. Likewise, ownership homes cost most in the outer suburbs, due to their newer builds, larger homes and larger lots. While homes in central neighbourhoods have higher land values per square foot, they tend to be smaller and older, and thus cost less overall.

**Table 1 – Average Rents by Building Type, Number of Bedrooms, and Area of the City  
City of Winnipeg, 2024**

Area of the city	Bachelor	1-Bedrooms	2-Bedrooms	3-Bedrooms	Average
City-wide	<b>\$874</b>	<b>\$1,111</b>	<b>\$1,440</b>	<b>\$1,748</b>	<b>\$1,294</b>
Apartment	\$874	\$1,096	\$1,420	\$1,801	<b>\$1,195</b>
Townhouse	-	\$1,520	\$1,533	\$1,656	<b>\$1,592</b>
Core	<b>\$783</b>	<b>\$951</b>	<b>\$1,281</b>	<b>\$1,574</b>	<b>\$1,048</b>
Apartment	\$783	\$951	\$1,282	\$1,683	<b>\$996</b>
Townhouse	-	-	\$1,267	\$1,357	<b>\$1,311</b>
Suburban	<b>\$976</b>	<b>\$1,200</b>	<b>\$1,504</b>	<b>\$1,814</b>	<b>\$1,417</b>
Apartment	\$976	\$1,182	\$1,480	\$1,848	<b>\$1,312</b>
Townhouse	-	\$1,520	\$1,600	\$1,756	<b>\$1,673</b>

Source: CMHC Housing Portal. Winnipeg 2025 Housing Needs Assessment.

These trends reflect the growing difficulty among renters to afford housing, although as to be discussed in the section on Core Housing Need, not all renters experience the same affordability challenges.

### **6.12.2 Limited Capacity to Address Homelessness**

The 2024 Street Census conducted a point-in-time count and identified 2,469 people experiencing homelessness or unhoused, with nearly 1,300 staying in emergency shelters. Indigenous people are overrepresented within this group, with an 80% share of the unhoused population while only representing 12% of the city's population. Only 79 of these counted individuals were living in transitional housing, reflecting a limited supply for this essential part of the housing continuum.

Counting people who are not "visibly" unhoused (e.g., staying in shelters, couch-surfing) is more difficult due to their transient presence, so this count is very likely underestimating the real number of unhoused individuals in Winnipeg.

Meanwhile, the capacity to support these individuals is not sufficient, and in fact is lower than other parts of the county. Infrastructure Canada's Shelter Capacity Report counted a total of 22 shelters with a combined 608 shelter beds in Manitoba. While this is an increase from the 436 beds counted in 2020, it represents 4.3 beds per 10,000 people, which is below the Canadian average of 4.7 beds per 10,000 people.

Shelters are important in supporting unhoused individuals, allowing them respite during the winter months and a place to stay, even if temporarily. However, they do not provide a long-term solution to homelessness, and can many times be seen as unsafe, particularly by women, gender-diverse people, and people with disabilities. Access to more permanent housing options, such as in transitional or supportive housing, is encumbered by multiple stumbling blocks, including long waitlists, lack of documentation/communication, discrimination against unhoused individuals, and individual landlord behaviour.

It is also identified that the provincial government has a renewed mandate to end homelessness, build 350 new units of social and affordable housing and repair an additional 3,000 units. How this will impact shelter beds remains to be seen but is a positive step to increase capacity to support these individuals.

### **6.12.3 Aging State of Non-Market Housing**

Non-market housing is a component of the housing continuum that can meet the needs of both people experiencing homelessness looking for permanent housing and low-income households struggling to find housing affordable to them. However, the province's and Winnipeg's non-market housing capacities are currently constrained, limiting its capacity to address these prevalent housing needs:

- Within Winnipeg, there are a total 17,159 rent-geared-to-income (RGI) and affordable units, representing 6% of all occupied dwelling units in the city. Roughly 73% of these units were built before 1980 and many, without receiving substantial funding, experience increasing levels of deterioration.
- 12% of Manitoba Housing units in Winnipeg, or 762 units, were vacant due to being under repair / unfit for occupancy. This is a province-wide issue as well, with Manitoba having the highest social and affordable housing vacancy rate at 13.7%.
- While there has been some increase in the non-market housing supply in recent years, it has not been sufficient, with the stock continuing to be characterized as undersupplied, aging, and in need of repair.

#### **6.12.4 Housing Loss Due to Dilapidation and Conversion**

Many homes in Winnipeg are aging (e.g., most duplexes and side-by-sides were built around or before the 1970s) and are falling to disrepair and neglect. This is an issue from a health and safety standard (e.g., mold, fire risk, asbestos leaks, etc.), but also from a housing affordability standard, as many of these properties are “naturally” occurring affordable housing due to their age and condition and are at risk of being lost from Winnipeg’s housing supply.

As of September 2025, there are 535 vacant residential properties (representing 980 units) in Winnipeg that do not comply with the maintenance and safety standards of the Vacant Building By-Law. The average age of these properties was 102 years old. There is difficulty in getting these properties repaired or replaced due to remediation requirements and costs.

There is also an issue with regards to purpose-built rental units being sold and converted into condominium units. An Institute of Urban Studies 2021 report identified that of Winnipeg’s 21,470 condo units in 2015, 49.8% were previously used as rental units (i.e., were converted and sold as condos). These are at times rented as privately-leased/secondary market rentals, at rates often higher rents than purpose-built/primary market rentals, in turn reducing the number of more affordable options for moderate- and lower-income households. Other events, such as displacement due to fire or other emergencies and short-term rental conversions, are resulting in the loss of older and more affordable purpose-built rental housing stock.

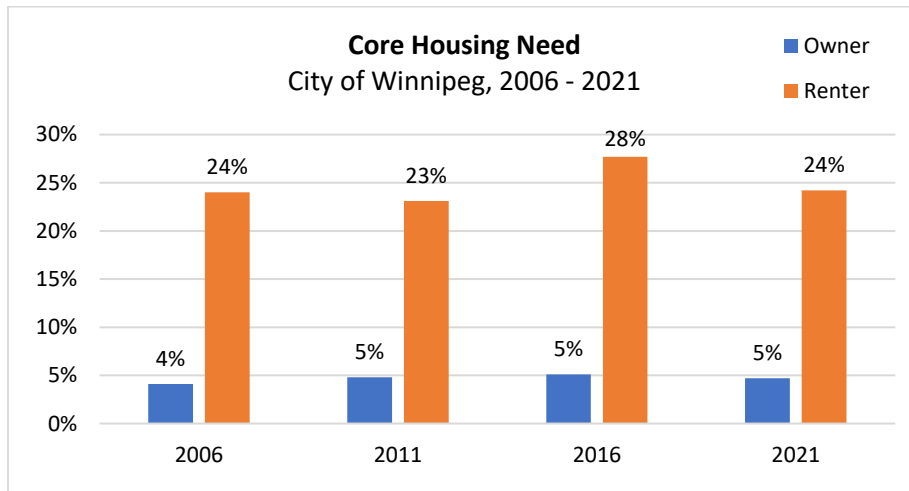
As identified in **Section 2**, the rents in the new purpose-built rental stock are well above the rents of the older stock, which places upward pressure on rental rates as older rentals are redeveloped or replaced with new rental housing.

### 6.12.5 Groups in Core Housing Need

To better understand current Core Housing Need (CHN)<sup>13</sup> trends in Winnipeg, data has been plotted for renters and owners since 2006 (**Figure 2**). As illustrated, CHN has remained relatively stable for owner households at roughly 5% between 2006 and 2021. This reflects a relatively stable ownership market where pricing has not rapidly accelerated beyond the rate of incomes, with many options available and affordable to a diverse range of households.

Renter households on the other hand experienced a large increase in CHN between 2011 and 2016, increasing to 28% of all renter households before declining to 24% in 2021. Of note, while CHN for renters appears to have dropped in 2021, this is in part due to the federal income supports temporarily provided in 2020 (e.g., CERB, CESB), skewing total incomes higher, particularly for this group. This is because the supports were targeted primarily towards frontline workers and students, demographics that typically are lower-income and thus, rent. With these supports now removed, combined with modest income increases amongst lower-income groups and the increase in rents observed since 2021, it is likely that CHN will have increased for renters, which will be confirmed when the 2026 Census is released.

**Figure 2**



Source: CMHC Housing Portal.

**Table 2**, taken from the City’s Housing Needs Assessment, illustrates that most households in CHN are smaller households, with 1-person households representing around half of the CHN in the entire city, followed by 2-person households. The number of households in CHN declines in a linear fashion as household size increases. It is also important to identify that 1-

<sup>13</sup> Core Housing Need is a condition wherein households are unable to afford housing (i.e., at or below 30% of their gross income) that is suitable (i.e., has enough bedrooms relative to household size and composition) and adequate (i.e., does not require major repairs or renovations).

person households represented the largest increase between census years, with CHN declining for the other groups over this period.

**Table 2 - Households in core housing need by household size  
City of Winnipeg, 2016 and 2021**

Household size	2016		2021	
	# HH in CHN	% of all HH	# HH in CHN	% of all HH
1 person	15,845	20%	17,310	20%
2 people	7,515	9%	7,360	8%
3 people	4,525	11%	4,200	9%
4 people	3,460	9%	3,005	7%
5+ people	3,280	13%	2,545	9%
<b>Total</b>	<b>34,630</b>	<b>13%</b>	<b>34,425</b>	<b>12%</b>

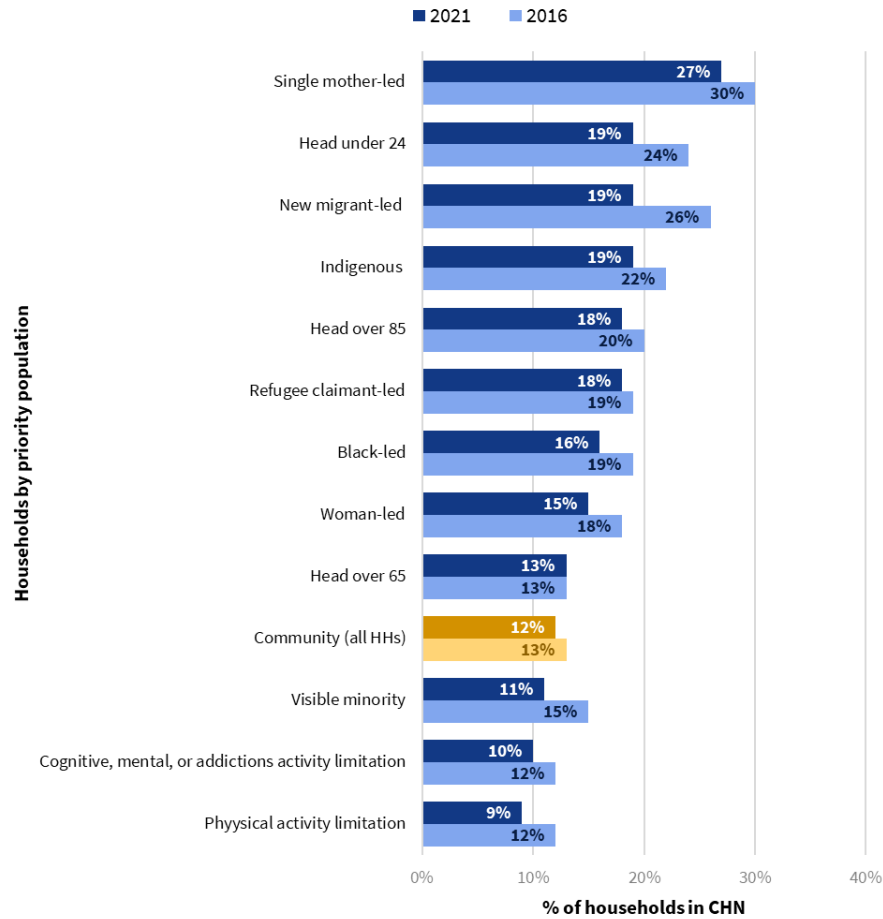
*Source: Winnipeg 2025 Housing Needs Assessment.*

These trends largely follow those observed in other areas of the country, which is due to the characteristics of those in need. **Figure 3** illustrate the types of households that are most likely to be in CHN, including:

- Single mother led households (27%)
- Households led by a person under 24 years old (15%)
- New migrant-led households (19%)
- Indigenous households (19%)
- Households led by a person over 85 years old (18%)
- Refugee claimant-led households (18%)

Among many reasons, these households are typically more disadvantaged due to a lack of financial capacity, networks of support, and more dependents within the household. Policies aimed at reducing core housing need should also consider these key household groups and whether they will benefit from implemented programs and targeted outcomes.

**Figure 3**



Source: Winnipeg 2025 Housing Needs Assessment.

**6.12.6 Affordable Housing Needs in Winnipeg are Significant and Largely Aligned with Lower Income Groups**

The University of British Columbia’s Housing Assessment Resource Tools (HART) provides a useful analysis of housing need across household incomes and sizes, utilizing 2021 census data. **Table 3** shows the distribution of household incomes in the City, indicating that renters are much more likely to earn below the City’s median household income, with owners earning significantly more. **Table 3** also illustrates the annual income of each group and their corresponding affordable shelter cost.

**Table 3**

Income Categories and Affordable Shelter Costs City of Winnipeg, 2021 Census				
Income Category	% of Owner HHS	% of Rental HHS	Annual HH Income	Affordable Shelter Cost (2020 CAD\$)
Area Median Household Income			\$80,000	\$2,000
Very Low (<= 20% AMHI)	0.6%	4.7%	<= \$16,000	<= \$400
Low (21% - 50% AMHI)	8.7%	29.6%	\$16,000 - \$40,000	\$400 - \$1,000
Moderate (51% - 80% AMHI)	14.6%	27.1%	\$40,000 - \$64,000	\$1,000 - \$1,600
Median (81% - 120% AMHI)	22.3%	22.2%	\$64,000 - \$96,000	\$1,600 - \$2,400
High (>= 121% AMHI)	53.8%	16.5%	>= \$96,001	>= \$2,401

*Source: UBC Housing Assessment Resource Tool.*

As identified in **Figure 4**, nearly 80% of households earning very-low incomes (i.e., can afford rent of only \$400) were identified as being in CHN, which is expected as lower-income households have less disposable income to pay for shelter costs. However, around 50% of low-income households that can afford a maximum rent of \$1,000 were also found to be in CHN, which is also not unexpected given the rarity of quality apartments at this price point in the City, with nearly 15% of moderate-income groups also experiencing CHN.

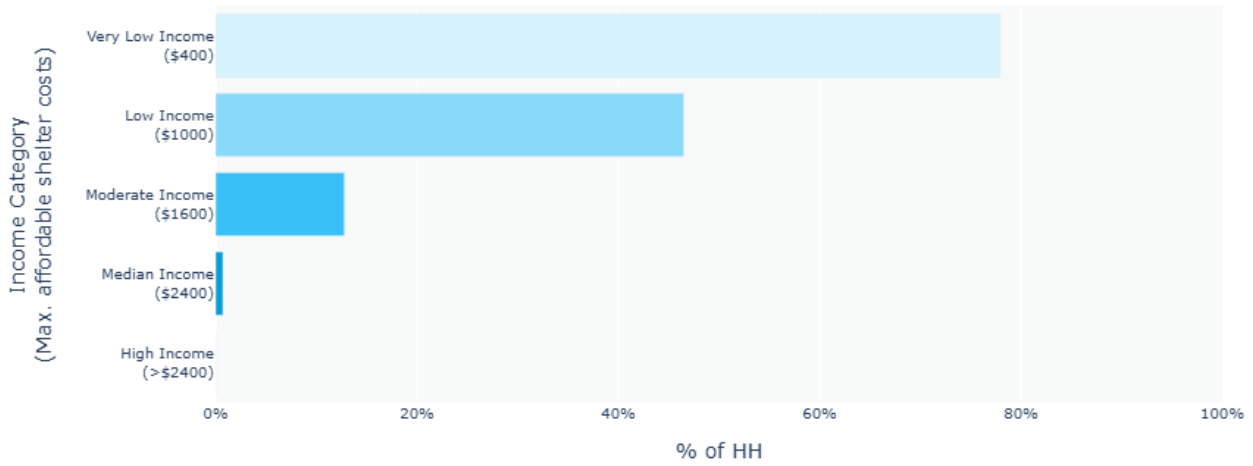
**Figure 5** further characterizes CHN by household size and income, which illustrates that housing need is dominated by one-person households in the very low-income category, while also representing nearly 60% of the low-income category. Housing needs become more evenly distributed across household size in the moderate- and median-income categories, which is a common finding across the country as the most vulnerable households tend to be singles and other smaller households.

**Table 4** identifies the total affordable housing deficit in Winnipeg as quantified by HART, which estimates that the City requires nearly 34,500 affordable rental units, the vast majority of which must be priced below \$1,000 and likely to be one-bedroom and studio units.

Overall, data reflects the need for not only deeply affordable housing for smaller households, but also moderately affordable/below-market housing for families and other larger households.

**Figure 4**

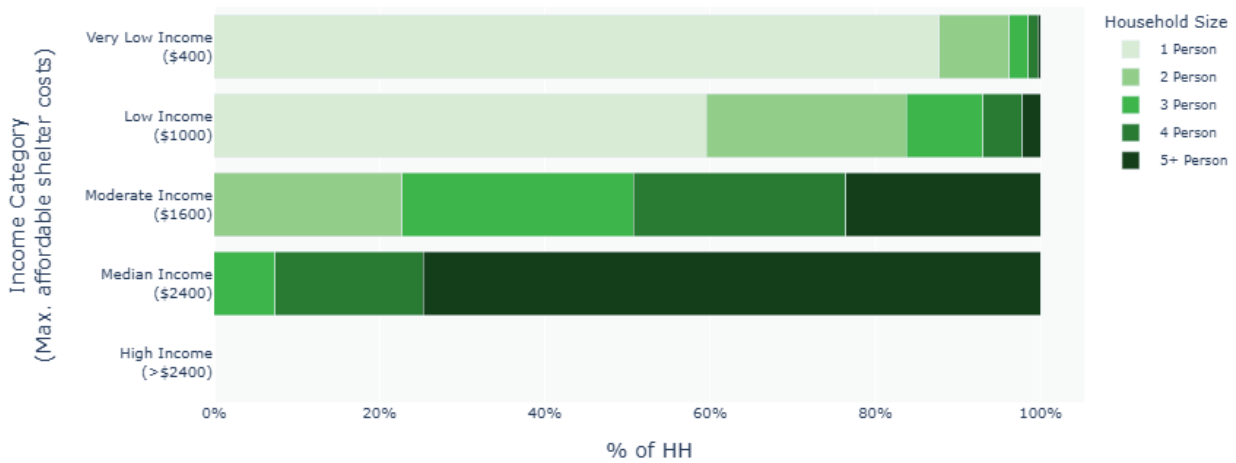
Percentage of Households in Core Housing Need, by Income Category, 2021  
Winnipeg CY (CSD, MB)



Source: UBC Housing Assessment Resource Tool.

**Figure 5: Percent of Household Size Categories in Core Housing Need, by Area Median Household Income (AMHI) (2016)**

Percentage of Households in Core Housing Need, by Income Category and HH Size, 2021  
Winnipeg CY (CSD, MB)



Source: UBC Housing Assessment Resource Tool

**Table 4**

Affordable Housing Deficit City of Winnipeg, 2021 Census						
Income Category (Max. affordable shelter cost)	1 Person HH	2 Person HH	3 Person HH	4 Person HH	5+ Person HH	Total
Very Low Income (\$400)	4,165	400	110	55	15	4,745
Low Income (\$1000)	13,145	5,335	2,050	1,040	490	22,060
Moderate Income (\$1600)	0	1,625	2,000	1,835	1,685	7,145
Median Income (\$2400)	0	0	35	85	355	475
High Income (>\$2400)	0	0	0	0	0	0
Total	17,310	7,360	4,195	3,015	2,545	34,425

*Source: UBC Housing Assessment Resource Tool.*

**6.12.7 Winnipeg’s Future Housing Needs**

Applying growth projections to these household and income groups, the City of Winnipeg identified a need for roughly 8,100 moderate-income (below-market & affordable) units, 25,100 low-income (RGI & affordable) units, and 8,200 very low-income (RGI) units to be built over ten years to address current and projected future housing need (**Figure 6**). In addition to 500 market-rate units, this represents a need for 42,000 units by over this ten-year period, equivalent to an average 6,900 housing starts a year. Since 2021, housing starts have only averaged 4,700 units a year, indicating a significant need for investment to not only boost Winnipeg’s housing supply production, but also to ensure that substantial portion of this is affordable to moderate- and lower- to very-low income households.

**Figure 6**

Income Category <sup>a</sup>	# of units <sup>b</sup>	Supply needed to address housing gap
<b>Very Low</b> (less than \$400)	<b>8,202</b>	Rent-geared-to-income (RGI) units
<b>Low</b> (up to \$1,000)	<b>12,541</b>	RGI units
	<b>12,541</b>	Affordable housing units and/or income supplements (e.g., Rent Assist) <sup>c</sup>
<b>Moderate</b> (up to \$1,600)	<b>8,124</b>	Market / affordable units
<b>Median</b> (up to \$2,400)	<b>540</b>	Market units
<b>High</b> (more than \$2,400)	<b>0</b>	N/A
<b>Total</b>	<b>41,948 units</b>	

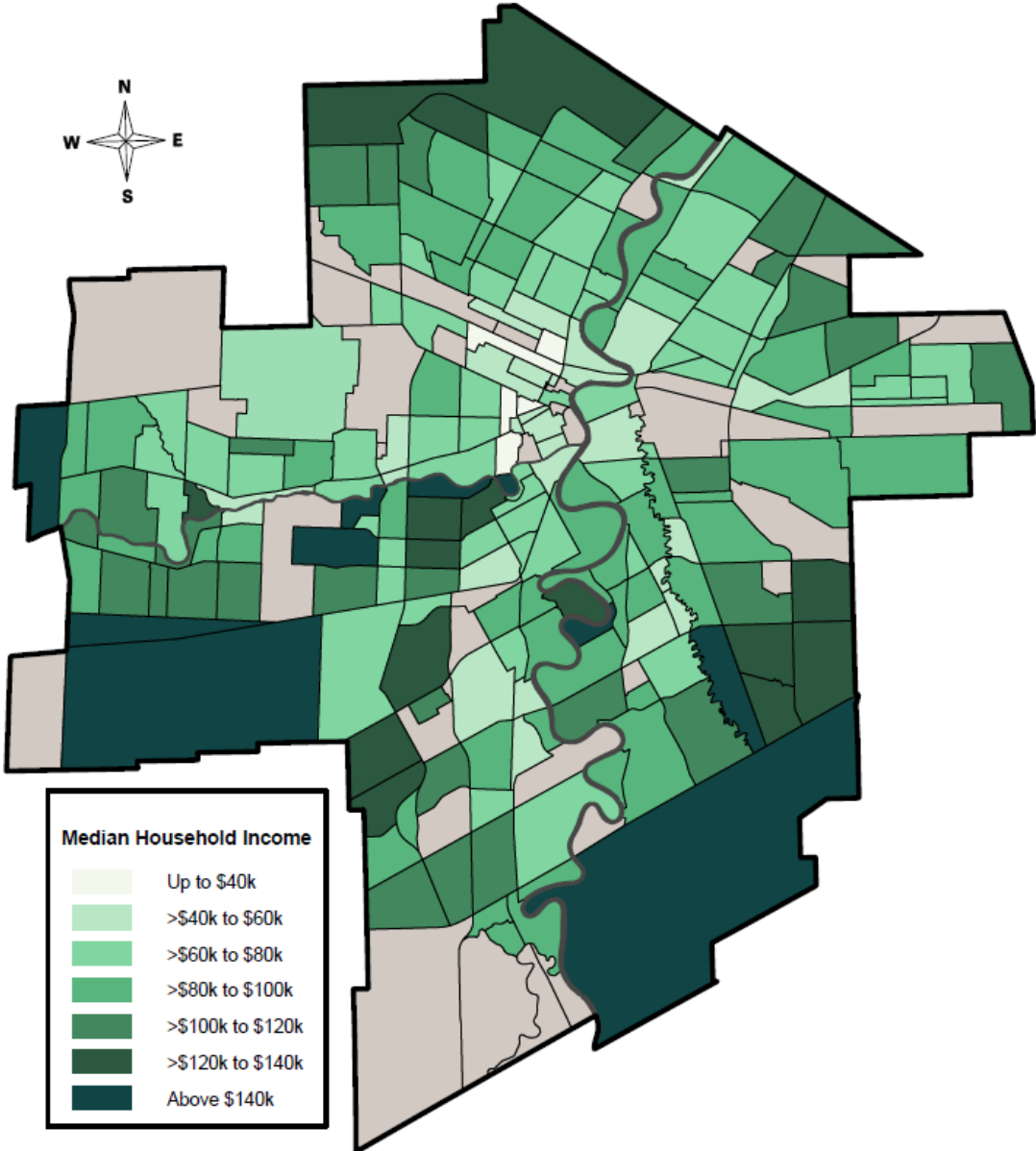
*Source: City of Winnipeg 2025 Housing Needs Assessment.*

### **6.12.8 Housing Challenges and Characteristics are not Uniform Across the City**

The City's Housing Needs Assessment identifies several geographic considerations related to income, poverty, and housing:

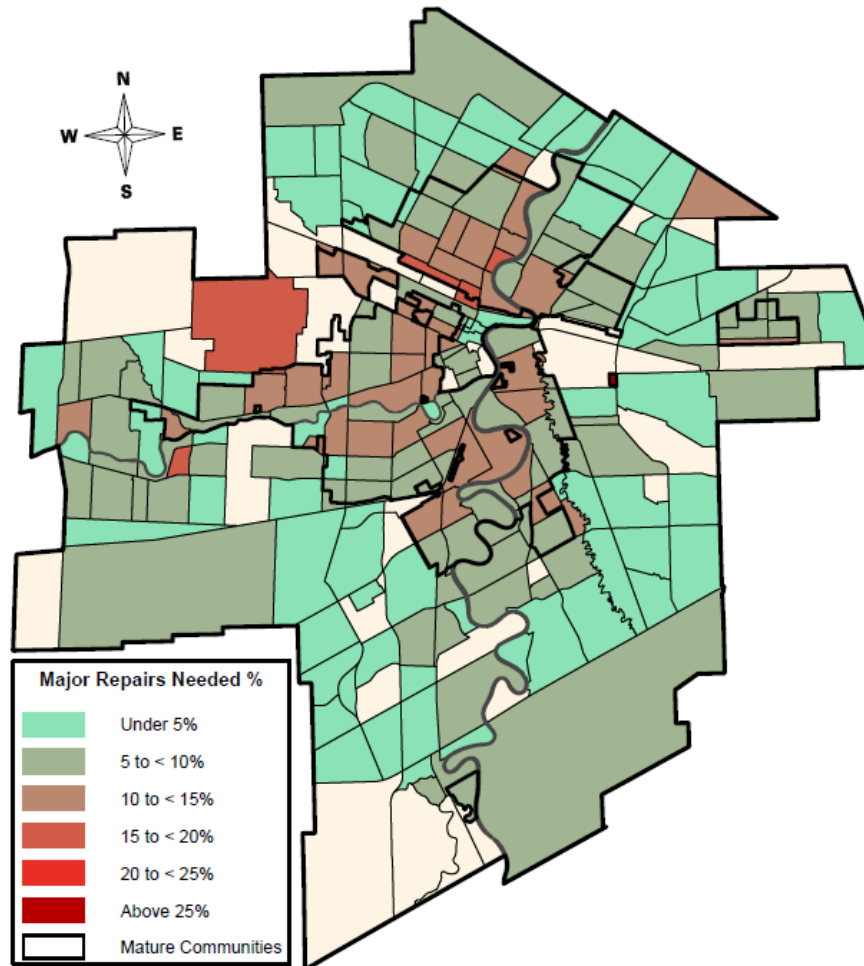
- As shown in **Figure 7**, the lowest incomes in the City are generally concentrated centrally within and surrounding the downtown, with the highest incomes locating in new communities at the City's edges. Similar patterns emerge when mapping the incidence of low-income and poverty in the City, which also shows concentrations around University of Manitoba, mobile-home parks, social housing complexes, and areas where housing typologies or the age and price of homes might cater towards lower-income households.
- As identified previously, both rents and home prices are observed to be lower in the Downtown and Mature Communities relative to the City's newer suburban communities.
- As shown in **Figure 8**, there is a heavy concentration of homes in need of repair within and surrounding the downtown. It is acknowledged by the City's Housing Needs Assessment the number of homes in need of repair has decreased since 2011, which is due to a combination of strategic repairs, investment action, as well as demolition. While not quantified, it is likely that these actions have reduced the supply of affordable housing in these locations, while also acknowledging that many of these homes may not have been fit for occupancy.

Figure 7: Median household income by neighbourhood, Winnipeg, 2020



Source: City of Winnipeg 2025 Housing Needs Assessment.

**Figure 8: Percent of homes needing major repairs by neighbourhood 2021**



*Source: City of Winnipeg 2025 Housing Needs Assessment.*

### **6.12.9 Policy Implications**

The City's Housing Needs Assessment recommends the following policies to be considered given Winnipeg's current and anticipated housing needs:

- Policies to support the development of new affordable, rent-geared-to-income and housing to meet the needs identified by this study
- Policies to maintain and preserve Winnipeg's existing stock of naturally occurring affordable housing
- Supports to maintain existing social housing stock
- Policies to make it easier to develop housing, especially housing that is affordable

- Collaboration across all levels of government

## 6.13 Housing Affordability and Gaps

While understanding there is a significant housing need in Winnipeg, it is also important to highlight what local households can afford in the current market. This section reviews the market rates for ownership (new and resale) and rental housing across various typologies, which is then compared against the distribution of household incomes in the city. Through this, housing gaps in the market can be identified, allowing for a more targeted and effective approach when formulating housing tools and incentives.

### 6.13.1 Defining Affordability

Affordability for rental housing is defined differently across jurisdictions and programs. The City of Winnipeg's definition, which is set out in the City's Zoning By-Law, defines affordable rental housing as 80% of median market rent ('MMR') as published by the CMHC. Various CMHC programs, as well as other incentives available from other levels of government, define affordability differently in terms of the metric utilized, but also the methodology (e.g., income vs. market based).

Meanwhile, the City of Winnipeg's Housing Policy defines affordable homeownership as the total shelter cost is 30% or less than the top of the second quintile household income bracket, as defined by Statistics Canada for the City of Winnipeg. While there is an affordable homeownership program at the provincial level (i.e., Affordable Homes Program), it does not set an affordability threshold for a home, rather eligibility is tied to household incomes. At the federal level, there are currently no affordable homeownership programs that set pricing thresholds for this part of the housing continuum.

### 6.13.2 Income Data and Affordability Thresholds

NBLC has acquired a customized dataset from Statistics Canada that sorts the households in Winnipeg into decile groups (each of which represent 10% of households) based on incomes (**Table 5**). This has been done for All Households, where we have then calculated the home price that would be affordable to each group, as well as Renter Households where we have calculated the rent that would be affordable to each group. The affordability calculation assumes 30% of gross household income can be used for shelter costs, with all assumptions identified in **Table 5**.

As identified in Section 3.1, this analysis further illustrates that renters earn well below the incomes of owners, on average and consistently across all decile groups. The analysis also illustrates that owners can afford homes ranging from \$138,000 to approximately \$1.1M, whereas renters can afford rents ranging from \$600 to \$3,350.

Ideally, a housing market would have options across the housing continuum – from emergency shelters to market ownership housing – to accommodate the different preferences and financial capacities of all households. Identifying gaps in the market between what is currently available and what households can afford is essential in understanding which part of the continuum needs to be prioritized in any housing policy or program implemented.

**Table 5**

<b>Household Incomes and Affordability Thresholds City of Winnipeg, 2025 Estimates</b>					
<b>Income Group</b>	<b>Decile Group</b>	<b>Total Household Income (2025 Estimate)</b>	<b>Affordable Purchase Price<sup>1</sup></b>	<b>Renter Household Income (2025 Estimate)</b>	<b>Affordable Rental Rate (Monthly)<sup>2</sup></b>
<b>Low Income</b>	1st	\$32,000	\$138,000	\$24,000	\$600
	2nd	\$48,000	\$222,000	\$32,000	\$800
	3rd	\$64,000	\$301,000	\$42,000	\$1,050
<b>Moderate Income</b>	4th	\$79,000	\$379,000	\$52,000	\$1,300
	5th	\$96,000	\$462,000	\$62,000	\$1,550
	6th	\$115,000	\$564,000	\$74,000	\$1,850
<b>High Income</b>	7th	\$136,000	\$677,000	\$87,000	\$2,175
	8th	\$167,000	\$847,000	\$105,000	\$2,625
	9th	\$215,000	\$1,104,000	\$134,000	\$3,350

*Notes/Source: Statistics Canada. NBLC Calculations.*  
 1- Assumes 30% of gross income is available for accommodation costs. Accommodation costs include mortgage (25 years, 4.10% fixed 5-year rate, minimum downpayment), property tax, insurance (where needed), and utilities (gas, electricity, water).  
 2- Assumes 30% of gross income is available for monthly rent.

### **6.13.3 Market Affordability Gaps – Rental**

Error! Reference source not found. to follow compares the rental rates observed in NBLC’s rental survey to the incomes and affordability thresholds identified in **Table 6**. These rental rates include the actual market rents of available units for new and older purpose-built rental apartments across the City, with green indicating that the unit is affordable and red indicating that the unit is unaffordable.

Overall, the analysis indicates that the rental housing supply accommodates a wide range households, with groups above the 4<sup>th</sup> income decile generally being well accommodated by the older supply, and groups above the 6<sup>th</sup> income decile generally being well accommodated by the newer supply, with new smaller units in the downtown also accommodating groups as low as the 4<sup>th</sup> income decile.

It is also important to identify that the rental rates identified are averages, with some rental apartments achieving significantly lower and higher rates, depending on a number of different factors. While this analysis confirms the findings of the City’s Housing Needs Assessment and

the HART findings (i.e., lower-income households will struggle to find affordable accommodation in the private market), it also identifies the importance of the existing and new rental housing supply in the City. The new rental supply in Winnipeg appears to be meeting the needs of moderate- and higher-income households, which is roughly 30% - 40% of the City’s renter households. This must be considered with the development of new housing policy and programs, as the continued supply of this rental housing will be critical in meeting the needs of these groups looking forward, and any interruption in supply is likely to result in continued rent growth and lack of availability for these moderate-income groups. New rental supply will also generally become more affordable over time as this stock ages.

**Table 6: Where Red Indicates Units are Unaffordable and Green Indicates Affordability**

			Rental Housing Affordability Gap Analysis								
Income Decile			1	2	3	4	5	6	7	8	9
Renter Household Income (2025 Estimate)			\$24,000	\$32,000	\$42,000	\$52,000	\$62,000	\$74,000	\$87,000	\$105,000	\$134,000
Affordability Threshold			\$600	\$800	\$1,050	\$1,300	\$1,550	\$1,850	\$2,180	\$2,630	\$3,350
Housing Type	Lease Price										
<b>Purpose-Built Rental Apartments</b>											
Pre-2020 Occupancy	Downtown	Studio	\$1,010								
		1B	\$1,230								
		2B	\$2,190								
	Corridor	1B	\$1,270								
		2B	\$1,720								
	Greenfield	1B	\$1,310								
		2B	\$1,540								
	Post-2020 Occupancy	Downtown	1B	\$1,330							
2B			\$1,710								
Corridor		Studio	\$1,250								
		1B	\$1,610								
		2B	\$1,890								
Greenfield		1B	\$1,660								
		2B	\$1,930								

Sources: Leasing Agents and Materials. Statistics Canada.

### 6.13.4 Market Affordability Gaps – Ownership

**Table 7** to follow compares the ownership home prices in the City to the incomes and affordability thresholds identified in **Table 7**. The new sale prices are based on a survey of new housing developments identified in Section 2, with the resale pricing representing overall averages as identified by the Winnipeg Regional Real Estate Board.

As identified, affordability in the ownership market extends to the 5<sup>th</sup> income decile for new homes, with the resale market offering affordable options down to the 3<sup>rd</sup> – 5<sup>th</sup> income decile. Notwithstanding the average resale prices identified, it is important to note that actual home pricing varies widely cross the City, with some low-density homes priced below \$200,000 and therefore affordable to groups below the 2<sup>nd</sup> income decile, assuming the home is fit for occupancy, the households can afford the downpayment, and other similar considerations.

The ownership market in Winnipeg is therefore displaying a fairly healthy market where a diverse group of households can afford a home.

Some groups like Habitat for Humanity may create new moderate-income ownership housing, but this typically requires subsidy or government intervention, and only provides one-time affordability. Federal dollars through the CMHC Affordable Housing Fund ('AHF') and the Black Families Funding Initiative ('BFFI') have been supportive of new affordable ownership homes, but this funding is not always guaranteed (i.e., AHF funding is competitive, BFFI is set to finish in 2026) and does not exist provincially or municipally.

**Table 7: Where Red Indicates Units are Unaffordable and Green Indicates Affordability**

Ownership Housing Affordability Gap Analysis											
Income Decile			1	2	3	4	5	6	7	8	9
Total Household Income (2025 Estimate)			\$32,000	\$48,000	\$64,000	\$79,000	\$96,000	\$115,000	\$136,000	\$167,000	\$215,000
Affordability Threshold			\$138,000	\$222,000	\$301,000	\$379,000	\$462,000	\$564,000	\$677,000	\$847,000	\$1,104,000
Housing Type		Purchase Price									
<b>New Sales</b>											
Condominium Apartment	2B	\$390,000									
	3B	\$547,000									
Townhome	3B	\$433,000									
Semi-Detached	3B	\$463,000									
Single-Detached	3B	\$579,000									
	4B	\$649,000									
<b>Resales</b>											
Condominium Apartment	-	\$297,000									
Semi-Detached/Townhome	-	\$393,000									
Single-Detached	-	\$437,000									

Sources: Leasing Agents and Materials. Winnipeg Regional Real Estate Board. Statistics Canada.

It is also difficult to monitor and enforce affordability over the long-term for ownership homes, which is also supported with fewer incentives from senior levels of government. Support for attainable ownership could be an objective through the promotion of condominium apartment units, which is already affordable to many moderate-income households, helping them enter homeownership. The City can also continue engaging with non-profit housing builders like Habitat to encourage denser, more affordable housing types such as stacked townhomes and apartment units at attainable pricing levels. However, this analysis generally confirms the findings of the City's Housing Needs Assessment that finite municipal efforts should focus on affordable rental housing.

### 6.13.5 Role of Social & Affordable Housing

Finally, **Table 8** illustrates the rents and income thresholds of the City's RGI stock, affordable housing, units produced through the CMHC MLI Select program, as well as the post-2020 market rental statistics for context.

As illustrated, the RGI and affordable housing definitions adequately fill in the lower-income gaps not being serviced by the market. This therefore indicates that the City's definition, and by extension their policy and program efforts, are accurately aligned with the needs and housing gaps not being serviced by the private market. The primary challenge is therefore the inadequate supply, and in some cases, quality of this housing stock, which is currently tens of thousands below the supply needed.

This data and analysis therefore supports the City's efforts to increase and expand this affordable housing supply as currently defined, as well as the Province's role in improving and expanding the supply of community and social housing.

**Table 8**

Affordable and Social Housing Affordability Gap Analysis										
Income Decile		1	2	3	4	5	6	7	8	9
Renter Household Income (2025 Estimate)		\$24,000	\$32,000	\$42,000	\$52,000	\$62,000	\$74,000	\$87,000	\$105,000	\$134,000
Affordability Threshold		\$600	\$800	\$1,050	\$1,300	\$1,550	\$1,850	\$2,180	\$2,630	\$3,350
Housing Type	Lease Price									
<b>Affordability Threshold</b>										
Manitoba Housing - Social Housing <sup>1</sup>	Studio	Varies*	Eligible (< \$31,000)			Ineligible				
	1B		Eligible (< \$44,000)				Ineligible			
	2B		Eligible (< \$55,000)					Ineligible		
	3B		Eligible (< \$58,000)						Ineligible	
	4B+		Eligible (< \$66,000)							Ineligible
City of Winnipeg - Affordable Housing (80% MMR)	Studio	\$702	Unaffordable	Unaffordable	Affordable	Affordable	Affordable	Affordable	Affordable	Affordable
	1B	\$919	Unaffordable	Unaffordable	Affordable	Affordable	Affordable	Affordable	Affordable	Affordable
	2B	\$1,185	Unaffordable	Unaffordable	Unaffordable	Affordable	Affordable	Affordable	Affordable	Affordable
	3B+	\$1,460	Unaffordable	Unaffordable	Unaffordable	Unaffordable	Affordable	Affordable	Affordable	Affordable
CMHC MLI Select (30% Median Renter Income) <sup>3</sup>	All	\$1,100	Unaffordable	Unaffordable	Unaffordable	Affordable	Affordable	Affordable	Affordable	Affordable
Post-2020 Purpose-Built Rental Housing	Downtown	1B	\$1,330	Unaffordable	Unaffordable	Unaffordable	Affordable	Affordable	Affordable	Affordable
		2B	\$1,710	Unaffordable	Unaffordable	Unaffordable	Unaffordable	Affordable	Affordable	Affordable
	Corridor	Studio	\$1,250	Unaffordable	Unaffordable	Affordable	Affordable	Affordable	Affordable	Affordable
		1B	\$1,610	Unaffordable	Unaffordable	Unaffordable	Unaffordable	Affordable	Affordable	Affordable
	Greenfield	2B	\$1,890	Unaffordable	Unaffordable	Unaffordable	Unaffordable	Unaffordable	Affordable	Affordable
		1B	\$1,660	Unaffordable	Unaffordable	Unaffordable	Unaffordable	Affordable	Affordable	Affordable
	2B	\$1,930	Unaffordable	Unaffordable	Unaffordable	Unaffordable	Unaffordable	Unaffordable	Affordable	Affordable

Sources: Manitoba Housing. City of Winnipeg. CMHC. Statistics Canada.  
 1 - Rents under the Social Housing Rental Program do not exceed 30% of adjusted net household income.  
 2 - Rents under the Affordable Housing Rental Program are set by Manitoba Housing annually.  
 3 - CMHC's MLI Select Program utilizes 2019 renter household incomes.

Ineligible
Unaffordable
Affordable

## Appendix D – Winnipeg Tools and Programs

Significant housing needs and challenges remain for lower to very-low income groups in Winnipeg. The construction, operation, and maintenance of affordable housing are inherently costly, and addressing these challenges requires coordinated action across federal, provincial, and municipal governments. Each level of government plays a distinct but complementary role in preventing homelessness, supporting non-market housing, and protecting tenants.

The following section provides an overview of these roles, beginning with the federal government and CMHC, followed by the Province of Manitoba, and concluding with the City of Winnipeg and its local players, including a detailed review of its programs and policies. A full list of funding programs is presented in **Figure 2** to outline the complimentary role of each level of government.

### 6.13.6 Federal Government

The federal government has played a significant, though evolving, role in shaping affordable housing in Canada. Historically, the federal government's involvement was most direct prior to the 1970s, when it acted as both a builder and a principal funder of affordable housing projects. In subsequent decades, however, federal participation declined, with a greater share of responsibility shifting to provincial and municipal governments.

Today, the federal government has slowly begun to re-enter the affordable housing space, with national housing policy and programs aimed at promoting housing development and affordability through investment and financing. Its influence extends through its control of major policy areas and institutions that affect housing prices and availability, such as immigration, fiscal policy, and the banking system, as well as its greater revenue power as the federal government. Through the Bank of Canada, the federal government has adjusted interest rates in response to macroeconomic conditions in an effort to stabilize the housing market. It has also implemented a range of tax incentives to improve housing affordability, including the Principal Residence Tax Exemption, the First-Time Home Buyer's Tax Credit, waiving HST for rental housing and first time buyers, the Home Buyers' Plan, and other similar initiatives.

A federal initiative worth mentioning is the National Housing Strategy ('NHS'). Launched in 2017, the NHS is a ten-year, \$40-billion plan aimed at removing 530,000 families from housing need and supporting the creation of 160,000 new homes by 2027. It reasserts the governments' role as an active housing player, with a renewed commitment to provide housing along the continuum to empower and uplift Canadians. While the NHS represents a renewed federal commitment to housing affordability, its long-term impact on reducing housing insecurity remains uncertain.

Similarly, Build Canada Homes (BCH) is a newly launched federal agency in Canada tasked with building and financing large-scale affordable housing nationwide. Its mission is three-fold: build affordable homes, provide financing solutions for builders, and trigger a new Canadian home-building industry through modern methods like modular construction and mass timber. With an initial capitalization of about \$13 billion, the agency will leverage public lands, partner with Indigenous communities, provinces and the private sector, and prioritize Canadian materials and innovation to accelerate housing construction and tackle the affordability and homelessness challenges.

The federal government has also supported municipalities with capital funding in support of expanding housing supply through the Housing Accelerator Fund (HSF). The City of Winnipeg received over \$120M in funding through the HAF which it has used to implement several programs and initiatives, which will be assessed to follow.

## CMHC

Today, a key vehicle through which the federal government continues to advance its housing objectives is the crown corporation, the Canada Mortgage and Housing Corporation ('CMHC'), which has been central to the federal housing framework since its creation in 1946. Its mandate is to promote access to affordable housing for all Canadians and deliver federal housing programs.

Over time, CMHC has evolved its programs to meet emerging housing challenges. Recent initiatives, such as the Rapid Housing Initiative ('RHI'), which provides capital contributions for the construction and rehabilitation of affordable housing, and the Housing Accelerator Fund ('HAF'), which supports developers and non-profits with low-cost financing and grants to advance new affordable housing in mixed-income developments.

According to CMHC, rental developments are increasingly relying on CMHC financing products like MLI Select and the Apartment Loan Construction Program for financing and insurance. As identified by **Figure 1**, CMHC estimates that nearly 88.4% of all rental housing constructed in 2024 was supported through the ALCP or MLI Select Program, indicating a reliance on government low-cost loans and funding to support viable outcomes.

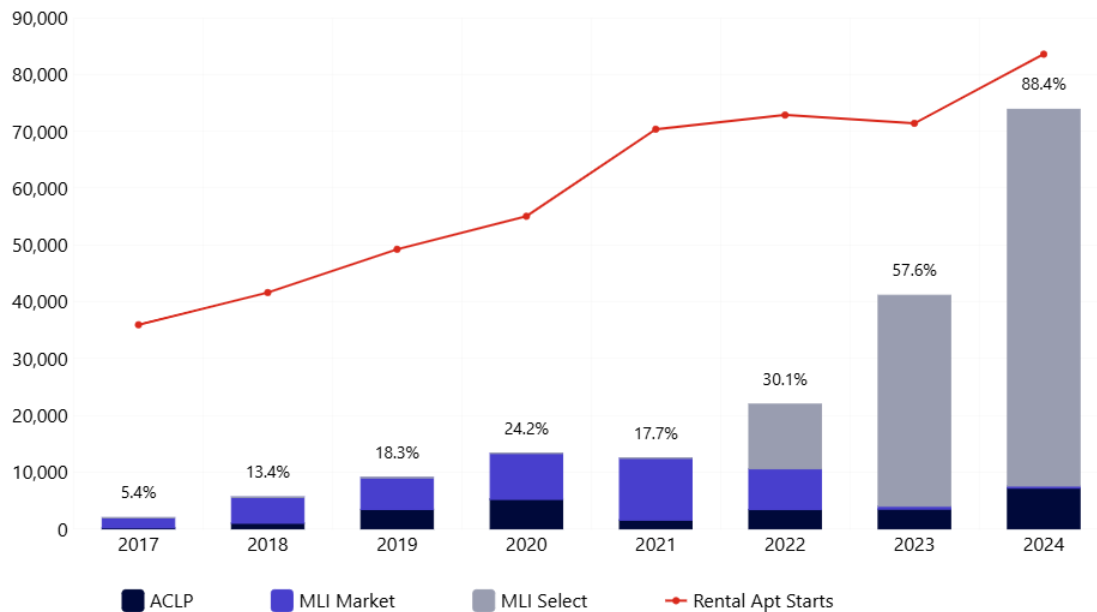
Though CMHC's offerings are extensive, there are three worth explaining in more detail. The **MLI Select** program provides favourable financing and extended amortization periods to developers based on their commitments to affordability, accessibility, and sustainability. Like many CMHC funds, it operates on a points-based system that rewards stronger social and environmental outcomes with better financing terms, including lower insurance premiums and higher loan-to-cost ratios. In contrast to conventional lenders that typically cap loans at around 75% of project value, CMHC financing under MLI Select can reach up to 95%, thereby reducing the amount of capital developers need to contribute upfront. We note that through the MLI, developers can pursue projects that are affordable, sustainable, or accessible to meet

the points requirement. Providing affordable units is not mandatory, offering developers flexibility to choose the approach that best aligns with their project goals and financial feasibility.

**Figure 1**

Rental Apartment Starts (5+ units) vs. Apartment Construction Loan Program/ Mortgage Loan Insurance Funded Apartment Units in Canada

*The percentage represents the ACLP/MLI Units as a share of Total Rental Apartment Starts*



*Source: Canada Mortgage Housing Corporation*

Similarly, the **Apartment Construction Loan Program** ('ACLP') – formerly the Rental Construction Financing Initiative or RCFI – offers low-cost, insured loans to support the construction of new purpose-built rental housing and the conversion of non-residential buildings into rental units. The program lowers borrowing costs, accelerates project timelines, and plays a key role in expanding the supply of rental housing across the country. Like MLI Select, it leverages favourable financing rates to secure affordable, sustainable and accessible housing. Unlike MLI Select, at least 20% of units must be rented at or below 30% of the median total income of families in the market area or at rents at the affordable provincial or municipal levels.

Complementing these, the **Affordable Housing Fund** ('AHF') – formerly the Co-Investment Fund – provides both repayable and forgivable loans to projects that deliver deeply affordable housing. The AHF offers the most generous financial incentives but also requires the deepest levels of affordability, aligning strongly with the federal government's social housing objectives. One such term is loan forgiveness, available when developers meet specific

program targets for affordability, accessibility, and energy efficiency. This can materially affect the financial feasibility of developments and allow both for-profit and non-profit organizations to secure funding to build affordable units.

### **Incentive Stacking**

Together, these programs illustrate how the federal government, through agencies such as the CMHC, continues to shape housing outcomes across Canada. By reducing borrowing costs, extending amortization periods, and offering high loan-to-cost ratios, CMHC enhances the financial feasibility of rental and affordable housing projects. However, there remains caution regarding the sustainability and continuity of federal funding, as many of these initiatives are time-limited and subject to fiscal pressures, shifting political priorities, and changing economic conditions. We note that conversations with local developers indicate uncertainty surrounding the longevity of the MLI Select program, which could see a stall in apartment construction in the years to come.

As confirmed to follow through proforma analysis, these financing programs play a key role in lowering the costs and risk associated with building new affordable rental housing. However, often projects remain with a funding gap, particularly those pursuing depths of affordability below what is required by MLI Select (e.g., Winnipeg's Affordable Housing definition and below). Projects must therefore be able to stack additional funding available through municipal and provincial programs, with these latter incentive programs therefore requiring grants that pair with the federal low-cost financing programs. Any municipal and provincial incentives should also therefore aim to align with these federal programs with as little friction or contradiction as possible.

#### **6.13.7 Province of Manitoba**

While the federal government sets broad housing priorities and provides cost-shared funding, Manitoba is the primary implementer of programs and policies that address the housing needs of its residents. The province plays a more central role in the delivery, funding, and regulation of housing, particularly for low- and moderate-income households. Manitoba acts as a service manager, responsible for administering social housing, managing low-income units, and supporting the development of new affordable housing through both public and non-profit providers.

Historically, Manitoba's involvement expanded during the post-war period through partnerships with the federal government to construct and operate social housing. In 1998, following the federal devolution of housing administration, the province assumed greater responsibility for social housing, including ownership and management of existing units and the allocation of rent-geared-to-income units ('RGI'). This positioned the province as the primary developer, manager, and funder of low-income housing in Manitoba.

In recent years, Manitoba's social housing portfolio has faced challenges. There has been stagnation, and in some cases a decline, in the number of social housing units, with the sale of units to the private sector reducing the provincial inventory. While several provincial programs remain in place, many are not currently accepting new applications, some have limited activity, and others primarily focus on managing existing stock rather than increasing housing supply. In practice, this has led to a greater provincial emphasis on rent supplements and subsidies, rather than new construction of low-income housing.

Despite these trends, the Province has implemented several initiatives to expand and support housing. Programs such as Housing Starts Here, the Rental Housing Construction Incentive, Efficiency Manitoba, the Manitoba Social Housing Funding Program, and the Manitoba Accessibility Fund target both new development and improvements to existing housing. Manitoba also collaborates with financial partners, including the Jubilee Fund, Assiniboine Credit Union, Housing Investment Corporation, and First National, to support the financing of affordable housing projects, including both non-profit and for-profit developers.

Recent Provincial efforts have been influenced by a renewed focus on homelessness reduction and housing stability, reflecting a commitment to increase supports while maintaining fiscal prudence. While the scale of new construction remains constrained, these programs provide flexible funding mechanisms, incentives, and partnerships aimed at sustaining and improving access to affordable housing for Manitobans. Looking forward, the Province's approach is expected to continue emphasizing partnerships, targeted subsidies, and the management of existing social housing stock, while selectively supporting new development where feasible.

Overall, Manitoba acts as the primary implementer of housing policy, translating federal and provincial priorities into practical programs, managing and developing low-income housing, and partnering with private, non-profit, and financial institutions to expand housing access. The province's role illustrates the complexities of sustaining social housing in a constrained fiscal environment, balancing management of existing stock with targeted investments and programmatic innovation to meet the needs of vulnerable populations.

### **6.13.8 City of Winnipeg**

Historically, the City of Winnipeg has taken a relatively hands-off approach to housing, primarily relying on market forces and provincial programs to shape housing supply. This began to shift with the release of the 2020 Housing Needs Assessment ('HNA') and subsequent 2025 Assessment, which highlighted gaps in affordability, supply, and housing stability across the city.

Since then, the City has increasingly recognized the need to play an active role in housing, adopting policies, programs, and incentives designed to encourage the development of both market and affordable housing, and support vulnerable populations.

The City now implements a range of initiatives aimed at stimulating new housing supply, particularly affordable and rental housing, to be discussed in the section to follow. These include policy tools, financial incentives, and regulatory measures that encourage both private and non-profit developers to build housing that meets local affordability realities. While the City cannot directly provide large-scale housing construction like CMHC or the Provincial government, it influences outcomes through zoning, land-use planning (in *Complete Communities 2.0*), development approvals, and municipal incentive programs, making it an essential player in shaping the housing market.

The municipal role is particularly important in supporting private and non-profit developers. Private developers remain the primary builders of market housing, responding to demand and contributing to overall housing supply. Non-profit developers, meanwhile, focus on affordable housing but typically have limited financial capacity and rely heavily on support from municipal, provincial, and federal programs. The number of active non-profit housing organizations in Winnipeg is relatively small, highlighting the need for targeted incentives, grants, and partnerships to ensure new affordable housing projects are financially viable.

Looking forward, Winnipeg's evolving housing strategy reflects a city increasingly aware of its responsibilities in facilitating and incentivizing housing development, balancing the roles of market builders and non-profit organizations. While municipal powers are constrained compared with provincial or federal authorities, the city's focus on programs, policies, and partnerships positions it as a critical enabler of both affordable and market housing development. Stakeholder consultation, engagement, and adaptation are central to the city's approach, allowing Winnipeg to respond to community needs, and evolving housing pressures. By actively incorporating insights from both private and non-profit partners, the city can refine programs, remove barriers, and better align incentives with housing demand, laying the groundwork for more effective and sustainable housing outcomes.

## CentreVenture

CentreVenture, the City's arm's-length development agency, continues to play an important role in advancing downtown housing goals. Historically involved in site assembly, redevelopment planning, and developer partnerships, CentreVenture is currently undergoing a strategic repositioning aimed at strengthening its role in facilitating downtown revitalization. The agency has expressed interest in re-establishing a more active role in the market, particularly in supporting a level playing field for redevelopment and assisting the non-profit sector with land assembly and navigation of the planning process. With its capacity to hold and prepare land, CentreVenture remains a valuable intermediary between public policy objectives and private or community-led investment.

Figure 2

# Funding Programs for New Supply

Municipal	Provincial	Federal
<p><b>Current Programs</b></p> <ul style="list-style-type: none"> <li>• Density Bonusing Pilot Program</li> <li>• Affordable Housing Now Tax Increment Financing (AHN)</li> <li>• Heritage and Economic Development Incentive (HEDI)</li> <li>• Housing Rehabilitation Investment Reserve (HRIR)</li> <li>• Housing Accelerator Fund                             <ul style="list-style-type: none"> <li>◦ Capital Grant Incentives</li> <li>◦ Malls &amp; Corridors, Infill Zoning Amendments</li> <li>◦ Multi Family Sustainable Housing Program</li> <li>◦ Land Enhancement Program for Affordable Housing</li> </ul> </li> </ul> <p><b>Legacy Programs</b></p> <ul style="list-style-type: none"> <li>• Affordable Housing Opportunities in HIZ's</li> <li>• Rapid Housing Initiative (RHI)</li> <li>• Multiple Family Dwelling Grant</li> <li>• Neighbourhood Multiple Family/Mixed-Use Building Grant</li> <li>• Downtown Multiple Family/Mixed-Use Building Grant</li> <li>• Downtown Residential Development Grant Program</li> <li>• Live Downtown - Rental Development Grant Program</li> </ul>	<p><b>Housing Starts Here</b></p> <ul style="list-style-type: none"> <li>• Proposal Development Funding</li> <li>• Capital Funding Program</li> <li>• Rental Housing Construction Incentive</li> <li>• Operating Funding for New Supply</li> </ul> <p><b>Other Funding Programs</b></p> <ul style="list-style-type: none"> <li>• Affordable Homes Program</li> </ul>	<p><b>Canada Mortgage Housing Corporation</b></p> <ul style="list-style-type: none"> <li>• Affordable Housing Fund</li> <li>• Apartment Construction Loan Program</li> <li>• Co-Op Housing Development Program</li> <li>• Federal Lands Initiative</li> <li>• Funding for Indigenous Housing</li> <li>• Housing Accelerator Funding</li> <li>• Rapid Housing Initiative</li> </ul> <p><b>Other Funding Programs</b></p> <ul style="list-style-type: none"> <li>• GST/HST Waiver on Purpose-Built Rental Housing</li> <li>• Build Canada Homes</li> </ul>

## Example Financing Opportunities

Credit Unions	Business Council of Manitoba's Collaborative Housing Alliance Real Estate Investment Trust	Housing Investment Corporation	FCM Green Municipal Fund & Jubilee Fund	Private Lenders
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## 6.14 Assessment of the City's Historical and Current Approaches to Encouraging Affordable Housing

Following the City's increasing engagement in housing, Winnipeg has developed a range of programs, policies, and incentives aimed at supporting both market and affordable housing development. These initiatives reflect the city's strategic priorities for growth and affordability and have been designed to encourage investment from private and non-profit developers while leveraging federal and provincial resources.

The following sections provide a detailed review of the City's housing policies, historical and current programs, and initiatives designed to accelerate housing development. Where available, commentary from stakeholders is included to highlight successes, challenges, and lessons learned.

### 6.14.1 Historical Housing Programs

The City has historically experimented with a variety of policy and incentive programs to promote affordable housing. The Density Bonus Pilot program, for example, while not generating a large number of new units, has been valuable in engaging developers and the community in conversations around affordable housing. Similarly, initiatives like Affordable Housing Opportunities in Housing Improvement Zones and participation in the Rapid Housing Initiative have provided targeted support, contributing to small but meaningful gains in housing supply. Other programs have since been fully subscribed or discontinued, but collectively, they helped the City refine its approach and establish practices for engaging developers and stakeholders.

#### Density Bonusing

The Density Bonusing pilot, launched in 2023, represents a strategic municipal tool designed to encourage the inclusion of affordable housing through voluntary policy levers rather than mandatory requirements. Density bonusing is a well-established urban planning mechanism that allows developers to build beyond base zoning permissions, typically height, floor area ratio, or unit density, in exchange for providing public benefits, most commonly affordable housing.

In this pilot, the program was targeted to corridors and other specific zones of the City as identified in *Complete Communities 2.0*. Where established density thresholds were exceeded, up to 50% of the increased density was to be provided at the City's affordable housing definition for a period of up to 20-years, with the program also offering parking reductions as well as being stackable with all municipal and senior government incentive programs.

A key feature of the program was therefore that it was voluntary, with developers able to opt into the program by accessing the additional density in exchange for providing affordable housing. Another key feature was the opportunity for developers to access the additional density with flexible parameters surrounding affordable housing. Developers could therefore either build to the base density or access the bonus density, potentially providing fewer affordable units, or less-affordable units, depending on the project economics presented. If no affordable units were provided, the City could elect to provide developers with a density variance, separate from the density bonusing program.

Of note, since the launch of the Pilot, the City upzoned many intensification areas through the Malls and Corridors Planned Development Overlay, which is expanded on to follow. This upzoning made the Bonus Density program obsolete in many areas where it applied, however the City expanded Bonus Density to other areas of the City after this initiative was implemented.

Importantly, the program's uptake was limited, with only 18 inquiries, 5 applications, and 3 approvals as of the time of writing. As per data provided by the City, 2 of the 3 approvals were advanced by non-profits, with the other approval led by a private developer who was already pursuing a mixed-income project with support from CMHC financing programs. As such, it is likely that the policy alone did not lead to the construction of new affordable housing, with all three approvals also receiving support from the City's other incentive programs. Notwithstanding this, according to City staff, the pilot has been instrumental in familiarizing both for-profit and non-profit developers with density-based policy tools as well as affordable housing needs. By engaging the development community early in the planning process, the program helped normalize affordable housing inclusion as a standard consideration in project applications, facilitating meaningful dialogue and feedback between developers, City staff, and community stakeholders.

### **Lessons and Key Takeaways from Density Bonusing**

While Density Bonusing is a strong policy tool in theory, its success relies on the value created by additional density. As such, these policies have more success in higher value markets such as Toronto and Vancouver where these tools are more commonly used. Further, the opportunity for developers to avoid the policy creates a challenge in predicting the success and enforcing the requirements of the program, which is expanded on in our review of case studies to follow later in this report.

The later introduction of the Malls and Corridors Planned Development Overlay has further reduced the marginal appeal of density bonusing by lifting base zoning density limits in certain locations, thereby reducing the relative incentive provided by the program. Moreover, stakeholder interviews indicated that few developers elect to maximize density under the current by-laws. It is important to note that projects utilizing density bonuses also leveraged

complementary programs, such as the Affordable Housing Now TIF or Housing Accelerator Fund grant, in addition to CMHC financing programs, highlighting that density bonusing alone is rarely sufficient to secure affordable housing without additional incentive.

The pilot also highlighted a significant administrative challenge. Interviews with City staff indicated limited capacity to monitor affordability outcomes post-implementation, particularly in tracking rents over time. Accordingly, the City has secured a partnership with the Province of Manitoba to support ongoing monitoring of affordable rents.

### **Affordable Housing Now Tax Increment Financing and Capital Grant (AHN TIF & CG)**

The Affordable Housing Now program is one of Winnipeg's most significant tools to enable the financial feasibility of affordable housing development. Introduced in 2022, AHN combines **Tax Increment Financing** ('TIF') and **Capital Grants** ('CG') to lower development costs, improve project viability, and attract a broader range of proponents, including non-profit, Indigenous, and private developers.

The program was established in recognition of a key challenge in the Winnipeg housing market: while land values have remained relatively stable, construction and servicing costs have risen sharply, creating a persistent financial gap for affordable projects. By leveraging municipal incentives alongside federal programs under the National Housing Strategy, AHN helps projects "pencil" that might otherwise be unfeasible in a moderate-rent environment.

The AHN applications were reviewed and approved by the Chief Administrative Officer ('CAO'). Initially, applications were reviewed on a first-come-first-serve basis. As the program grew, the City began reviewing applications with priority review, based on impact in addressing the City's needs for affordable housing and if applicants were non-profit providers. The **Tax Increment Financing** functions as a long-term municipal reinvestment mechanism, returning a portion of the incremental property taxes generated by a new development back to the project. Under AHN, eligible projects can receive up to 80% of incremental municipal property taxes for a period of up to 25 years (for projects located downtown, within Housing Improvement Zones, or owned by non-profit or Indigenous organizations) and for up to 15 years for for-profit projects located outside these areas.

Importantly, this ongoing annual return strengthens developers' cash flow and, in some cases, improves debt-servicing capacity, effectively reducing the net cost of development, and capital required, over time. By providing a predictable, long-term revenue stream, TIF enables developers to secure lower-cost financing, attract additional investment, and offset operational expenses. This financial stability is particularly crucial for mixed-income or deeply affordable housing projects, which often operate with thinner profit margins and face greater financing challenges. Ultimately, the mechanism not only incentivizes private investment in socially beneficial developments but also mitigates financial risk, making these projects more feasible and sustainable over the long term.

However, developers are still constrained by acquisition costs, construction expenses, retrofitting requirements, site servicing, site remediation where necessary, and other project-specific variables. While TIF reduces long-term financial risk, these upfront costs remain significant barriers, particularly for smaller developers or projects that involve complex land assemblies or the redevelopment of older properties.

The TIF also provides a practical mechanism for long-term project monitoring. By linking the return to annual property tax payments, the program ensures ongoing accountability without requiring intensive municipal oversight. When paired with tools such as density bonusing or zoning variances, and complemented by provincial and CMHC reporting frameworks, TIF offers a structured yet flexible method for encouraging desired development outcomes while maintaining city oversight.

In parallel, the **Capital Grant** stream provides up to \$10,000 per affordable unit, to a maximum of \$250,000 per project, for developments where more than half of the residential units are deeply affordable (typically defined as below 60% of median market rent ('MMR'), or at rent-geared-to-income levels). Projects must include a minimum of five units, and are generally required to secure complementary funding under the National Housing Strategy, such as CMHC's Affordable Housing Fund.

### **Program Successes and Key Takeaways**

AHN has been fully subscribed, allocating approximately \$50 million in TIF grants and \$2 million in capital grants across 27 projects citywide. These projects are expected to deliver over 2,180 new homes, including 600 affordable, 650 deeply affordable, and 950 market units. While primarily non-profits, some for-profit groups were also successful in unlocking funding.

In practice, historical TIF-supported projects tend to be mid-sized developments, averaging between 81 and 100 units, with approximately 40% designated as market units. Units below 80% of median market rent ('MMR') constitute an average of 27% of project units, while units below 60% MMR average 12% of project units. Where RGI units were provided, they often composed the entirety of the building —except in mixed-income developments such as the Princess Street and King Street Market Lands projects, which feature a 60% market and 40% RGI unit distribution.

These patterns reflect a key lesson: even in the presence of robust public support through capital grants and TIF incentives, the inclusion of market units remains essential to balancing pro forma economics. Market units provide a critical cross-subsidy that offsets higher construction costs, inflationary pressures, and reduced rental yields from affordable units, ensuring that developments remain both financially feasible and attractive to lenders. In this

sense, AHN has successfully demonstrated that affordability and market performance are not mutually exclusive, but rather interdependent components of a resilient housing strategy.

The program also demonstrates the complimentary nature of offering both property tax and capital grants that can stack with low-cost financing and other incentives offered by the Province.

Accordingly, stakeholder feedback confirms that both for-profit and non-profit proponents view AHN as one of the most effective and accessible municipal housing programs. Developers praised the TIF mechanism's predictability and its compatibility with federal funding streams, noting that *"when the TIF ran, things got built"*. This notion held particularly true for the downtown, with private developers noted that this program spurred development activity.

Non-profit groups emphasized the program's critical role in leveraging CMHC financing, particularly the long-term TIF horizon that strengthened underwriting assumptions, reducing the capital non-profit entities had to contribute to projects.

Together, these perspectives affirm that Winnipeg's layered approach, combining TIF, grants, and external funding, represents a best practice in affordable housing delivery, balancing public investment with private and community capacity. As mentioned, in exchange for the \$50 million in tax incentives, the City is set to gain just under 2,200 new units, of which 57% (1,244 units) will be affordable. Without the TIF, it is unclear if these affordable units would have been built, adding instrumental units to the supply of affordable housing in Winnipeg. In addition to the social good created from these units, the City will benefit from the long-term property tax gains associated with these projects upon the expiry of the TIF period.

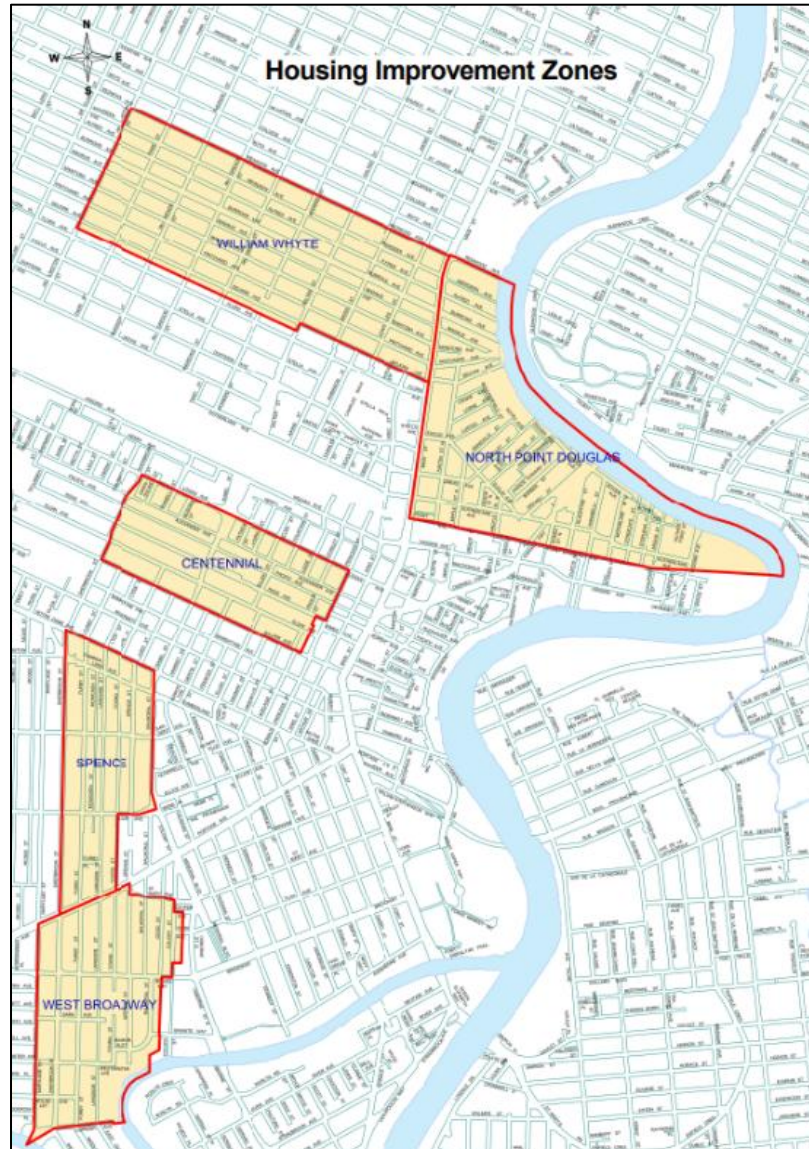
### Affordable Housing Opportunities

The **Affordable Housing Opportunities in Housing Improvement Zones** ('HIZ') program, launched in 2021, was designed to facilitate infill and mixed-use development by selling surplus City-owned land directly to non-profit housing providers to build new affordable housing. This program built on historic land programs when City land was offered for as low as \$1 for non-profits. A list of HIZ communities can be found in **Figure 3**. The program prioritized affordability and sustainability, requiring properties to be sold at no less than 50% of assessed value, or \$1.00 where certified green buildings were planned. Developers were required to complete construction within two years of acquisition.

While the program successfully completed three transactions, overall uptake was limited. Operational challenges, including limited eligible land parcels, constrained broader program impact. The program has since been rescinded and replaced with an updated real estate policy allowing the sale of City-owned lands based on policy alignment rather than assessed value and the additional city-owned land program through the HAF program, which is assessed to follow.

Despite its limited scale, the AHO in HIZ program demonstrates the potential of targeted land disposition strategies to support affordable housing and neighborhood revitalization while providing lessons on program design, market responsiveness, and policy flexibility.

**Figure 3**



*Source: City of Winnipeg*

### Rapid Housing Initiative

The **Rapid Housing Initiative** ('RHI'), which operated from 2020 to 2023, was a federally funded program administered by CMHC to accelerate the creation of deeply affordable and supportive housing. The program provided capital for either the rapid construction of new housing or the acquisition and conversion of existing buildings into permanent affordable housing units.

Over its three rounds of funding, RHI delivered 191 units, addressing critical housing needs in the community, and mobilized \$40 million in funding. Beyond the immediate increase in housing supply, the program demonstrated the effectiveness of targeted, time-sensitive capital injections for high-priority housing objectives. For developers, RHI offered a streamlined funding pathway that mitigated the risk of construction delays and financing gaps, particularly for projects serving vulnerable populations. The initiative also highlighted the importance of federal-municipal collaboration, providing a model for subsequent programs in terms of expedited approvals, leveraging existing buildings, and targeting deeply affordable and supportive units within the housing ecosystem.

### Other Discontinued Programs

The City previously ran five other housing incentive programs, delivering multi-family and mixed-use housing stock while shaping development patterns across strategic neighborhoods. These programs collectively approved 86 applicants and resulted in 1,724 condominium units and 1,998 rental units.

The **Multi-Family Dwelling Grant** focused on construction or renovation within specific geographies, offering up to \$3 million per project, calculated as 10% of project value or the total incremental municipal taxes imposed over five years. This program supported 12 projects, producing 232 condominium units and 65 rental units, demonstrating its ability to catalyze small-to-medium-scale developments.

The **Neighbourhood Multi-Family/Mixed-Use Building Grant** Program provided \$16.7 million in funding to facilitate construction, redevelopment, conversion, or expansion of buildings with four or more residential units in targeted neighborhoods. Grants were calibrated based on incremental taxes, with maximums of \$15,000 per rental unit and tiered condominium thresholds (\$15,000 per condominium valued under \$250,000 or \$10,000 per unit if valued over \$250,000). The program supported 46 projects, delivering 891 condominium units and 575 rental units, reflecting a strategic focus on neighborhood revitalization while balancing market and affordable housing objectives.

Similarly, **the Downtown Multi-Family/Mixed-Use Building Grant** Program allocated \$10 million to stimulate housing development in the city core. Structured using incremental tax-based grants, it supported 5 projects, yielding 172 condominium units and 182 rental units. By targeting downtown parcels, this program sought to catalyze high-density residential development in a historically underutilized urban core.

The **Downtown Residential Development Grant** Program represented a joint municipal-provincial partnership, with a \$20 million commitment from both the City and Province. This initiative focused on properties designated as Community Revitalization Properties and provided grants for new construction, redevelopment, or conversion of multi-family and mixed-use buildings. The program supported 16 projects, generating 429 condominiums (300 affordable, 129 market) and 346 rental units (133 affordable, 213 market). Notably, the

program incorporated affordability requirements and limited rent increases, ensuring long-term housing stability while leveraging private sector investment.

The **Live Downtown Rental Development Grant** Program, also a joint municipal-provincial effort, targeted rental development downtown with a commitment to 750–900 units across 7 projects. The program included structured incentives for strategic location, redevelopment of surface parking lots, and structured parking construction, with affordability requirements for at least 10% of units for five years post-occupancy. This initiative demonstrated the value of programmatic flexibility in achieving both density and affordability goals while supporting downtown revitalization objectives.

Following the conclusion of these programs, there was a notable gap in municipal housing incentives, particularly for downtown developments, which left a temporary vacuum in funding and strategic support for affordable and mixed-income housing. This historical context highlights both the impact and limitations of program-based interventions, emphasizing the importance of continuous, adaptive incentive frameworks to sustain development momentum and respond to evolving housing market dynamics.

#### **6.14.2 Housing and Homelessness: Housing Rehabilitation Investment Reserve (HRIR)**

The **Housing Rehabilitation Investment Reserve** ('HRIR') is one of the City of Winnipeg's longest standing and most adaptable funding tools supporting affordable housing stability and homelessness prevention. Established in the early 2000s through a tri-level government partnership involving the City, Province, and Government of Canada, the HRIR has evolved into a cornerstone of the City's housing policy framework. While federal and provincial programs have since changed, Winnipeg has retained the HRIR as a local mechanism to direct capital resources, build community capacity, and address housing challenges.

Over the past two decades, the HRIR has been administered through five designated Housing Improvement Zones ('HIZs'). Each HIZ is allocated approximately \$160,000 in annual funding, which is distributed primarily to Neighbourhood Renewal Corporations or Neighbourhood Associations. \$200,000 is also allocated annually to the Indigenous Housing Program which supports repairs and maintenance for Indigenous-owned non-profit housing. These organizations act as local delivery partners, administering grants and coordinating investment priorities based on community-identified housing needs. The intent is to maintain flexibility in project eligibility, allowing neighbourhoods to direct funds where they are most impactful, whether toward affordable housing construction, small-scale rehabilitation, or capacity-building activities.

Within the HIZs, neighbourhood renewal corporations convene broad stakeholder groups, including residents, community planners, and local developers, to align HRIR funding with neighbourhood housing strategies. Priorities vary by area ranging from the need for affordable

family units to senior-oriented housing, but the process ensures that local context and participation guide investment decisions. Developers seeking HRIR-related funding or support are typically encouraged to present proposals directly to these community bodies, ensuring projects align with neighbourhood objectives and receive endorsement before proceeding. This community-driven model reduces some of the administrative burden for the City (as neighbourhood groups administer smaller grants) while fostering transparency and accountability at the local level.

When developed, the HRIR consisted of several complementary programs that collectively strengthen Winnipeg's affordable housing ecosystem. The Neighbourhood Housing Program and Indigenous Housing Program are the only programs still running through HRIR.

The Minimum Home Repair Program provided small-scale capital grants (up to \$3,000 per property) to assist low-income homeowners in maintaining their dwellings. These grants were critical in preserving older, affordable housing stock that might otherwise be lost to disrepair or demolition, a key point raised in the Housing Needs Assessment. Stakeholder feedback indicates strong support for expanding this type of assistance, as deferred maintenance remains a major factor in Winnipeg's affordable housing shortage. Non-profit housing providers emphasized that many existing social housing assets are aging and require reinvestment to remain viable. This program has not run for at least five years.

The Development Cost Offset Program supported affordable housing delivery by covering up to \$5,000 in eligible pre-development or City fee costs. For non-profit and community-based developers, these early-stage costs are often significant barriers to project initiation. Stakeholders consistently identified this incentive as one of the most practical and accessible forms of municipal assistance, especially for smaller organizations with limited financial capacity. This program has not run for at least ten years.

Complementing these initiatives is the Downtown Housing Program, which focuses on increasing the supply of affordable housing within Winnipeg's core. Administered either directly by the City or through CentreVenture, this program requires that at least 25% of units in participating projects be designated as affordable. Projects are further encouraged to demonstrate neighbourhood support, reinforcing alignment with local revitalization efforts. This portion of the program has not run for at least ten years.

Collectively, the HRIR and its associated programs demonstrate a pragmatic, community-based approach to housing investment. By maintaining administrative simplicity, fostering local leadership, and supporting both new development and the preservation of existing stock, the HRIR remains a vital instrument in Winnipeg's broader housing and homelessness strategy. As the City prepares for a formal program review in 2026, there is strong stakeholder support for continued funding and potential expansion of the HRIR model, particularly to

sustain the city’s aging affordable housing stock, build local development capacity, and strengthen partnerships between the public, private, and non-profit sectors.

### **6.14.3 Housing Accelerator Fund Initiatives**

In 2023, the City was awarded approximately \$122 million from CMHC through the Housing Accelerator Fund (‘HAF’) to fast track 3,166 housing units over three years. The funding is intended to spur the construction of more than 150,000 homes across the country over the next decade<sup>14</sup>.

HAF supports the City’s eight-point Action Plan, a comprehensive framework designed to accelerate housing development, expand the supply of affordable units, and modernize regulatory and zoning systems. The initiative leverages a suite of complementary subprograms, including the HAF Grant Incentives, the Affordable Housing Concierge Program, the Multi-Family Sustainable Housing Program, the Land Enhancement Office Initiative, and planning and policy reforms such as the Malls and Corridors Planned Development Overlay and Infill Zoning Reforms. Together, these tools represent a coordinated, multi-pronged strategy to improve affordability, streamline approvals, and align municipal processes with market realities.

Stakeholders report high levels of satisfaction with the HAF suite of programs, particularly the Concierge Program, which has proven instrumental in helping non-profit developers navigate municipal systems efficiently. The City’s proactive stance, emphasis on addressing long-standing regulatory bottlenecks and zoning rigidity, demonstrates a genuine shift toward a more collaborative and enabling planning culture. Meanwhile, initiatives such as HAF Grants and Land Enhancement programs have expanded access to funding and land for both non-profit and for-profit developers, helping bridge feasibility gaps and mobilize investment in mixed-income housing.

Collectively, HAF and its associated programs have transformed the City’s housing delivery landscape, reducing risk, increasing predictability, and creating a more developer-friendly ecosystem that balances affordability goals with economic viability. The City’s emphasis on partnership-driven funding, flexible policy design, and intergovernmental alignment positions Winnipeg as a leader in implementing scalable, evidence-based approaches to accelerating housing supply. However, HAF funding is limited and expected to extinguish by the end of 2026.

#### **HAF Capital Grants Incentives**

The City of Winnipeg’s HAF Grant Incentive Program represents a cornerstone of its HAF toolkit, helping to bridge critical financing gaps in projects that might otherwise remain

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<sup>14</sup> Helping build more homes, faster in Winnipeg | CMHC

financially unviable. Delivered over two rounds, the program has mobilized substantial investment and helped catalyze both downtown revitalization and mixed-income housing across the city. In total, 26 projects have received funding commitments amounting to \$52 million—including \$24 million in the first round and \$28 million in the second round.

As identified, the program has supported a mix of for-profit and non-profit groups, in a variety of locations, and with a variety of affordability mixes. Applications were evaluated based on their geographic location, favouring the downtown, and ability to generate affordable housing units. Importantly, it is noted that all successfully approved projects have received funding from senior government programs, and specifically the CMHC low-cost funding and financing programs.

Capital grants are designed to lower the equity contribution required by developers, effectively reducing their hurdle rates of return and encouraging participation in the affordable housing market. Like previous programs discussed, by decreasing the upfront capital burden, these grants make projects with long-term affordability covenants more feasible. Grants are structured on a tiered basis according to the depth and duration of affordability achieved:

- Developers may receive \$25,000 per unit if the project is downtown and at least 10% of units are affordable as defined by CMHC MLI Select.
- Projects with at least 30% of units offered at less than 80% of Median Market Rent (MMR), or at Province of Manitoba Affordable Housing Rental Rates for a minimum of twenty years, qualify for grants of \$35,000 per unit.
- The maximum incentive of \$60,000 per unit is reserved for developments that achieve the same affordability threshold (30% of units below 80% MMR or at provincial affordable rates for 20 years) and are also downtown.

Stakeholders consistently emphasized the importance of these capital grants as a decisive enabler of project viability, particularly when stacked with complementary programs such as the HRIR and TIF funds, and CMHC financing programs. Developers noted that every dollar per door matters, particularly in covering servicing costs and pre-development fees that can otherwise stall affordable or mixed-income projects.

### **Successes and Key Takeaways**

Collectively, projects supported under the HAF Grant program are expected to deliver approximately 2,530 housing units, including 1,246 market units (46%), 741 affordable units below 80% MMR (29%), and 543 deeply affordable or rent-geared-to-income units (23%). Of the approved projects, 12 of 26 are located downtown, and 13 are led by non-profit developers, reinforcing the program's role in supporting both urban intensification and community-based housing delivery.

Project cost analysis reveals the financial magnitude of new housing construction in the current market. Across both rounds, the average cost per unit was approximately \$354,000,

though this value varied significantly depending on project scale and complexity<sup>15</sup>. As noted in **Section 2.2**, the average new one- to two-bedroom condominium currently sells for \$256,000 to \$360,000, revealing the narrow margins and significant financial risk associated with new construction. These figures highlight not only the high costs of heritage adaptation, remediation, and large-scale urban redevelopment, which can render projects financially unviable, but also the unique potential of the program to enable transformative projects that would otherwise remain out of reach.

Funding for approved projects also demonstrates strong intergovernmental collaboration. On average, City grants (via HAF) account for roughly 3% of total project budgets, with provincial and federal sources contributing approximately 2.5% and 32.5% respectively. When combined, the three levels of government collectively fund about 40% of total project costs, a share that rises to 65% when the two large Portage projects are excluded.

Still, we note that for non-profit entities, providing 35% of the project budget in cash can be an insurmountable task. To this effect, we note that all HAF-approved projects also received supplemental city support through other municipal programs such as the AHN TIF, HRIR, or AHN Capital Grants. This layered funding structure has proven crucial in enabling proponents, particularly non-profit and Indigenous organizations, to leverage CMHC financing and other forms of debt with limited upfront equity.

Together, the Capital Grant Incentive Program and its complementary funding mechanisms demonstrate the importance of a multi-tool, partnership-driven approach to affordable housing delivery. By coordinating financial instruments across multiple levels of government and aligning them with developer capacity and community needs, Winnipeg has created a replicable model for improving both the volume and depth of affordable housing supply. This program also demonstrates the effectiveness of both capital and property tax incentives in the Winnipeg market, particularly when easily stackable with other sources of government funding.

### **Affordable Housing Concierge Program**

The Affordable Housing Concierge Program represents a municipal service designed to streamline the development process for projects that meet the City's affordable housing requirements, including supportive or assisted housing initiatives. The program prioritizes files for review to ensure resources are focused where they can generate the greatest value.

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<sup>15</sup> This value excludes two large mixed-use redevelopment sites at 393 Portage Avenue and 450 Portage Avenue that include large components of non-residential space.

By providing early and centralized access to zoning guidance, legal counsel, and departmental expertise, the program equips applicants to submit complete and compliant applications, mitigating delays and reducing the risk of unforeseen challenges during project review.

A key feature of the program is its facilitation of interdepartmental and inter-organizational coordination. Concierge staff assist non-profit developers in navigating approvals, connecting them with relevant municipal departments, and ensuring that all procedural requirements are understood and addressed in advance<sup>16</sup>. This approach is particularly valuable in the context of CMHC-funded programs, which often require projects to be “shovel-ready” within compressed timelines. By providing early guidance and structured support, the concierge service enhances non-profits to meet these time-sensitive requirements, ensuring that housing initiatives progress efficiently from concept to construction.

Stakeholder feedback highlights both the program’s effectiveness and its unique value proposition. Non-profit developers consistently report that concierge services significantly reduce administrative burdens and provide guidance on complex approval processes. By contrast, private for-profit developers often do not perceive the same benefit, as many of the challenges associated with large-scale projects—such as engineering reviews, servicing, and site constraints—cannot be resolved solely through coordination. However, private developers voiced a desire for a similar service, given the perceived benefits. Nonetheless, stakeholders have suggested potential expansions to the program, including legal concierge support and facilitation of partnerships between private developers and non-profits to support affordable housing delivery.

Whether another arms-length entity, such as CentreVenture, could complement the concierge role remains an opportunity for exploration. Leveraging an intermediary could allow the City to maintain regulatory oversight while providing a dedicated platform to broker partnerships, coordinate resources, and deliver targeted support. This model could help overcome capacity and funding gaps, streamline approvals, and foster collaboration that accelerates affordable housing delivery across both non-profit and market sectors.

Overall, the concierge program reflects a proactive, service-oriented approach by the City to reduce barriers to affordable housing development, particularly for non-profit organizations. By combining early engagement, dedicated support, and interdepartmental coordination, the program strengthens the capacity of developers to navigate complex regulatory frameworks, accelerates project timelines, and increases the likelihood of successful project outcomes. Stakeholders have expressed strong support for maintaining and expanding the program, regarding it as a critical enabler of affordable and supportive housing in the City.

## **Malls and Corridors Planned Development Overlay**

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<sup>16</sup> Private developers who secured HAF funding or include affordable housing are also eligible for the Concierge service.

The Malls and Corridors Planned Development Overlay ('PDO') represents a municipal effort to encourage higher-density, mixed-use development along strategic corridors and underutilized mall sites. The policy is intended to streamline development by establishing a framework for increased density, reduced parking requirements, and flexible design standards, thereby supporting both market and affordable housing outcomes. In theory, this creates an environment conducive to mid-rise residential projects, including six-storey buildings, which align with corridor intensification objectives.

In practice, however, the policy has revealed design and feasibility challenges. Both workshops and one-on-one interviews with stakeholders consistently highlighted the limitations imposed by angular plane requirements, which are intended to protect sunlight and sightlines but can disproportionately impact smaller lots, forcing developers to seek variances that undermine the efficiency gains of the overlay. First-storey height requirements—originally set at 15 feet but proposed to be lowered to 12 feet—further complicate building design, as changes can push overall heights upward, triggering additional angular plane constraints or modifications to more expensive building materials.

Similarly, stakeholder interviews indicate that the overlay does not fully account for backlot configurations or irregular lot depths, meaning a "one-size-fits-all" approach can unintentionally reduce developable area and the financial feasibility of projects. Privately-owned publicly-accessible space (POPS) obligations, while advancing urban design and public realm goals, also consume developable land, creating additional trade-offs for developers and potentially hindering overall development feasibility.

Additional stakeholder feedback suggests that, while the overlay has potential to encourage affordable housing inclusion, its current configuration conflicts with market realities, slowing development approvals due to variance processes and limiting the policy's practical impact. The overlay's implementation highlights the need for nuanced, site-specific application of development incentives and the careful alignment of regulatory requirements with market feasibility. Moving forward, adjustments to angular plane requirements, first-storey height requirements, and flexible treatment of unique site conditions could enhance the overlay's effectiveness in promoting both density and affordability. We understand the City is currently investigating amendments of the policy to address these concerns.

As identified earlier, this policy effectively eliminated the Density Bonus policy due to the upzoning. However, as evidenced throughout this section, without financial incentives, there will remain practical market and viability impediments to securing new affordable housing with policy alone.

### **Land Enhancement - Priority City Sites for Affordable Housing**

The Priority City Sites program represents a strategy to leverage publicly owned land for affordable housing development, not dissimilar to previous city programs. Sites are offered with specific affordability requirements and structured to maximize social impact, including consideration of project scale, location, and community needs.

To date, six sites have been offered, with five successfully executed through lease or sale agreements designed to retain long-term affordability (

**1**). Notably, lease structures of up to 99 years have been employed to ensure enduring social outcomes and long-term ownership retention by the City. Of the five successful applicants, only one is a for-profit entity, with the remaining applicants being non-profits or Indigenous governments. As for the proposed projects, they average 40% affordable units, generally ranging between 30% and 50% affordable, with the balance being market rental.

While the program has created important opportunities, challenges remain. The City's land inventory is limited, with only a handful of additional sites suitable for residential development remaining. Many potential parcels, such as parking lots adjacent to community facilities or underutilized city-owned properties, would require substantial pre-development work, including remediation, drainage upgrades, and servicing. Many of these sites would also require the City to advance new entitlements, which is challenging for municipalities to deliver as it requires negotiation with city planning and council, with other communities advancing such work through municipal development corporations or other arms-length organizations.

Stakeholders, particularly non-profit developers, have noted that the costs associated with servicing, remediation, and other site works can strain liquidity and project feasibility, even when land is offered at nominal cost. As a result, there is an opportunity for the City to de-risk sites further through pre-servicing, remediation support, or pairing with capital programs to reduce the financial burden on non-profits.

The program's scoring framework also emphasizes social impact, with preference given to applicants demonstrating a commitment to long-term affordability and broader community benefits. By structuring site offerings in this way, the City not only enables affordable housing development but also strategically aligns projects with broader policy objectives, including Indigenous reconciliation, neighborhood revitalization and mixed-use development. Non-profit stakeholder feedback indicates strong interest in additional support mechanisms, including bridge financing, pre-serviced land, and programmatic assistance to streamline development on challenging parcels. However, with higher affordability constraints comes an increased need for sites to be "shovel ready" upon sale, with many groups unable to deliver both affordability requirements in addition to the servicing and remediation costs noted earlier.

### City Sites for Supportive Housing

In addition to the priority land sites, the City has established a land program to advance the development of supportive housing. This initiative is being undertaken in collaboration with the Province of Manitoba and a range of non-profit partners. Under the program, the City is responsible for identifying and rezoning suitable sites, and for making these lands available

to selected partners. The Province, in turn, will oversee the design, construction, and operation of the resulting supportive housing projects.

To date, five sites have been identified for inclusion in this program, located in suburban and corridor areas. A public hearing was held in September 2025 and adjourned in October 2025. Council approved four out of five sites unanimously in November 2025.

**Table 1**

Priority City Sites for Affordable Housing, City of Winnipeg, As of November 2025				
Address	Developer	Total Units	Affordable Units	Project Notes
825 Tache Avenue	Réseau Compassion Network	65	20	65-unit, mixed-income apartment building with on-site disability support services offered in partnership with CoHabit. The City will lead rezoning efforts to rezone some of the surrounding land to increase park space.
425 Osborne Street	UWCRC 2.0 Inc.	140	65	140-unit mixed-income building, offering 65 affordable units (of which 42 will be deeply affordable). The City is exploring including office space and a Customer Service Centre for Winnipeg Transit in the development.
1350 Pembina Highway	Brokenhead Ojibway Nation	144	72	144-unit mixed-income apartment building, of which 72 units will be affordable.
565-569 Watt Street	Futuremark Development	247	74	247-unit mixed-income apartment, of which 74 units will be affordable.
545 Watt Street	Elmwood Community Resource Centre (ECRC)	100	41	ECRC is the current leaseholder on the lands. They will construct a 100-unit mixed-use neighbourhood hub complex. Of the 100 units, 41 will be affordable. The complex will include drop-in space, offices for critical services and expanded programming for counselling and child-minding.
<b>Total Proposed Units:</b>		<b>696</b>	<b>272</b>	

*Source: City of Winnipeg*

### Multi Family Sustainable Housing Program

The Multi-Family Sustainable Housing Program is designed to address a critical barrier to high-density, multi-family housing development: municipal servicing capacity. Interviews indicate that servicing capacity, on-site servicing costs and general infrastructure requirements were

cited as the number one barrier to development in Winnipeg. By providing targeted financial support to developers, the program ensures that areas constrained by water, wastewater, or drainage infrastructure can accommodate new residential growth, thereby unlocking sites that might otherwise remain underutilized.

Funding is structured to cover the lesser of up to \$10,000 per dwelling unit, with a maximum of \$3 million or the total cost of the required local infrastructure. Eligible projects must include a minimum of 50 new units, with at least 10% of units at or below 30% of median market income for a period of 10 years.

Eligible developments include properties purchased from the City through the Land Enhancement Office, as well as projects located within targeted areas such as malls and corridors, mixed-use corridors, frequent transit lines, rapid transit lines, or in proximity to the Southwest Rapid Transit stations. This alignment ensures that investments in local servicing not only enable new housing supply but also support broader urban intensification and transit-oriented development goals.

Stakeholder feedback reinforces the potential impact of the program while highlighting key implementation considerations. Non-profit developers have emphasized the value of the concierge support approach to navigating servicing requirements and approvals, noting that affordable housing units have unique infrastructure needs that differ from conventional market developments. Developers noted, for instance, that small multi-unit buildings do not require the same scale of commercial or stormwater infrastructure, suggesting the potential for a tailored policy overlay to more accurately reflect the infrastructure demands of affordable housing. For-profit stakeholders also emphasized that construction and servicing costs have reached historic highs, reinforcing the importance of targeted financial supports to maintain project feasibility.

To date, the program has allocated \$8.3 million in funding for three projects to undertake local municipal infrastructure improvements, receiving fewer applications than anticipated. While the program is newly launched, it represents a proactive approach to mitigating infrastructure-related constraints that have historically limited residential density. By linking funding to both unit creation and affordability requirements, the City ensures that capital investments in servicing directly support strategic housing goals while encouraging private and non-profit developers to pursue projects in areas where municipal capacity constraints might otherwise prohibit development.

### **Heritage & Economic Development Incentive**

The Heritage and Economic Development Incentive ('HEDI') represents a targeted effort to stimulate downtown redevelopment through Tax Increment Financing for heritage preservation, commercial expansion, and surface parking lot redevelopment. The program is designed to incentivize projects that deliver tangible economic benefits, including job creation, private capital investment, and heritage conservation.

Eligible projects include new or expanded businesses creating at least 10 ongoing full-time positions, restoration and rehabilitation of vacant or underutilized heritage buildings, and new development on surface parking lots in the downtown core. Funding is provided through a TIF of up to 80% of incremental municipal property taxes, with terms of up to 10 years in the downtown or five years in other intensification areas, and a maximum grant of \$2 million across all years.

The program includes three primary streams. First, the Expanded Business Grant targets commercial development that generates employment, supporting private investment in combination with other levels of government. Second, the Heritage Building Conservation Grant is focused on vacant or underused heritage properties, requiring a minimum of \$500,000 in private sector investment and additional support from other government levels. Finally, the Surface Parking Lot Redevelopment Grant incentivizes the construction of new buildings on underutilized surface parking lots downtown, requiring at least \$10 million in private capital and leveraging provincial or federal support.

The HEDI program has had modest uptake, with eight projects successfully receiving a total of \$6.6 million in municipal TIF grants between 2022 and 2025. When engaged, stakeholders identified barriers to applying to the program, including administrative burden, the limited scope of eligible investments, and length of the TIF. This is in addition to other complications to development downtown, including small lot sizes, complicated entitlement processes, remediation and servicing costs, and high construction costs.

The HEDI demonstrates the potential of TIF and grant-based incentives to stimulate downtown investment and heritage conservation, while also illustrating how restrictive eligibility criteria or insufficient funding may constrain the volume of development incentivized by a program.

A more adaptive approach, including allowing mixed-use and residential projects to qualify based on broader community and economic outcomes, could unlock significant latent development potential where housing demand is strong, but feasibility remains thin.

### **Zoning to Accommodate Infill Housing**

The City's Infill Housing initiative represents a strategic effort to increase housing supply and diversity within established neighborhoods by updating as-of-right zoning permissions. Under the new framework, developers can construct two, three, and four-unit homes in many areas, with taller four-unit homes (up to 39 feet) permitted on lots within 800 meters of frequent transit routes. The policy was formally enacted in June 2025.

The policy is intended to streamline approvals and encourage the construction of smaller-scale multi-unit infill housing, supporting urban intensification and transit-oriented development. However, stakeholders have emphasized the practical challenges of infill development compared with greenfield construction. Infill sites often require more extensive

approvals, zoning considerations, and servicing upgrades, which introduce risk and extend development timelines. Infrastructure and servicing capacity remain critical constraints in some neighborhoods, with developers noting that investment will follow infrastructure, highlighting the interdependence of zoning policy and municipal service provision.

While the initiative increases the feasibility of multi-unit infill construction and promotes sustainable urban growth, it highlights the importance of aligning zoning reforms with broader municipal infrastructure planning and support mechanisms. Developers are more likely to pursue infill projects where regulatory certainty, servicing capacity, and approvals processes are predictable, illustrating that zoning reform alone is insufficient to drive supply without complementary measures to address the logistical and financial realities of urban development.

### **“End to End” Review**

The City has launched an “end-to-end” review of the development review process, which is expected to result in recommendations and procedural improvements that will make the development review process more efficient and easier to navigate for applicants. Similar to zoning reform, the City has demonstrated a strong commitment to streamlining development approvals and fostering a responsive, progressive policy environment. This is visible in the historical programs offered by the City and their willingness to adapt and modify policies over time.

Significant procedural reforms have shortened timelines and reduced barriers for developers. For example, council decisions are now issued within 150 days, expediting the progression from application submission to public hearing and final approval. During the COVID-19 pandemic, the City introduced additional efficiencies, including bringing Committee of Adjustment applications in-house, eliminating minimum lot size requirements for subdivisions, and removing urban design reviews for small-scale residential projects. These measures have collectively accelerated approvals for minor variances, infill projects, and multi-unit developments such as fourplexes, enabling more predictable and timely construction.

The City has also demonstrated agility in addressing policy constraints identified through ongoing engagement with the development community. Challenges with the Malls and Corridors PDO, particularly angular plane restrictions, have been recognized, and the City is actively exploring adjustments to better facilitate intensification while maintaining design objectives. Stakeholders have praised this approach, noting that planning staff are accessible, responsive, and collaborative, contributing to a positive relationship between developers and municipal personnel. The introduction of the concierge support for navigating approvals, combined with accessible planning and review processes, has been cited as particularly helpful, although opportunities remain for further improvements in coordination with legal services and second reading procedures.

Overall, these initiatives represent a broader cultural shift toward a more enabling and holistic approach to urban development. By combining procedural efficiency, regulatory reform, and active engagement with the development community, the City has established a framework that encourages investment while maintaining oversight and design standards.

Stakeholders consistently report a positive perception of municipal policy direction, noting both the tangible improvements in approval processes and the City's willingness to identify issues and implement responsive solutions. This proactive, iterative approach positions the City as a leader in urban development facilitation, balancing growth, intensification, and community objectives while fostering transparency and collaboration with developers.

## Appendix E – Case Study Research

### Incentives

Policy and Program Scan - Incentives Stream											
Province	Municipality	Policy/Program	HAF funding?	Timing	Launch Date	Eligible Proponent / Partners	Affordability Requirements	Details	Approval Process	Budget & Funding Sources	Uptake
AB	Calgary	Housing Capital Initiative	No	Annual	2024	Non-profit; Indigenous housing organization	<p><b>Rental:</b> Prioritizes affordable units for households earning 65% of the Calgary Area Median Income (i.e., \$63,700 in 2025 applicant guide). Affordable units must remain so for at least 20 years, up to a preferred 40 years.</p>	<p>To receive capital grants, applications must serve priority populations (i.e., households earning less than 65% of City AMI). Applicants must have 3 years experience as a developer and operator, or must partner with such an organization, and must show a path to occupancy within 24 months of a funding agreement. Applications must result in at least 5 net new units.</p> <p>Applications are prioritized according to a variety of conditions, such as depth and length (up to an ideal of 40 years) of affordability, amount of funding from other City programs, accessibility, and environmental efficiency. Total capital funding for eligible costs is capped at 30% from ALL City programs. Successful applicants are required to enter into a housing agreement with the City, which will be registered on title to note the requirement of units to remain affordable over at least 20 years.</p>	<p>Applications are reviewed by a City convened panel, with scoring criteria determining which applications will be prioritized for funding. Successful applicants are to enter into a conditional funding agreement with the City, with non-compliance resulting in penalties and/or the withdrawal/repayment of funds.</p>	<p>\$60M from 2024-2026, with \$31M in 2024-2025 and \$29M in 2025-2026. From City funds.</p>	<p>In the first round of funding (2024-2025), \$30.7M was awarded to 7 different non-profit applicants, with a total expected 480 new non-market housing units to be built.</p>
AB	Calgary	Housing Incentive Program	Yes, but has base funding as well.	Open window	2016	Any.	<p><b>Rental:</b> Tenants must be households earning below the Province's Rental Income Maximums for 10 years. These income maximums are based on median market rents (i.e., \$775 to \$1,940 as of 2024, depending on unit type), and would see households paying no more than 30% of incomes for accommodation.</p> <p><b>Ownership:</b> Must be sold households earning no more than 80% of Regina's median total income (i.e., \$72,700 to 92,100 as of 2016). Organization must have mandate to provide affordable home ownership. Project must qualify for CMHC mortgage flexibilities for AH programs or meet needs of households that would not qualify for typical financing.</p>	<p><b>Base Funding</b></p> <ul style="list-style-type: none"> <li>- Grants up to \$50,000 for pre-development activity, depending on the development area.</li> </ul> <p><b>Rebate</b></p> <ul style="list-style-type: none"> <li>- Rebates for development, building, and demolition permit fees, downtown levy, off-site levies, subdivision permit fees, etc.</li> </ul> <p><b>HAF Funding</b></p> <ul style="list-style-type: none"> <li>- 5-year, 100% property tax exemptions of up to \$45,000 per affordable rental unit and up to \$20,000 per affordable ownership unit, depending on development site location (City centre locations receive the most).</li> </ul>	<p>Application is reviewed, and approved applications will need to have a funding agreement, to be approved by the Chief Housing Officer.</p>	<p>\$1.5M annually (mill-rate supported; decreased in scale by \$1M annually in 2022) + \$3M annually (HAF funding)</p>	<p>Between 2020 and 2024, the HIP supported the creation of 569 affordable units (inclusive of 4 support suites), with a total \$9M in grants and \$4.1M in tax exemptions being invested. It also supported 320 market rental units (inclusive of 15 secondary suites), with a total of \$7M being invested.</p>

Policy and Program Scan - Incentives Stream											
Province	Municipality	Policy/ Program	HAF funding?	Timing	Launch Date	Eligible Proponent / Partners	Affordability Requirements	Details	Approval Process	Budget & Funding Sources	Uptake
AB	Calgary	Property Tax Exemptions for Non-Profits	No	Open window	2025	Non-profit	<b>Rental:</b> Below 90% MMR.	Non-profit housing providers can apply for a property tax exemption, which only apply to the residential portions of a property exclusive of units priced above 90% MMR.	Interested parties must apply under the Non-Market Housing By-Law. If the affordability criteria is met, an exemption will be granted by staff.	No budget - the City's "revenue neutral" taxation system results in property taxes spread across fewer properties.	New Program.
AB	Edmonton	Affordable Housing Investment Program	No	Annual	2019	Any.	<b>Rental:</b> 30% of units at 80% AMR OR RGI, for at least 25 years, up to 40. <b>Ownership:</b> Organization must have mandate to provide affordable home ownership; At least 30% of units affordable for at least 25 years; Long-term affordability framework must be provided; Housing costs must not exceed 30% of target household income.	Up to 25% of total capital costs associated with the affordable housing component of development. Applicable to both planned and under-construction projects - the former will receive grants, and the latter will receive reimbursements.  Program has a general grant and an indigenous grant stream.	City staff to review application against program requirements and criteria. City Council or its committees are the approval authority.	\$20M in 2025 (Total \$99M since 2019) from City funds.	As of 2024, this program has provided grants to 24 projects, supporting the development of over 2,700 residential units (a mix of market, affordable, supportive, and transitional housing).
AB	Edmonton	Affordable Housing Tax Grant	No	Open window	2023	Non-Profit (or a partnership with a for-profit where the non-profit owns at least 50% of the property).	<b>Rental</b> (including supportive and transitional housing): At least 25% of units must be government supported housing (i.e., has an agreement in place with a level of government) or other permanent affordable housing (i.e., either at most 80% of market rate housing or RGI).	100% exemption from municipal property taxes.	Authority has been delegated to City staff.	This had a dedicated budget over a period of 3 years. However, this program is in the process of being phased out in favour of Alberta's affordable housing property exemption program.	n/a
AB	Edmonton	Downtown Student Housing Incentive	Yes	Annual until end of HAF or allocation of all funding.	2025	Any	<b>Rental:</b> 100% AMR and must be reserved for students for at least 10 years.	Project will receive \$30,000 per student housing unit, with four grant installments from development permit issuance to completion. As long as project is at least \$10 million and provide between 10 to 150 student units.  Project must demonstrate financial need, certify that they changed their development decision due to this program.	Approved projects must have building permits issued by November 9, 2026 to remain eligible.	\$15M from HAF.	Round 1 of the program was oversubscribed, with all funding tentatively allocated. Successful applications have not yet been announced.

**Policy and Program Scan - Incentives Stream**

Province	Municipality	Policy/ Program	HAF funding?	Timing	Launch Date	Eligible Proponent / Partners	Affordability Requirements	Details	Approval Process	Budget & Funding Sources	Uptake
BC	Burnaby	Dev. Cost Charge and permit fee deferral	No	Open window	2008	Any.	<b>Rental:</b> Affordable housing, or units rented at below 100% MMR.	Non-market housing projects can have their DCCs and permit fees deferred for up to 24 months, from the time of final development approval, with payment required prior to occupancy permit issuance.	City staff decides on this.	Infrastructure levy collected as part of property taxes.	2 projects (91 units) have received this waiver, but have yet to receive their building permits.
BC	Kelowna	Rental Housing Grant Program	Yes	Annual	2018	Non-Profits, For-Profit Developers (W/ long-term operating agreement with BC Housing), or a partnership between the two	<b>Rental:</b> Non-market housing units must be operated by a non-profit and can accommodate deeply affordable (Up to \$1,166), moderate income (\$1,167-\$1,879), and/or middle income housing groups (\$1,880 to \$2,830).	Program offers grants to offset development cost charges, valued at \$2,000 per studio or 1-bedroom, \$4,000 per 2-bedroom, and \$8,000 per 3-bedroom.	City staff to review applications and prepare a recommendations report to Council by no later than January 31st the following year.  Funding is allocated to projects that are most likely to be constructed in the calendar year of approval, with carryover requests of up to a year being allowed otherwise.	\$300,000 a year from property taxes.	In 2023, 1 application containing 75 units received grants valuing \$272,000.  Program was temporarily enhanced via HAF with per project grants of between \$88,000 and \$1.2 million being committed to 6 projects in 2024-2025, supporting 341 non-market units.
BC	Richmond	Housing Priorities Grant Program	Yes	Annual	2025	Non-profits and co-ops	<b>Rental:</b> At or below the City's Low-End Market Rental Program (LEMR) rents, or, where BC Housing's Household Income Limits (HILs) are used, at or below 30% of the HIL.	This program is aimed towards accelerating the development of 220 affordable rental homes.  To non-profits, the program offers up to \$40,000 per affordable rental unit to offset development fees, as well as \$50,000 for affordable rental housing feasibility studies. Other homebuilders who deliver affordable housing can have up to 75% of development cost charges be offset.	Council approval required.	\$10M from HAF.	New Program.

Policy and Program Scan - Incentives Stream											
Province	Municipality	Policy/ Program	HAF funding?	Timing	Launch Date	Eligible Proponent / Partners	Affordability Requirements	Details	Approval Process	Budget & Funding Sources	Uptake
BC	Vancouver	Community Housing Incentive Program (CHIP)	No	Annual	2015	Non-Profits & Co-ops	<p><b>Rental:</b></p> <p><b>Stream 1 - No Operating Subsidies:</b></p> <ul style="list-style-type: none"> <li>- At least 30% of units for households with incomes up to Housing Income Limits (HILs) (i.e., \$58,000 to \$107,500, as of 2025), with a target average rent of 70% of HIL Rent.</li> <li>- Remaining 70% of units at below-market, or at 90% CMHC AMR or below.</li> </ul> <p><b>Stream 2 - With Operating Subsidies:</b></p> <ul style="list-style-type: none"> <li>- At least 20% of units rent-g geared-to-income (RGI) for Deep Subsidy Income Houhoselds (i.e., incomes from roughly \$23,000 to \$29,000, as of 2025).</li> <li>- Atl least 50% of units from RGI for households with incomes up to HILs.</li> <li>- At least 30% of units at 100% CMHC AMR or below.</li> </ul> <p>Affordability in each must be maintained for 60 years or the life of the building, whichever is greater.</p>	<p><b>Stream 1 (no operating subsidies):</b></p> <ul style="list-style-type: none"> <li>- Per-project basis dependent on affordability and efficiency outcomes, as well as other funding soruces. The 2024 Recalibration Report estimates \$25,000 to \$38,000 per door approved that year.</li> </ul> <p><b>Stream 2 (providers with senior government operating subsidies):</b></p> <ul style="list-style-type: none"> <li>- Up to \$10,000 per door for RGI units.</li> <li>- Up to \$25,000 per door for deep-subsidy/shelter-rate units.</li> </ul>	Applications are reviewed through an open and competitive proposal call process, with top applications being issued an "approval in principle" letter to assist in leveraging senior government funding. These must then undergo either a successful Public Hearing or approval by the Development Permit Board before being presented to Council for final approval.	<p>In 2025, there was an initial budget of \$25 million, with \$8 million fom city's capital budget, \$17 million from the Empty Homes Tax Reserve.</p> <p>\$65 million was contemplated in the 2023-2026 Capital Plan, with an initial \$16 million approved for 2023.</p>	Between 2019 and 2023, Council has approved nearly \$32 million in CHIP grants, helping eligible organizations build over 800 homes across 8 projects.
BC	Victoria	Developmen t Cost Charge Grant	Yes	Open window	2024	Non-Profits	<p><b>Rental:</b> Affordable to very low, low, and median income households as defined in the City's Affordable Housing Standards By-law.</p>	Up to 100% of total residential DCCs for eligible affordable rental units. Incentives are to be applied at building permit issuance as a credit to the total residential DCC payable to the City.	Applications must be submitted alongside or after a Development Permit application. This may go through either Council or City staff for approval, the latter if the Delegated Development Permit approval process applies.	\$2.7 million up to 2027 from HAF. Staff to inform council if this amount is depleted sooner.	As of October 2025, one project containing 77 affordable rental units has received a DCC reduction of \$267,000.

Policy and Program Scan - Incentives Stream											
Province	Municipality	Policy/Program	HAF funding?	Timing	Launch Date	Eligible Proponent / Partners	Affordability Requirements	Details	Approval Process	Budget & Funding Sources	Uptake
BC	Vancouver	Development Cost Levy (DCL) Waivers & Reductions	No	Open window	2000 (Various amendments since)	Any.	<p><b>Rental:</b> Below-market rentals are to charge rent at 90% AMR.</p>	<p><b>For-profit residential development:</b> Below-market rental projects (20% of Residential GFA at 90% AMR) allows for a waiver that reduces City-wide and Area-specific Development Cost Levies (DCLs) by 100%.</p> <p>Market rental projects (100% of Residential GFA at 100% AMR) allows for a waiver that reduces City-wide and Area-Specific DCLs by 86%.</p> <p><b>For non-profit residential development:</b> Exempt from all City-Wide and Area-Specific DCLs.</p>	Applicants requiring a rezoning must submit a waiver request during the rezoning process. Otherwise, requests can be made during the developing permit process. DCLs are calculated and waived at building permit issuance.	None - waivers are considered municipal contributions and are foregone revenues.	In 2024, a value of \$40 million in DCL waivers or reductions was dispersed. \$15.7 million was given to social housing development, supporting 551 units, while \$23.2 million was given to rental housing development, supporting 1,343 secured market rental units and 278 below market rental units.
BC	Victoria	Affordable Rental Housing Tax Exemptions	No	Open window	2024	Any.	<p><b>Market Rental:</b> At least 10% of units must be affordable to median income households for 60 years.</p> <p><b>Non-Market Rental:</b> All units must be rented at affordable levels for 60 years or the life of the building, whichever is greater. The building must be operated by a public housing body.</p> <p>These are to be entered into a housing agreement with the City.</p>	10-year exemption on the property tax uplift, excluding non-residential portions.	The Director of Sustainable Planning and Community Development has delegated authority to enter into and execute a tax exemption agreement with the applicant.	None - waivers are considered municipal contributions and are foregone revenues.	Since June 2024, the non-market stream has had 4 approved applications (304 affordable units), with 1 application being reviewed (55 affordable units). The market stream has had 1 approved application (2 affordable units) and 2 applications being reviewed (2 affordable units).

Policy and Program Scan - Incentives Stream

Province	Municipality	Policy/Program	HAF funding?	Timing	Launch Date	Eligible Proponent / Partners	Affordability Requirements	Details	Approval Process	Budget & Funding Sources	Uptake
BC	Victoria	Housing Reserve Fund Grants	No	Twice annually	2004	Non-profit (or a partnership with a for-profit where the non-profit operates the housing)	<p><b>Rental:</b> Varies from very low-income (i.e., affordable to households earning less than \$25,000) to moderate-income (i.e., affordable to households earning between \$70,000 and \$100,000), with varying levels of grants. See Details.</p>	<p>Eligible projects will receive per-unit funding, ranging from \$1,750 per moderate-income studio unit to \$25,000 per very low-income, 4-bedroom unit. Larger and deeply affordable units are eligible for more funding.</p> <p>Projects that are approved for grants that do not commence within two years of development permit approval or do not receive development permit approval two years within grant approval shall having their grant rescinded.</p>	<p>City staff to review applications and City Council to approve grants. Projects without approved development applications may be presented to Council for tentative approval. All approved grants are subject to a legal agreement to ensure the delivery of affordable units as well as a fund grant agreement to outline grant conditions.</p> <p>80% of approved grants are released once the fund grant agreement is executed, with the remaining amount to be released when occupancy permits are issued.</p>	Varies annually, but generally from Municipal and Regional District Tax, City contributions.	Since October 2024, the City has approved nearly \$2.2 million towards 3 projects containing 247 affordable units for families, seniors, and Indigenous residents.
NS	Halifax	Affordable Housing Grant Program	Partially	Annual	2025 (Replacing a similar 2020 incentive program)	Non-Profit	<p><b>Rental:</b> No clear affordability threshold, but 100% CMHC AMR is used as a benchmark to review applications.</p>	<p>Program is designed to:</p> <ul style="list-style-type: none"> <li>- Provide grants that stack with other funding sources to reduce debt burden for non-profits, as well as improve quality and affordability for affordable housing.</li> <li>- Support non-profits to acquire, maintain, and improve affordable housing</li> <li>- Allocate funds collected from private sector bonus zoning payments (as cash-in-lieu for affordable housing).</li> </ul>	City staff review applications and provide recommendations to CAO, who approves funding to the most competitive applications.	Annual budgets vary, with funding from the Region's Density Bonus Reserve, Municipal Department Budget, and Housing Accelerator Fund.	Since its initial launch, the program has awarded increasing amount each year, from \$815,000 in 2021-2022 to \$5.3M in 2024-2025. This program supported the development of 417 new affordable units or rooms and the repair or renovation of 170 affordable units.

Policy and Program Scan - Incentives Stream											
Province	Municipality	Policy/ Program	HAF funding?	Timing	Launch Date	Eligible Proponent / Partners	Affordability Requirements	Details	Approval Process	Budget & Funding Sources	Uptake
NS	Halifax	Municipal Planning and Permit Fee Waivers	No	Open window	2020	Non-profit	<b>Any Tenure:</b> No affordability threshold required - but must be a registered non-profit or charitable organization and must have affordable housing provision in their mandate.	Approved applicants have their planning application and permit fees waived. Development charges, parkland dedication, and other charges are not included.	Applicants must provide proof of being a registered not-for-profit or charity for at least a year, and must have the provision of affordable housing in their mandate.	-	n/a
NS	Halifax	Non-Profit Property Tax Relief	No	Annual (Exemption must be renewed annually)	2014	Non-profit	<b>Rental:</b> Units must be targetted towards "low to moderate income" households, generally identified as at or below the local CMHC AMR.	Non-profits providing affordable rental housing are exempted 50% of property taxes. Those providing homeless shelters, short-term transitional housing are exempted 100% of property taxes.	A report on applicants is sent to the HRM Grants Committee. Recommendations are then made to Regional Council, which then approves properties to be added to the tax relief program.	-	As of 2024, 552 non-profit properties (constituting 1,787 units) providing affordable rental housing received property tax relief from this program. This constituted \$1.2 million in tax relief compared to the total \$2.7 million assessment value of these properties.
ON	Durham Region	At Home Incentive Program (AHIP)	No	Annual	2014	Any.	<b>Rental:</b> 100% of local AMR, for a period of at least 25 years. At least 5% of total units must be affordable.	This program offers the following incentives: <ul style="list-style-type: none"> <li>- Streamlined, priority planning approval process at the Regional level.</li> <li>- Development Charge deferrals (for market-rate rentals) and provincially-mandated exemptions (for affordable rentals).</li> <li>- Capital grants through the Regional Revitalization Program (RRP), wherein local municipalities submit eligible revitalization projects to the Region for capital grants, on behalf of the proponent.</li> </ul>	Regional staff are to review and score submitted applications, and submit most competitive applications to Council for approval. Unsuccessful applications will receive a letter to assist with future applicants.	\$13.25 million in 2024/2025 from City funds.	In this cycle, three projects were approved to build 141 affordable rental units.

Policy and Program Scan - Incentives Stream											
Province	Municipality	Policy/ Program	HAF funding?	Timing	Launch Date	Eligible Proponent / Partners	Affordability Requirements	Details	Approval Process	Budget & Funding Sources	Uptake
ON	Hamilton	Housing for Hamilton Community Improvement Plan (HH CIP)	Partial	Annual	2019	Any.	<p><b>Rental:</b> At 100% AMR or below, and is required to remain affordable for 15 years, except in Roxborough where this is set at 175% AMR for 10 years.</p> <p><b>Ownership:</b> Determined on a project-by-project basis depending on specific housing form and sizes. Households that have a gross income of \$120,000 or less (indexed to the inflation rate from 2019) are considered eligible purchasers.</p>	<p>There are multiple streams of funding within this CIP, depending on a project's location:</p> <p><b>Rapid Transit Multi-Residential Rental Housing Incentive Program</b></p> <ul style="list-style-type: none"> <li>- Applicable to the Rapid Transit Housing Area of the CIP Area.</li> <li>- A grant of up to \$50,000 for the creation of 7 or more eligible units (i.e., any dwelling unit that is not an Additional Dwelling Units/Garden Suite), and a forgivable loan of up to \$25,000 per eligible unit, up to a maximum of \$2.5 million per site, for 15 years. Applicants for this stream may be required to assist City staff in determining their financial capability to complete the project.</li> </ul> <p><b>Housing Acceleration Incentive Program</b></p> <ul style="list-style-type: none"> <li>- Applicable elsewhere in the CIP Area.</li> <li>- A grant of up to \$35,000 for the creation of 7 or more eligible units (i.e., any dwelling unit that is not an Additional Dwelling Units/Garden Suite), and a forgivable loan of up to \$25,000 per eligible unit, up to a maximum of \$2.5 million per site, for 15 years. Applicants for this stream may be required to assist City staff in determining their financial capability to complete the project.</li> </ul> <p><b>Roxborough Access to Homeownership Grant (RAHG) Program</b></p> <ul style="list-style-type: none"> <li>- Grants are provided to below-market ownership units created within the Roxborough Sub-Area. This amount is equivalent to the municipal development charges applicable to a proposed development.</li> </ul> <p><b>Roxborough Rental Housing Loan (RRHL) Program</b></p> <ul style="list-style-type: none"> <li>- A forgivable loan equivalent to the applicable municipal development charges is provided for developments which provide rental units up to 175% AMR for a period of 10 years.</li> </ul>	<p>City staff are to review submitted applications. Approvals are delegated to:</p> <ul style="list-style-type: none"> <li>- the General Manager of the Healthy and Safe Communities Department, of incentives up to \$249,999.</li> <li>- the Executive Committee for Housing Sustainability and Investment Roadmap, of incentives from \$250,000 and above.</li> </ul>	<p>Unspecified amount from property taxes</p>	<p>n/a.</p>

Policy and Program Scan - Incentives Stream											
Province	Municipality	Policy/Program	HAF funding?	Timing	Launch Date	Eligible Proponent / Partners	Affordability Requirements	Details	Approval Process	Budget & Funding Sources	Uptake
ON	Mississauga	Affordable Rental Housing Community Improvement Plan	Yes	Open window	2024	Any.	<p><b>Rental:</b> Minimum 5 affordable/below-market units to be maintained as such for 25 years. Minimum unit sizes were noted (505 ft2 for 1-bedroom, 678 ft2 for 2-bedroom, 850 ft2 for 3-bedroom).</p> <p>Affordable units have rents at or below 100% of the City's AMR. Below-market units have rents at or below 125% of the City's AMR.</p>	<p><b>Multi-Residential Rental Incentive</b> This stream offers \$130,000 per affordable unit and \$60,000 per below-market unit as capital grants.</p> <p><b>Gentle Density Incentive Program:</b> In support of the City's legalization of fourplexes as-of-right across all residential areas, the City is providing financial incentives to support the development of additional residential units (ARUs) of up to a fourth unit.</p> <p>Incentives include a grant-in-lieu of building permit fees and a grant-in-lieu for development charges and parkland fees for the fourth unit - provincial legislation currently only exempt the second and third unit. The City may support the conversion of non-residential spaces, in which case a grant-in-lieu will be provided granted that the constructed units remain rental for 25 years.</p> <p>Two enabling programs are noted as part of this CIP, and may be explored and utilized at a future time: TIEG: A maximum 25-year TIEG for affordable and below-market units. Only usable if a long-term funding source is approved by Council.</p> <p>Land Banking Program: This will allow the City to acquire and dispose of land for affordable housing development.</p>	Funding is first-come, first-served, with applications to be reviewed City staff and approved by the Chief Administrative Officer (CAO) or their designate.	In 2024, \$35M from HAF and \$9M from Housing Reserve.	New Program.
ON	Niagara Region	Purpose Built Rental Incentive Program	Yes	Annual	2025	Any.	<p><b>Rental:</b> Includes market (126-170% local AMR), attainable (101-125% AMR), and affordable (100% AMR &amp; below) rental housing.</p> <p>All units must fall under one or more of these thresholds, and must be maintained at these rates for 25 years.</p>	<p>Developments of at least 20 net new rental units are eligible as long as they include a mix of units at the targetted affordability ranges. Incentives include:</p> <ul style="list-style-type: none"> <li>- Tax Increment Grants of up to 80%, limited to \$10 million per year (for all affordability thresholds).</li> <li>- Regional Development Charge exemptions (for affordable and attainable units).</li> <li>- \$15,000 capital grant per unit (for affordable units).</li> <li>- access to a \$2.5 million capital fund (for affordable units), wherein applicants would competitively apply for additional funding.</li> </ul> <p>Household income checks are required .</p>	City staff to review applications, identify highest scoring applications, and provide recommendations to City Council for approval. Applications that were not approved are eligible to re-apply the following year.	Roughly \$14 million from HAF.	New Program.

Policy and Program Scan - Incentives Stream

Province	Municipality	Policy/ Program	HAF funding?	Timing	Launch Date	Eligible Proponent / Partners	Affordability Requirements	Details	Approval Process	Budget & Funding Sources	Uptake
ON	Ottawa	Action Ottawa Program	Partial	Periodic - depends on availability of funding and/or land	2002	Any, but must propose at least 7 units or more.	<p><b>Rental:</b> All units must be rented at or below 100% AMR, with 60% of units being affordable to low-income households (70% AMR) for at least 20 years. The units must be rented to tenants from the City's Social Housing Registry waitlist.</p>	<p>This initiative bundles municipal incentives for private and non-profit affordable rental housing development. These include:</p> <ul style="list-style-type: none"> <li>- Up to \$25,000 per unit in capital grants provided as forgivable loans.</li> <li>- Long-term lease opportunities on City-owned land at nominal rates. These are made available through</li> <li>- Rent supplements to support rents for lower-income households.</li> <li>- As-of-right incentives, such as reduced property taxes through the new multi-residential tax class which provides reduced tax rates for 35 years, as well as development charge and building permit fee waivers for all residential development in the downtown core.</li> <li>- Discretionary incentives, wherein Council provides additional relief and incentives where deeper and longer affordability outcomes will occur (i.e., 60% of units at 100% CMHC AMR, for at least 20 years and which will support the City's Social Housing Registry waitlist).</li> </ul> <p>The Social Housing Registry would match waitlisted households to the created units.</p>	<p>Funding allocation will be determined through an Request for Proposals (RFP) process. Applications will be reviewed by a team of City staff, industry experts, and community housing representatives, with a short list of applicants submitted to City Council for approval. Successful applicants must enter into long-term agreements with the City to receive incentives.</p>	<p>The program utilizes funding from the HAF and property taxes allocated to Affordable Housing and Development Charge Exemptions.</p>	<p>Of the affordable units built between 2020 and 2024, 796 units had received Action Ottawa funding alongside provincial and/or federal funding.</p>
ON	Ottawa	Affordable Housing Community Improvement Plan	Partial	Open window	2024	Any	<p><b>Rental:</b> A minimum of 15% of project units must be affordable, with a minimum of 15% of each unit type must be affordable. This must be maintained for 20 years. Affordability units have rents at or below 100% of the City's AMR, with maximum grants available for units at 70% AMR.</p>	<p>The Plan contains a Tax Increment Equivalent Grant (TIEG) Program, which provides between \$6,000 and \$8,000 per unit for 20 years, as long as this does not exceed 50% of the incremental increase in property taxes.</p>	<p>For applications where the grant value is less than \$2 million, approval authority is delegated to the Director of Housing Services. Denied applications can be appealed to Council.</p> <p>Meanwhile, applications with a grant more than \$2 million, will be forwarded to City Council for approval.</p>	<p>No budget - grants are considered foregone revenue.</p>	<p>In 2024, 415 units were approved through the AH CIP and had begun construction.</p>

Policy and Program Scan - Incentives Stream

Province	Municipality	Policy/ Program	HAF funding?	Timing	Launch Date	Eligible Proponent / Partners	Affordability Requirements	Details	Approval Process	Budget & Funding Sources	Uptake
ON	Peel Region	Peel Affordable Rental Incentives Program (PARIP)	No	Annual	2021	Any.	<p><b>Rental:</b> 100% of local MMR, for a period of at least 25 years.</p>	<p>This program offers competitive incentives, with applicants required to show deeper levels of affordability to receive higher amounts of forgivable loans, up to \$350,000 per affordable unit at 60% MMR and below. Other criteria, such as location, period of affordability, housing development experience and the financial proposal increase the priority of an application in receiving funding.</p> <p>For affordable units, applicants must verify tenant income at rent-up, annually, and at each unit turnover, with an upper income limit for tenants at the sixth income decile.</p>	<p>Regional staff are to review and score submitted applications, notify successful applicants of conditional recommendations for funding, and submit successful applications to Council for approval.</p>	<p>\$14.6 million in 2025 from HAF.</p>	<p>As of March 2024, 175 affordable rental units have been funded or been approved for funding from this program.</p>
ON	Peterborough	Affordable Housing Community Improvement Plan (AHCIP)	Yes	Annual	2025	Any.	<p><b>Rental:</b> Rent threshold is the lesser of 30% of gross income of a 60th percentile renter household or 100% AMR of the same unit type.</p> <p><b>Ownership:</b> Price threshold is the lesser of 30% of gross income of 60th percentile household or 90% of average purchase price of the same unit type, must remain as such for 25 years.</p>	<p><b>Municipal Incentive Program</b></p> <ul style="list-style-type: none"> <li>- Incentives of up to \$80,000 per unit are applied against the planning and development fees owed by the developer, with the remaining applied to project costs.</li> <li>- Higher grants are provided on the grounds of deeper and longer affordability, any focus on priority populations, accessibility, affordable-to-market unit ratio, and other factors.</li> </ul> <p><b>Development Charges Exemption</b></p> <ul style="list-style-type: none"> <li>- Already statutory under provincial legislation, this simply implements the legislation by implementing exemptions to Development Charges and Cash-in-lieu parkland fees.</li> </ul> <p><b>Affordable Housing Tax Increment Based Grant Program</b></p> <ul style="list-style-type: none"> <li>- Redevelopments which result in affordable housing are eligible to apply for this grant, which exempts the developer from paying tax increases resulting from the property improvement over a period of 10 years. This starts at 100% of the tax increment for the first 5 years, followed by a gradual decrease until it reaches 0%.</li> <li>- Where a property is sold prior to the tax grant period's conclusion, the City may, at its discretion, continue the program for the prescribed timeframe.</li> </ul>	<p>City staff to review applications, with satisfactory applications resulting in applicants entering into an agreement with the City approved by Council, or where Council delegates, a designated body/authority.</p>	<p>\$2.3 million allocated from HAF in 2025.</p>	<p>New Program.</p>

Policy and Program Scan - Incentives Stream

Province	Municipality	Policy/ Program	HAF funding?	Timing	Launch Date	Eligible Proponent / Partners	Affordability Requirements	Details	Approval Process	Budget & Funding Sources	Uptake
ON	Richmond Hill	Affordable Housing and Sustainable Design (CIP)	Yes	Annual	2024	Any.	<b>Rental:</b> 125% of local AMR, for a period of at least 25 years.	This program offers multiple incentive streams dependent on the depth of affordability achieved: - At 101-125% AMR, applications can receive a per affordable unit grant and a 10-year tax increment grant covering 100% of municipal property tax increase following redevelopment. - At 81-100% AMR, applications can receive a per affordable unit grant and a 25-year tax increment grant covering 100% of municipal property tax increase following redevelopment. - At 80% AMR and below, applications can receive a per affordable unit grant, a 25-year tax increment grant 100% of municipal property tax increase following redevelopment, and access to competitive capital funding on top of these. This capital funding pool varies per year and will be communicated as the application window opens. - Moreover, the City may provide municipally owned lands for the development of affordable housing with units rented at 80% AMR and below, either as a sale, lease, or outright donation.	Regional staff are to review and score submitted applications, and submit most competitive applications to Council (or a designate) for approval.	\$19.8 million in 2025 from HAF.	Three projects consisting of 131 affordable units (of a total 1,003 units) were approved for funding, with a total of \$12 million in base funding being allocated and a further \$7.8 million to be allocated once the City receives its next installment of HAF funding.
ON	Toronto	Rental Housing Supply Program	Yes	Open Window	2024	Private (Affordable Rental Stream) Non-Profits (Rent-Controlled Stream)	<b>Affordable Rental:</b> The lower of the City's income-based definition (i.e., 30% of the 50th/60th percentile income depending on unit type) and the Province's definition, with rents ranging from \$1,088 to \$2,190 across unit types. Rent increases limited to the Provincial Guideline and must remain affordable for 40 years.  <b>"Rent-Controlled" Units:</b> Up to 150% AMR by unit type. Rent increases limited to the Provincial Guideline plus 2% and must remain affordable for 40 years.	This program has a number of streams: <b>Capital Support:</b> To affordable rental projects "stuck" in development pipeline due to recent jumps in construction costs. <b>Purpose-Built Rentals:</b> Provides an indefinite deferral of development charges and a 15% reduction on the municipal portion of the new Multi-Residential Property Tax Class rate. Requires 20% affordable rental units maintained for at least 40 years. <b>Affordable Rentals:</b> Offers the incentives in the above stream, as well as a competitive, capital funding for affordable and rent-geared-to-income homes, up to a maximum of \$260,000 per unit as interest free, forgivable loans. <b>"Rent-Controlled" Units</b> (for community housing providers only): Offers the incentives in the purpose-built rental stream, in addition to an exemption to property taxes for the duration of the rent control and an existing provincial exemption to development fees and charges for non-profit providers. This portion was delivered as a response to the removal of rent control on all rentals built after November 2018. <b>Community Housing Pre-Development Funding:</b> Offers up to \$50,000 per unit for pre-development activities, including required surveys and studies.	Council approval required.	\$351 million from the City's Housing Secretariat's 2024-2033 Capital Budget and Plan.	Capital support to "stuck" projects will accelerate the delivery of over 2,600 affordable rental and RGI units across 18 projects.

Policy and Program Scan - Incentives Stream											
Province	Municipality	Policy/ Program	HAF funding?	Timing	Launch Date	Eligible Proponent / Partners	Affordability Requirements	Details	Approval Process	Budget & Funding Sources	Uptake
SK	Regina	Housing Incentives Policy	Yes	Annual	2009	Any. Non-profits have access to larger funding amounts and additional funding streams.	<p><b>Rental:</b> Units must be leased at or below City's Maximum Rental Rates (i.e., \$846 to \$2,090 as of 2025) for households earning at or below the Maximum Income Thresholds. (i.e., \$43,500 to \$83,500 as of 2025).</p> <p><b>Ownership:</b> Units sold to purchasers with incomes at or below the Maximum Income Thresholds (i.e., \$72,720 to \$92,112 as of 2019 - may be updated in 2026 program review).</p>	<p>The policy offers the following incentives, which may differ according to the specific area a project is located in. Projects in the City Centre receive the most incentives.</p> <p><b>Affordable Housing:</b></p> <ul style="list-style-type: none"> <li>- 5-year, 100% tax exemption</li> <li>- Per unit capital grants for up to \$45,000 per rental unit and \$20,000 per ownership unit, dependent on site location, unit type, and developer status (i.e., non-profit, for-profit).</li> </ul> <p><b>Market Housing:</b></p> <ul style="list-style-type: none"> <li>- 5-year, 100% tax exemption.</li> </ul> <p><b>Non-Profits:</b></p> <ul style="list-style-type: none"> <li>&gt; Acquisition &amp; Repair of Rental Buildings: <ul style="list-style-type: none"> <li>- 5-year, 100% tax exemption.</li> <li>- Capital grants of up to \$45,000 per unit dependent on site location and unit type.</li> </ul> </li> </ul> <p><b>Pre-Development Work Grant:</b></p> <ul style="list-style-type: none"> <li>- Capital grants for any site and infrastructure studies, site and building plans, etc of up to \$50,000 per project.</li> </ul>	<p>Grant applications to be made before the issuance of a development or building permit, and must be submitted by July 31st to be considered for that specific year.</p> <p>Non-profit applications will be evaluated and be allocated grant amounts first, after which private developer applications will be evaluated. If funding remains, the City may accept applications on a first-come basis.</p>	\$4.5M annually (\$1.5 million annually from Social Development Reserve mill rate allocation, \$2.5 million annually from HAF until funding expiry)	Between 2020 and 2024, over 569 affordable and support suites have received funding, with 77% being located in greenfield areas, and the remaining in the City's central and established areas. A total of \$13.2 million has been invested through grants and tax exemptions in this period. Over this same period, 320 market units also received funding.
SK	Saskatoon	Affordable Housing Incentives	Yes	Annual, limited time period	2024	Priority for non-profits, co-ops, and Indigenous organizations/governments	<b>Rental:</b> Units leasing at no more than 30% of the Saskatchewan Household Income Maximums for at least 20 years.	Up to \$27,000 per unit in capital grants, a building and development permit fee of \$1,500 per unit, and 5-year incremental tax abatement.	Applications to be reviewed by City staff, with Council approval being required. Successful applicants will enter into an agreement with the City which includes monitoring and reporting requirements.	\$13.2M in 2024 from HAF and property taxes.	In 2024, 17 projects proposing 496 new affordable units received a total of \$3M in grants and tax abatements from this program.

Policy and Program Scan - Incentives Stream											
Province	Municipality	Policy/Program	HAF funding?	Timing	Launch Date	Eligible Proponent / Partners	Affordability Requirements	Details	Approval Process	Budget & Funding Sources	Uptake
SK	Saskatoon	Grants for Development of City-Owned Land	Yes	Single-Year	2024	Non-profits and Indigenous organizations/governments	<b>Rental:</b> Units leasing at no more than 30% of the Saskatchewan Household Income Maximums for at least 20 years.	Up to \$50,000 per unit in capital grants, and 5-year incremental tax abatement.	City identified sites well-positioned to host the development of affordable rental units within mixed-market projects.	\$4.7M in 2024 from HAF and property taxes.	In 2024, two sites received applications, with successful applicants receiving a total of \$4.7M in HAF funding, \$675,000 in municipal tax abatements, \$3.4 million in City funding, and potentially \$299,000 in provincial tax abatements (i.e., requires provincial approval).
SK	Saskatoon	Innovative Housing Incentives Policy	No	n/a	1990 (Updated in 2021)	Any. Tax abatements generally only for non-profits.	<b>Any:</b> Housing costs no more than 30% of the Saskatchewan Household Income Maximums for at least 5 years. Rental units must remain rental for at least 15 years.	<p>A capital grant of up to \$5,000 per rental unit is provided.</p> <p>A capital grant of up to 10% of capital costs for affordable housing is provided. Maximum per unit amount include \$25,000 for 3-bedroom or larger units, \$20,000 for 2-bedroom units, \$17,000 for one-bedroom and studio units, \$10,000 for residential care home and shelter bedrooms, and \$12,000 for renovated market apartment units.</p> <p>A supplemental 5% of capital costs may be granted where a project proposed affordable rental housing in an area with a low concentration of this housing to help offset land cost.</p> <p>A grant equivalent to a 5% down payment will be provided for affordable ownership units.</p> <p>A 5-year, 100% property tax abatement will also be provided for all affordable residential units.</p>	<p>Council approval is required for applications which include tax abatements and offsite levy waivers. Applications which do not include these fall under the purview of the Standing Policy Committee on Planning, Development and Community Services.</p> <p>Grants will not be disbursed until units are ready for occupancy (rentals) or occupied (ownership), with 10% of grant payments held back until all work is completed.</p>	n/a	n/a
SK	Saskatoon	Affordable Housing Reserve	No	n/a	1987	n/a	n/a	Provides 10% grant to federal and provincially-funded affordable, social, and co-op housing projects.	n/a	n/a	n/a

Extractions

Policy and Program Scan - Extraction Stream								
Province	City	Policy/Program	Program Type	Launch Date	Affected Proponents/Partners	Affordability Requirement	Details	Uptake
AB	Calgary	Centre City Bonus	Mandatory / Inclusionary Zoning	2008	All.	<b>Any Tenure:</b> 10% below market rates.	<p>Various density bonusing areas are located in Calgary, wherein developments seeking additional density can acquire this by providing various public amenity items, which includes affordable housing.</p> <p>Where a developer is looking to provide affordable housing, the additional GFA provided is calculated as the total construction costs divided by the prevailing incentive rate (multiplied by 0.75), plus the gross floor area of affordable housing units proposed to be provided. Where a developer seeks to provide cash-in-lieu payment towards affordable housing, the additional GFA provided is equivalent to the total contribution amount divided by the prevailing incentive rate.</p> <p>The incentive rate is a dollar value per square metre (\$270/sm as of 2023, indexed against the Alberta CPI change annually).</p>	n/a
BC	Burnaby	Community Benefit Bonus (CBB) Policy	Voluntary / Density Bonusing	1997 (Updated 2025)	Developers seeking a Comprehensive Development rezoning.	<b>Rental:</b> Rents must be below 100% MMR (i.e., below the inclusionary rental rate - see the Rental Use Zoning Policy). These units must have secured below-market rates through a housing or lease agreement with the City.	<p>To attain bonus density as part of a rezoning to Comprehensive Development (CD), a developer is required to provide an in-kind (on- or off-site) or cash-in-lieu contribution. Cash-in-lieu contributions would be split 80% towards amenities (calculated on a per m2. basis through the relevant Capital Cost Rate) and 20% towards affordable housing (calculated on a per m2. basis through the relevant Community Benefit Rate).</p> <p>The expected contribution is calculated as equivalent to the land value increase attributed to the bonus density provided.</p>	Newly updated program.
BC	Burnaby	Inclusionary Rental Policy	Mandatory / Inclusionary Zoning	2025	Any	<b>Rental:</b> 5% or 10% (depending on the quadrant wherein development is located) of total proposed units with rents at 100% of CMHC MMR.	<p>All mid-rise and high-rise apartment development (except where replacement rental units are being provided) is subject to the policy.</p> <p>Inclusionary zoning units may be provided off-site. Market rental units, units delivered as part of the Community Benefit Bonus Policy requirement, and Voluntary / Density Bonusing non-market rental units are exempt from the calculation of set-aside units.</p> <p>Affordability is to be secured for the term of 99 years or the lifetime of the units, whichever is greater.</p>	New program

Policy and Program Scan - Extraction Stream								
Province	City	Policy/Program	Program Type	Launch Date	Affected Proponents/Partners	Affordability Requirement	Details	Uptake
BC	Burnaby	Rental Use Zoning Policy	Voluntary / Density Bonusing	2019	All.	<b>Rental:</b> 80% CMHC Median Market Rent (MMR)	<p>Policy applies to all sites being rezoned to Comprehensive Development (CD), and contains four streams:</p> <p><b>Replacement</b></p> <ul style="list-style-type: none"> <li>- any rental units lost to redevelopment must be replaced.</li> <li>- Rents for replacement units to be set at current rental rates paid by tenants (assuming the Residential Tenancies Act (RTA) annual increases apply in the intervening period). Rents for vacant units to be set at 80% CMHC median market rent (MMR) for vacant units.</li> </ul> <p><b>Inclusionary</b></p> <ul style="list-style-type: none"> <li>- Sites must include 15% of total market unit count as inclusionary units - 10% to be rented at 80% MMR and 5% at 100% MMR.</li> <li>- In cases where replacement units are required, where they represent less than 20% of total market units, inclusionary rental units are to make up the difference.</li> </ul> <p><b>Voluntary / Density Bonusing</b></p> <ul style="list-style-type: none"> <li>- Certain sites may provide Voluntary / Density Bonusing rental units beyond the 20% requirements within surplus commercial floorspace in commercial areas.</li> <li>- Rents may be set at market levels.</li> </ul> <p><b>Protectionary</b></p> <ul style="list-style-type: none"> <li>- Sites with 5 or more purpose-built rental units can be rezoned for rental role.</li> <li>- This will not affect any existing non-rental units, nor the rents or rental agreements for existing units.</li> </ul> <p>In some zones, in exchange for providing affordable rental housing, projects at these sites will be provided density offsets, which will increase the number of units that can be built. The additional density ranges from 0.55 Floor Area Ratio (FAR) to 1.1 FAR, depending on the zone.</p> <p>Parking reductions also apply for rental units, with a required minimum of 0.6 spaces per unit (inclusive of 0.1 visitor spaces per unit).</p>	n/a

Policy and Program Scan - Extraction Stream								
Province	City	Policy/Program	Program Type	Launch Date	Affected Proponents/Partners	Affordability Requirement	Details	Uptake
BC	Richmond	Low End Market Rental Program	Voluntary / Density Bonusing	2007	All.	<p><b>Rental:</b> 90% CMHC AMRs for each unit type. Following tenancy, annual rent adjustments are limited to the maximum increase permitted under the province's Residential Tenancy Act.</p>	<p>Projects requiring a rezoning to multi-family and proposing more than 60 units are required to provide a contribution of affordable units:</p> <ul style="list-style-type: none"> <li>- Within City Centre, 10% of new residential floor area as LEMR units.</li> <li>- Outside of City Centre, 15% of new residential floor area as LEMR units.</li> </ul> <p>Projects are also required to provide a certain unit mix and minimum sizes for each unit type. (e.g., 30% of units must be 3-bedrooms and must have a minimum unit size of 980 ft<sup>2</sup>).</p> <p>Projects requiring a rezoning to any other residential zone and proposing 60 units or less (including all townhome developments) are expected to provide a cash-in-lieu contribution. These amounts are on a per buildable square foot basis and are dependent on the proposed housing type (i.e., single-detached have a lower rate than townhomes and apartment units) and location (i.e., inside vs. outside the City Centre). Rates range from \$8 pbsf to \$25 pbsf.</p> <p>The program includes maximum income thresholds (i.e., 30% of gross household income equal to affordable rent) and household asset limits (i.e., less than \$100,000, which can be adjusted depending on household situation).</p>	As of 2024, the program has supported the completion of 522 units, with 105 still under construction.
BC	Richmond	Special Development Circumstance and Value Transfer Policy	Voluntary / Density Bonusing	n/a	All.	<p><b>Rental:</b> 90% CMHC AMRs for each unit type. Following tenancy, annual rent adjustments are limited to the maximum increase permitted under the province's Residential Tenancy Act.</p>	<p>This is an alternative to the Low-End Market Rental Program where the City could provide additional density in exchange for the construction of affordable housing units off-site. The Special Development Circumstance would allow a developer to cluster affordable housing units if a viable business case and social programming approach were developed. Meanwhile, the value transfer mechanism would allow the developer to direct their required unit or cash-in-lieu contribution to a "donor site" for a standalone affordable housing project or as a portion of a proposed development.</p> <p>A non-profit housing provider would operate the completed building at rents below the LEMR program rents.</p>	<p>This has created contributed towards the creation of 477 non-profit housing units operated by providers such as Kiwanis, Storeys, and Cressey Cadence.</p> <p>In 2021 for example, 88 affordable housing units were secured in a standalone LEMR building, with the developer partnering with an established non-profit housing provider to manage these units.</p>

Policy and Program Scan - Extraction Stream								
Province	City	Policy/Program	Program Type	Launch Date	Affected Proponents/Partners	Affordability Requirement	Details	Uptake
BC	Vancouver	Below Market Rental Housing Policy for Rezoning	Voluntary / Density Bonusing	2019 (updated in 2024)	Any	<b>Rental:</b> Project must be 100% secured rental housing, with 20% of residential floor area being set aside as below-market rental housing (i.e., 80% CMHC AMR).	<p>Additional density is provided. 2 storeys for projects enabled for 8 to 11 storeys under existing plans or policies. 3 storeys for projects enabled for 12 or more storeys.</p> <p>Community Amenity Contribution (CACs) requirements from a projects are negotiated to determine if a CAC is warranted beyond securing affordability in the project.</p> <p>This is to replace the Middle Income Rental Housing Pilot Program (MIRHPP), which had similar incentives and affordability targets and which will be repealed once the final pilot projects have completed. This pilot program required much deeper incentives (30% of static household incomes), which made private developers struggle in securing financing with traditional lenders, especially since private developers do not have access to government subsidies to cover the annual gap between low rental rates and maintenance costs.</p>	n/a
BC	Vancouver	Density Bonusing	Voluntary / Density Bonusing	2014	Does not affect below-market ownership housing, secured market rental housing (i.e., tenure-secured rental housing up to 60 years or the life of a building, whichever is greater) , and social housing.	<b>Rental:</b> The required "affordable" housing may include a mix of social housing, and market rental and below-market rental units. This is dependent on the specific area of development, and the rezoning sought.	Where a project proposes more density than allowed in the zoning by-law ("base density"), a developer is required to provide affordable housing or public amenities in exchange for additional density. Cash-in-lieu contributions are required for the affordable housing option.	<p>From 2020 to 2024, this program has generated \$53.6 million via cash-in-lieu contributions.</p> <p>Alongside CACs, this program has supported the completion of 13 social housing projects, totalling roughly 1,360 units, with an additional 2 land acquisitions for social housing development.</p>
BC	Vancouver	Community Amenity Contributions	Voluntary / Density Bonusing	1999	Exempts social housing portions of development and transit-oriented affordable rental development, as well as low-rise development (i.e., under 4 to 6-storeys, dependent on the district) in various areas of the city.	Social housing units and below-market rental units (i.e., <80% City-wide AMR).	<p>Where a project requires a rezoning, the City will require a developer to provide cash-in-lieu or in-kind contributions for items such as parks, community facilities, and affordable housing. While there are target rates (on a per m2 or ft2 basis), the amount required is to be a result of a negotiated process.</p> <p>Where other required affordability contributions exist, those will apply first, with a negotiated CAC process to determine if this is still warranted beyond the initial affordability contributions.</p>	<p>From 2020 to 2024, this program has generated \$137.8 M via cash-in-lieu contributions.</p> <p>Alongside the Density Bonusing program, this has supported the completion of 13 social housing projects, totalling roughly 1,360 units, with an additional 2 land acquisitions for social housing development.</p>

Policy and Program Scan - Extraction Stream								
Province	City	Policy/Program	Program Type	Launch Date	Affected Proponents/Partners	Affordability Requirement	Details	Uptake
BC	Victoria	Density Benefits in the Zoning By-Law	Voluntary / Density Bonusing (Provides density to avoid rezoning)	2025	Public housing bodies (non-profits, BC Housing, co-ops)	<b>Any Tenure:</b> Housing costs must be at or below 30% of gross household income for low- and moderate-income households (i.e., \$85,870 to \$138,770 depending on unit type, as of March 2025).	<p>Lots located within the relevant geographies can be eligible for density bonuses (i.e., Floor Space Ratio increases) if the proposed project meets any of the conditions noted in the Zoning By-Law. These include:</p> <ul style="list-style-type: none"> <li>- Being fully rental residential, secured as rental in perpetuity or as Residential Rental Tenure zoning.</li> <li>- Having some allocation of below-market homeownership.</li> <li>- Providing some cash-in-lieu contribution at a certain rate related to development above the maximum density prescribed for the lot.</li> <li>- Being an affordable housing development, wherein units are secured as affordable rental for at least 60 years.</li> </ul> <p>The densities achievable through this approach are more limited - up to FSR of 3.51:1.</p>	New program
BC	Victoria	Voluntary Public Benefit Contributions	Voluntary / Density Bonusing (Provides density as part of rezoning)	2025	Any	<p><b>Rental:</b> Dependent on the target income bracket (i.e., very low, low, or median income) and unit type. For example, maximum affordable rates for studio units range from \$375 to \$1,125.</p> <p><b>Ownership:</b> Dependent on target income bracket and unit type.</p>	<p>Development that require a rezoning beyond a certain range above what is permitted in the Core Growth Area (in the Downtown Core Area) or in the zoning by-law (outside the Downtown Core Area) will result in contributions being required by the City. The value of contributions is determined through a land lift analysis prepared by the applicant and a third-party consultant, with the contribution tied to 75% of the expected land lift.</p> <p>This can be provided cash-in-lieu or through an equivalent value of housing outcomes, including three-bedroom plus units, affordable rental and below-market units, affordable homeownership units. These must be beyond what is required in the Official Community Plan and Zoning By-Law, and are encouraged to meet the needs of very low- to moderate-income households.</p> <p>Affordable rental housing applications operated by a public housing body (i.e., non-profits, co-ops, BC Housing) and secured for a minimum period of 60 years are exempt from providing contributions.</p>	New program.
BC	-	Community Amenity Contribution (CAC)	Voluntary / Density Bonusing	2014	Any	Varies.	<p>A form of density bonusing, CACs are collected from developments that undergo rezoning as in-kind or cash cotributions in exchange for additional density and height, similar to Ontario's previously in-force Section 37. Some municipalities, like Vancouver and Victoria, have fixed per square area charges (which can be tied to specific areas of a municipality, the land use, and the density target), while others like New Westminster, are more informal and are tied to negotiations around the additional value presented by a proposed development.</p>	<p>Various.</p> <p>This is largely dependent on the individual negotiations with developers and the local community.</p>

Policy and Program Scan - Extraction Stream								
Province	City	Policy/Program	Program Type	Launch Date	Affected Proponents/Partners	Affordability Requirement	Details	Uptake
NS	Halifax	Bonus Zoning	Voluntary / Density Bonusing for Downtown and Regional Centre; Mandatory / Inclusionary Zoning for Future Growth Nodes	2009 for Downtown; 2015 for Regional Centre & Future Growth Nodes; 2021 to rest of Regional Municipality	Private developers.	None - affordable housing contribution is collected as cash-in-lieu.	<p><b>Downtown</b></p> <ul style="list-style-type: none"> <li>- Required contribution is based on total GFA that exceeds the pre-bonus permitted height. The same bonus density rate applies to the Downtown area.</li> <li>- Benefits that can be required include family-sized bedrooms, as well as public amenity spaces and sustainable building practices. Cash-in-lieu not allowed.</li> <li>- Council must approve density bonusing agreement.</li> </ul> <p><b>Regional Centre</b></p> <ul style="list-style-type: none"> <li>- Required contribution is calculated as the "bonus rate district" flat rate (\$ psm) multiplied against the top 20% of development floor area over 2,000 m2. This contribution could be in various in-kind forms, including public art and heritage conservation, but 60% of this is collected as cash-in-lieu to be for affordable housing.</li> <li>- Density bonusing agreement approval has been delefated to the Development Officer.</li> </ul> <p><b>Future Growth Nodes</b></p> <ul style="list-style-type: none"> <li>- Required contribution is calculated as 12% of the projected post-development land value uplift, with the same types of contribution allowed as in the Regional Centre.</li> <li>- Density bonusing agreement approval has been delefated to the Development Officer.</li> </ul> <p><b>Suburban and Rural Areas</b></p> <ul style="list-style-type: none"> <li>- Regional Centre calculation approach applies to multi-unit projects with site sizes of 10 ha. or less.</li> <li>- Future Growth Node calculation approach applies to future serviced communities and areas with 10 ha. or more.</li> </ul>	As of January 2023, the Bonus Zoning Reserve had roughly \$4.3 million.
ON	Mississauga	Inclusionary Zoning	Mandatory / Inclusionary Zoning	2022	Developers building 50 units or more of ownership housing, and with a GFA of 3,600 m2 or more. Non-profit housing proviers, Regional entities, retirement/long-term care homes, and staff/student residences are exempted.	<p>The province has legislated affordability requirements for both rental and ownership tenures.</p> <p><b>Rental:</b> Rents set at the lesser of 100% AMR or 30% gross household income at the 60th percentile of renter households, and is dependent on the unit type.</p> <p><b>Ownership:</b> Pricing set at</p>	<p>The province has mandated set-aside rate and affordability period maximums for all inclusionary zoning by-laws and regulations in Ontario.</p> <p>Municipalities may only require a maximum of 5% of units or of total residential floor area as affordable, and may only require up to 25 years in affordability.</p> <p>Mississauga has created several IZ Areas each with various set-aside rates for rental and ownership.</p>	As of end of year 2024, 4 rental IZ units have been secured.

Policy and Program Scan - Extraction Stream								
Province	City	Policy/Program	Program Type	Launch Date	Affected Proponents/Partners	Affordability Requirement	Details	Uptake
ON	Toronto	Inclusionary Zoning	Mandatory / Inclusionary Zoning	2021 (Approved by Province in 2025)	Developers building 10 or more units of ownership housing. Rental development is exempt from IZ policy.	<p>The province has legislated affordability requirements for both rental and ownership tenures.</p> <p><b>Rental:</b> Rents set at the lesser of 100% AMR or 30% gross household income at the 60th percentile of renter households, and is dependent on the unit type.</p> <p><b>Ownership:</b> Pricing set at the lesser of 90% of the average purchase price or Varies.</p>	<p>The province has mandated set-aside rate and affordability period maximums for all inclusionary zoning by-laws and regulations in Ontario.</p> <p>Municipalities may only require a maximum of 5% of units or of total residential floor area as affordable, and may only require up to 25 years in affordability.</p>	New program.
ON	-	Section 37	Voluntary / Density Bonusing	1980s	Any		<p>Section 37 of the Ontario's Planning Act formerly allowed local municipal council to negotiate additional height and density on development sites through rezoning in exchange for public facilities and benefits, including affordable housing, as well as cash-in-lieu payments. This is typically calculated as a portion of the value of the additional density provided, with the exact facilities and/or cash-in-lieu payments resulting from consultations with the local councillor/official, community, and municipal agencies. This was rescinded in 2020 and replaced with the Community Benefit Charge.</p> <p>Various Ontarian municipalities utilizes this, including Mississauga, Toronto, Ottawa, and Vaughan.</p>	<p>Various.</p> <p>This is largely dependent on the individual negotiations with developers and the local community.</p>

Policy and Program Scan - Extraction Stream								
Province	City	Policy/Program	Program Type	Launch Date	Affected Proponents/Partners	Affordability Requirement	Details	Uptake
ON	-	Community Benefit Charge (CBC)	Fees & Charges	2020 (fully implemented by 2022)	Any	<p>The province has legislated affordability requirements for both rental and ownership tenures.</p> <p><b>Rental:</b> Rents set at the lesser of 100% AMR or 30% gross household income at the 60th percentile of renter households, and is dependent on the unit type.</p> <p><b>Ownership:</b> Pricing set at the lesser of 90% of the average purchase price or 30% of the gross household income at the 60th percentile of all households, dependent on the housing type.</p>	<p>This was enacted by the province to simplify the previous Section 37 process. It allows municipalities to collect up to 4% of land value at the date of building permit issued towards capital costs of municipal services. This however exempts developments within less than 10 net new units or buildings with less than 5 storeys. It also does not apply to affordable housing and long-term care homes.</p>	<p>Various.</p> <p>This is largely dependent on the volume and value of development seen in each municipality.</p>
ON	-	Development Charges (DCs)	sask	1997 (most recent structural revision)	Any	<p>The province has legislated affordability requirements for both rental and ownership tenures.</p> <p><b>Rental:</b> Rents set at the lesser of 100% AMR or 30% gross household income at the 60th percentile of renter households, and is dependent on the unit type.</p> <p><b>Ownership:</b> Pricing set at the lesser of 90% of the average purchase price or 30% of the gross household</p>	<p>Development charges are collected from developments to pay for the costs of infrastructure required to operate municipal services to new developments, including water, sewage, transit, and roads. This applies to developments that result in new units, but exempt non-profit housing and affordable housing development. Reductions apply to family-sized, purpose-built rental units.</p> <p>Municipalities may adjust their rates annually, which for residential development are typically per unit charges depending on the typology and unit type. The fees collected are allocated to individual infrastructure accounts (e.g., water and sewage are separate) and must only be used for the purposes they were collected. Certain municipalities have unique infrastructure accounts, such as Toronto's account for the Spadina Subway Extension and Mississauga's account for GO Transit.</p>	<p>Various.</p> <p>Brampton, which is a City of a similar size to Winnipeg (i.e., roughly 800,000 residents as of the 2021 census), collects per unit charges from \$23,600 (for small apartment units) to \$67,800 (for single-detached homes). Mississauga, which has around 720,000 residents, collects from \$19,300 (for units under 700 ft<sup>2</sup>) to \$52,000 (for single- and semi-detached homes) per unit.</p>

Policy and Program Scan - Extraction Stream								
Province	City	Policy/Program	Program Type	Launch Date	Affected Proponents/Partners	Affordability Requirement	Details	Uptake
QC	Montreal	Règlement pour une métropole mixte (By-Law for a Diverse Metropolis)	Mandatory / Inclusionary Zoning	2021	All.	<p>20% of the project's residential floor area is contributed as land, a turn-key building, or as an equivalent cash-in-lieu contribution.</p> <p>Cash-in-lieu contributions range from \$28 to \$143 per m2. depending on the square metrage added by a project and which sector it is located in.</p> <p>This only applies to projects with result in an additional 450 m2. of new residential floor area (this threshold was increased to 1,801 m2 until the end of 2026).</p>	<p>In exchange for providing land or a building for social housing, the developer receives a contribution amount from the City.</p> <p>The amount is measured on a per m2 basis. If a turn-key building is provided, then this is measured against the total buildable m2. If land is provided, then this is calculated against the achievable floor space for social housing.</p> <p>The amounts offered in exchange range from \$253 to \$981 per m2, with higher amounts available in denser areas of the city close to the downtown core.</p>	n/a

**Public Land and Partnerships**

Policy and Program Scan - Public Land and Partnerships Stream									
Province	City	Policy/Program	Received HAF funding?	Launch Date	Eligible Proponents/ Partners	Affordability Requirement	Details	Approval Process	Outcomes
AB	Calgary	Non-Market Housing Land Disposition Policy	No	2019	Non-profits	<b>Any Tenure:</b> No requirement, but prioritizes affordable units for households earning 65% of the Calgary Area Median Income	Access to discounted land in exchange for the development of non-market housing options.  The City is allowed to sell up to 10 parcels of City land to non-profits every 2 years.	Council must approve recommendations on the sale of surplus City lands.	As of Q1 2025, 17 sites have been sold below market value through this program, with an estimated 835 units to be created.
AB	Edmonton	Non-Market Affordable Housing Lands	n/a	1987	Non-profits	Non-market housing, such as social housing (rent-g geared-to-income), non-market affordable rental (below 80% market rent), and near market affordable rental housing (between 80%-90% market rent).	Each year, the City identifies suitable City-owned lands to be sold or leased below market value for non-market housing development.  Grant funding is also available subject to Executive Committee or Council approval.	n/a	n/a
SK	Saskatoon	Sale of Lands for Housing	Yes	2024	Non-profits; Co-ops; Indigenous organizations and governments; First Nations	<b>Rental:</b> No more than 30% of Saskatchewan Household Income Maximums, targetting low-income households, maintained for at least 20 years.	Four City-owned properties were identified for sale towards the development of affordable housing units. Priority was given to non-profits, co-ops, Indigenous organizations and governments, and First Nations, but mixed-income housing developments were also considered.  To support these developments, lands were considered for below-market sales, especially where more and deeper affordability was proposed. Moreover, property taxes waivers (for 5 years) and offsite levies waivers were applied to affordable units. Additional capital incentives were offered for affordable units, up to \$50,000 per unit dependent on level and term of affordability. \$15 million in HAF funding has been allocated to this.  In some cases, the City paid for outstanding arrears, site remediation and servicing, land preparation studies, and relocation of community amenities off-site through HAF.	City staff identify and recommended owned lands to release, as well as identifying recommended approaches of disposal, including how the land is zoned, potential discounts to land (tied to potential for affordability and location within City), and land preparation costs taken on or not taken on by the City.	Three of the four sites had received applications, with an estimated 256 affordable rental units being created. Council approved these applications, which result in an approved \$1.9 million in five-year incremental tax rebates and \$12.8 million in HAF capital grants.
BC	Burnaby	City Lands Program for Non-Market Housing	No (Community Benefit Bonus Fund)	2015	Non-profits; Senior government authorities	<b>Rental:</b> Negotiated between applicant and City.	The City adopted a portfolio approach to make designated City lands are made available for non-market housing projects. Long-term leases would be negotiated at nominal rates, the cost of which would be recovered through the Community Benefit Bonus Housing Fund.	Council approval initiates an Expression of Interest (EOI) process for selected City-owned sites based on Council-approved criteria, calling eligible proponents to apply. The Planning and Development Committee reviews proposals, short-lists highest performing applications, and presents these to Council for approval.	As of 2025, there have been 8 projects constructed and occupied, consisting of 645 non-market housing units, with 4 projects (469 units) currently under construction. These consist of deeply subsidized, RGI, and affordable/below-market rental units.

Policy and Program Scan - Public Land and Partnerships Stream									
Province	City	Policy/Program	Received HAF funding?	Launch Date	Eligible Proponents/ Partners	Affordability Requirement	Details	Approval Process	Outcomes
BC	Kelowna	Middle Income Housing Partnership	Yes	2024	Any.	<b>Rental:</b> Minimum 20% of units at or below 80% AMR	City-owned land - some of which may have been acquired through the City's Housing Opportunities Reserve Fund (HORF) - in the Core Area is opened to development in exchange for middle-income housing.	City staff to evaluate existing land holdings for development potential, and review applications received through a Request for Qualifications or a Request for Proposal.	Two projects will be initiated in 2025, collectively providing 195 units with 40% being below-market. These are aimed to be affordable to households earning between \$80,000 and \$120,000.
BC	Kelowna	Housing Opportunities Reserve Fund (HORF)	No (Various funding streams -see details)	2001	Non-Profits, For-Profit Developers (With a long-term operating agreement with BC Housing), or a partnership between the two	<b>Rental:</b> Non-market units operated by a non-profit or subsidized by BC Housing and where units can accommodate deeply affordable (Up to \$1,166), moderate income (\$1,167-\$1,879), and/or middle income housing groups (\$1,880 to \$2,830). <b>Ownership:</b> Purchase price at or below 30% the median total income of two or more person households.	Kelowna utilizes this fund to acquire land to partner on affordable housing projects, as well as to support the development of relevant units through grants (similar amounts to the City's Rental Housing Grant Program of \$2,000 to \$8,000 per unit).  Successful applicants must enter a 10-year housing agreement with the City of Kelowna, unless the project already has a long-term operating agreement with BC Housing.  This is applicable to the Core Area, other specific policy areas, and mixed use and future multiple housing land use designation areas for land banking, but City-wide for grants.  The Fund receives funds from property taxes (\$250,000/year), donations, as well as shares from the sale of City-owned land and market-rate housing resulting from joint venture developments.	Council approval for a public-private partnership agreement or a memorandum of understanding is needed.	n/a
BC	Vancouver	Temporary Modular Housing (TMH) Program	No	2017	Any - but typically non-profits.	None - but given that this housing targets unhoused populations and provides on-site supports, it will consist of deeply affordable housing.	The Province and City have partnered on this program to deliver temporary modular units as supportive housing while permanent supportive housing is being built.  This involves significant investment from both levels of government (e.g., the Province has invested \$66 million with the goal of building 600 units), as well as zoning changes which extended development permit length for a modular home from 5 years (with a 5-year extension that could be requested) to 20 years.	Applicants must ensure the site's zoning permits TMH, after which they must receive an approved development permit.	There are currently 618 temporary modular homes across 10 City sites.
NS	Halifax	Surplus Land for Affordable Housing	Yes	2025	Non-profits (partnerships with private sector allowed)	<b>Rental:</b> At or below 100% CMHC AMR	Halifax has identified surplus land (4 sites this round) to be sold for \$1 for the development of non-profit, affordable housing projects. This will prioritize projects that can begin construction sooner.	A 60-day application period was launched in 2025, with Regional Council to approve applications chosen by staff in late fall 2025. Successful applicants are to sign a buy back agreement to ensure land is being used for affordable housing.	New program.

Policy and Program Scan - Public Land and Partnerships Stream									
Province	City	Policy/Program	Received HAF funding?	Launch Date	Eligible Proponents/ Partners	Affordability Requirement	Details	Approval Process	Outcomes
ON	Mississauga	Affordable Rental Housing Community Improvement Plan	Yes	2024	Any.	<b>Rental:</b> Rents at or below 100% of the City's AMR. Below-market units have rents at or below 125% of the City's AMR. Minimum 5 affordable/below-market units to be maintained as such for 25 years. Minimum unit sizes were noted (505 ft2 for 1-bedroom, 678 ft2 for 2-bedroom, 850 ft2 for 3-bedroom).	<p>City is permitted to acquire and dispose of properties for affordable housing. Disposition can be at nominal or below market rates, and could be done through RFPs for private development or through public-private partnerships.</p> <p>Funding for land acquisitions is limited to HAF and/or Affordable Housing Reserve Fund.</p>	n/a	n/a
ON	Ottawa	Affordable Housing Land and Funding Policy	No	2005	Any.	<b>Rental:</b> 25% of units must be affordable rental (i.e., 100% AMR or less), or else 25% of net proceeds from sale/lease of City property is invested into the Affordable Housing Reserve Fund.	<p>This policy requires that City land deemed surplus and appropriate for residential development be made available for long-term affordable housing via an RFP process. Proposed development should meet the program's affordability standards or, where affordable housing is not provided, net proceeds from the sale/lease is directed into the Affordable Housing Reserve Fund.</p> <p>Surplus land that is non-viable and/or institutional is sold, and 25% of proceeds are invested into the Affordable Housing Reserve Fund.</p> <p>Land can be leased or sold at market value or, where Council decides to, at below market value. This determination is based on the proposed development (and integrated affordability), cost per unit, housing provider's mandate, land value, and other factors. A grant or loan may be provided to offset some or all land costs.</p>	City land deemed surplus and appropriate for residential development is made available to development via an RFP process.	From 2023 to 2024, \$805,000 was transferred to the Affordable Housing Reserve Fund from land sales.
ON	Toronto	Housing Now Initiative	HAF (as well as City capital and fee waivers)	2019	Any.	<b>Rental:</b> At least 33% of units as affordable rental, with average rents not to exceed 80% of AMR. Units are to remain affordable for 99 years.	<p>At its launch, the Initiative activated 11 City-owned sites for redevelopment to create mixed-income, mixed-use, transit-oriented communities.</p> <p>As of 2025, this Initiative has expanded to 22 sites, with the goal of creating 16,000 new units, with roughly 1/3 to be affordable housing.</p> <p>Between 2019 and 2023, the City has invested roughly \$27 million in funding towards site preparation (e.g., rezoning, due diligence, relocation) and administrative costs.</p> <p>Its 2023-2032 Capital Plan includes \$440 million in approved funding, with a majority only accessible from 2025 onwards.</p>	The Initiative is coordinated through a committee consisting of the City of Toronto, its Housing Secretariat, and CreateTO (a City agency founded to manage the City's real estate portfolio), creates a business case for each site. Upon approval, an RFP is released and a broker of record is utilized to market each site. A bid period of six weeks ensues, requiring interested developers to propose level and depth of affordability, as well as to demonstrate a feasible financial and funding plan. Awards occur after 7 to 12 months, at which point site plan approvals are completed, and site sale/lease transactions occur.	As of 2024, 10 sites have received development approval, and one site had begun construction.

**Approval Streamlining and Acceleration**

Policy and Program Scan - Public Land and Partnerships Stream								
Province	City	Policy/Program	HAF funding?	Launch Date	Eligible Proponents/Partners	Affordability Requirement	Details	Approval Process
BC	Burnaby	Preferential Processing for Affordable Housing Applications	No	1991	Any.	<b>Rental:</b> Non-market rental housing, or units rented at below 100% MMR.	<p>The planner responsible for the rezoning application will be designated as the City's coordinator, guiding the applicant through the approvals process and liaise with relevant City staff, public bodies, and the applicant to ensure departments meet the targeted schedule.</p> <p>The applicant can expect a wait time of 28 weeks from the receipt of a complete rezoning application to building permit.</p>	Applicants must request the Preferential Process and provide evidence that the project meets program standards, with City staff reviewing development eligibility for the program.
BC	Kelowna	Fast Track Infill Housing	No	2017	Any.	None noted - any tenure can be proposed.	Applicants can choose from pre-approved multiplex (i.e., four- to six-plex) designs to expedite development approvals. These designs were developed through an open design competition overseen by a multi-disciplinary panel of experts to determine innovative ideas for infill housing.	Complete applications can be submitted to the City's permitting webpage for this program.

Policy and Program Scan - Public Land and Partnerships Stream								
Province	City	Policy/Program	HAF funding?	Launch Date	Eligible Proponents/Partners	Affordability Requirement	Details	Approval Process
BC	Vancouver	Social Housing Initiative	No	Proposed for Council consideration in late 2025 Rejected	Non-Profits and Government	<p><b>Rental:</b> At least 30% of units are leased to households with incomes below the Province's Housing Income Limits (HILs) for 60 years or the life of the building, whichever is longer.</p> <p>Mixed-income projects with market units could be considered to assist with project viability.</p>	<p>This program aligns with provincial affordable housing definitions (being tied to Housing Income Limits), and increases permitted heights in identified neighbourhoods to allow for mid- and high-rise social housing development.</p> <p>Allow non-profits and government to build social and co-op housing without rezoning and with simplified regulations across the City, reducing the need for variances.</p> <p>The public will still be able to provide input at the development permit stage during public meetings and comment taking.</p>	Similar to as regular processes, except with no rezoning, removing the need for rezoning reviews and Council approval.
BC	Vancouver	Social Housing or Rental Tenure (SHORT) Program	No	2017	Municipality, First Nations, Non-Profits	<p><b>Any tenure:</b> At least 30% of units are leased to households with incomes below the Province's Housing Income Limits (HILs) for 60 years or the life of the building, whichever is longer.</p>	n/a	Applications are reviewed, and if deemed eligible, will be placed into a compressed approvals track. This will see applications reviewed faster, primarily through having multiple processes reviewed and approved simultaneously.

Policy and Program Scan - Public Land and Partnerships Stream								
Province	City	Policy/Program	HAF funding?	Launch Date	Eligible Proponents/Partners	Affordability Requirement	Details	Approval Process
BC	Victoria	Fast Track for Affordable Housing	Yes	2023	Any.	<b>Rental:</b> Non-market rental housing (units rented at below 100% MMR) and non-profit co-operative housing.	<p>Development permits are delegated to staff approval (i.e., no Council approval) if:</p> <ul style="list-style-type: none"> <li>- Project secures affordability and rental tenure with a legal agreement.</li> <li>- Project is consistent with Council-approved Design Guidelines.</li> </ul> <p>Moreover, projects which aim to build up to the maximum density in the Official Community Plan can proceed without a need for rezoning or Council approval if it meets the above noted requirements as well as:</p> <ul style="list-style-type: none"> <li>- if the existing zoning allows for residential use.</li> </ul>	Delegated City staff approval for eligible applications.
ON	Ottawa	High Social Impact Projects Program	No	2021	Non-profit	None noted - any tenure can be proposed.	Eligible development applications undergo an expedited review process. To reduce duplication, it will be considered if a site plan agreement is required, or if a letter of undertaking and inclusion of other requirements in an agreement with Housing Services will be sufficient.	City staff review and approval.

nblc

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