Agenda – Executive Policy Committee – June 17, 2025

Report – Standing Policy Committee on Community Services – June 13, 2025

Moved by Councillor

That Rule 10(3) of The Procedure By-law No. 50/2007 be suspended in order that the following item, which was received less than four business days preceding the committee meeting, be considered by Committee.

Item No. 1 Regulating Short-Term Rental Accommodations – Annual Report

STANDING COMMITTEE RECOMMENDATION:

On June 13, 2025, the Standing Policy Committee on Community Services concurred in the recommendation of the Winnipeg Public Service and submitted the following to Council:

1. That this report be received as information.

Agenda – Executive Policy Committee – June 17, 2025

Report – Standing Policy Committee on Community Services – June 13, 2025

DECISION MAKING HISTORY:

STANDING COMMITTEE RECOMMENDATION:

On June 13, 2025, the Standing Policy Committee on Community Services concurred in the recommendation of the Winnipeg Public Service and submitted the matter to the Executive Policy Committee and Council.

COUNCIL DECISION:

On December 12, 2024, Council concurred in the recommendation of the Standing Policy Committee on Community Services and adopted the following:

1. That an extension of time of up to 180 days be granted for the Winnipeg Public Service to report back on the following:

    A. That the Public Service be directed to provide an annual written report on Short Term Rental Accommodations (STRA) with respect to the following:

        i. Licensing statistics including the number of STRAs licensed.

        ii. Enforcement activities including number of inspections, non-compliance data, complaints, and remedial action taken.

        iii. Any available police data related to calls for service at licensed STRAs.

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

David Grant submitted a communication with respect to the matter.

On October 26, 2023, Council concurred in the recommendation of the Executive Policy Committee, as amended, and adopted the following:

1. That the amending by-law, attached as Appendix A to this report:

    A. to amend the Community Safety Business Licensing By-Law No. 91/2008, to implement the Proposed Licensing Framework for operating short-term rental accommodations and short-term rental accommodation platforms, in accordance with this report;

Report – Standing Policy Committee on Community Services – June 13, 2025

DECISION MAKING HISTORY (continued):

COUNCIL DECISION (continued):

B. to amend the Accommodation Tax By-law No. 70/2008, to implement the Proposed Accommodation Tax for short-term rental accommodations, in accordance with this report;

C. to amend the Municipal By-law Enforcement Act (MBEA) Enabling By-law No. 59/2016, to establish administrative penalties for contraventions of the licensing requirements established under Recommendation 1.A., in accordance with this report.

be enacted, with the following amendment:

- In Part 1, delete Section 61.15(1)(b) and replace with the following:

  (b) the license number is posted near the door on the exterior of the STRA together with a telephone number that is monitored by the operator or an agent of the operator 24 hours per day. This signage is not required to be posted when the operator is in residence

2. That two (2) permanent FTE Clerk C positions, one (1) permanent FTE, and three (3) permanent FTE Licensing Enforcement Inspectors be approved to be added to the City's current staff complement, and all associated operating costs, as outlined in Appendix B, to be funded from revenue to be earned through Licensing Fees and Accommodation Tax Revenues associated with short-term rental accommodations and short-term rental accommodation platforms be approved.

3. That the use of the Destination Marketing Reserve Fund be approved to fund 2023 costs for the Short-Term Rental Program, as an advance against 2024 Accommodation Tax Revenue for any General Revenue Fund Department.

4. That the fees set out in Appendix C be approved, and that authority be delegated to the designated employee under the Community Safety Business Licensing By-Law No. 91/2008, to accept payment for fees up to three (3) months in advance of the By-law effective date.

5. That $111,200 in additional 2023 capital budget be approved in the Winnipeg Fleet Management Agency funded by the Destination Marketing Reserve in order to purchase three (3) additional compact sedans for lease to the Community Services Department.

Report – Standing Policy Committee on Community Services – June 13, 2025

DECISION MAKING HISTORY (continued):

COUNCIL DECISION (continued):

6. That the Winnipeg Public Service report back to the Executive Policy Committee in September 2026 with:

    A. an update on implementation of the STRA regulation program in Winnipeg; and

    B. any recommended changes to Winnipeg's STRA regulation program.

7. That the Public Service be directed to provide an annual written report on Short Term Rental Accommodations with respect to the following:

    A. Licensing statistics including the number of STRAs licensed.

    B. Enforcement activities including number of inspections, non-compliance data, complaints, and remedial action taken.

    C. Any available police data related to calls for service at licensed STRAs.

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

The following persons submitted communications with respect to the matter:

Trish Chyborak
Jasmin Dojan
Curtis Gottfredsen
Godfrey Gottfredsen
Allen Mankewich
Melanie Mitchell
Heather Parrott-Howdle
Anna Maniquiz
Craig Penner
Jason Penner
Noreen Stevens

On February 23, 2023, Council adopted the recommendation of the Executive Policy Committee, as amended, which included the following:

5. That the Winnipeg Public Service be directed to report back to the Executive Policy Committee within 210 days with any necessary amendments to the Accommodation Tax By-law No. 70/2008 and the Community Safety Business Licensing By-law No. 91/2008, as well as a schedule for implementation and all associated resource implications.

ADMINISTRATIVE REPORT

Title: Regulating Short-Term Rental Accommodations – Annual Report

Critical Path: Standing Policy Committee on Community Service – Executive Policy Committee – Council

AUTHORIZATION

Author	Department Head	CFO	CAO
W. Yee	C. Fernandes	T. Graham	M. Dryburgh, Acting Interim CAO

EXECUTIVE SUMMARY

The Short-Term Rental Accommodations (STRA) Program was implemented in April 2024. This program included amendments to the Community Safety Business Licensing By-law No. 91/2008, which created two new classes of licences: 1. STRAs and 2. STRA Platforms. Both classes need a valid business license to operate. This licensing program allowed the City to set minimum standards for community safety, consumer safety, and neighbourhood accountability.

Changes were made to the Accommodation Tax By-law No. 70/2008. A six percent accommodation tax on room stays of less than 30 consecutive nights within the City of Winnipeg now applies to STRAs. Related revenue and expenses are recorded in the Destination Marketing Reserve Fund.

The total cash collected for the 12-month period ending March 31, 2025, was $1,285,960, consisting of $612,328 from licensing and $673,632 from accommodation tax.

Zoning changes also took place. STRAs were added to the Downtown Winnipeg Zoning By-law and the Winnipeg Zoning By-law.

RECOMMENDATIONS

That this report be received as information.

REASON FOR THE REPORT

On October 26, 2023, Council directed the Winnipeg Public Service to provide an annual written report on Short-Term Rental Accommodations with the following:

1. Licensing statistics including the number of STRAs licenced;
2. Enforcement activities including number of inspections, non-compliance data, complaints, and remedial actions taken;
3. Any available police data related to calls for service at licenced STRAs.

On November 28, 2024, an extension of up to 180 days was granted so that the 2025 annual report can be presented to Council that aligns with a full year of licensing, inspections, and enforcement STRA operations.

IMPLICATIONS OF THE RECOMMENDATIONS

There are no implications to receiving this report as information.

HISTORY/DISCUSSION

LICENSING PROGRAM

The implementation of the Short-Term Rental Accommodations (STRA) Program through the Community Safety Business Licensing By-law resulted in a new class of licence – STRAs and STRA Platforms and allowed the City to set minimum standards, conduct inspections, and to suspend or revoke a licence, or to issue a fine, if there are health and/or safety concerns.

Licensees are required to obtain zoning approvals. Licensees are required to allow access for a City of Winnipeg employee to conduct an annual inspection, or anytime thereafter when requested.

In addition to licensing, an accommodation tax of six percent on room accommodations of a continuous periods of less than 30 nights within the City of Winnipeg has been implemented, with the revenue being recorded in the Destination Marketing Reserve Fund. The amendments became effective at the same time as the amendments to the Community Safety Business Licensing By-law effective April 1, 2024.

Part 1 – Implementation Update

Key milestones to the Implementation of the STRA program included amendments to the Community Safety Business Licensing By-law No. 91/2008, the MBEA Enabling By-law No. 59/2016 and the Accommodation Tax By-law No. and amendments to the Winnipeg Zoning By-law No. 200/2006 and the new framework to regulate the operation of STRAs that started on April 1, 2024.

Key outcomes of program implementation, so far, include:

- October 2023: By-law amendments passed; effective from April 1, 2024.
- October 2023 – April 2024: AMANDA folder creation for STRA records including accommodation tax reporting.
- December 2023 – ongoing: Implementation of STRA monitoring service.
- December 2023: Communication strategy launched.
    - Winnipeg.ca licensing webpage updated with all STRA information.
    - Social media plan launched to inform about STRA licensing requirements.
    - “Our City, Our Stories” feature on STRA’s.
    - Digital signage in City facilities displaying STRA requirements.
- January 2024: Hiring of Enforcement Coordinator.
- January 2024 – ongoing: Receipt, processing and approval of STRA applications.
- February 2024: Launch of the online STRA application portal.
- February 2024: Hiring of Enforcement Inspectors and Clerk C tax collection.

- April 1, 2024: Licensing and Accommodation Tax By-laws take effect.
- July 2024: Launch of the Accommodation Tax reporting portal.
- December 2024: Licensing and By-law Enforcement submitted an application to the Government of Canada's Short-Term Rental Enforcement fund to enhance the existing STRA program.
- January 2025: Release of STRA Operators Guide.
- January 2025: Release of STRA Renters.
- March 2025: Launch of online Licence renewal portal.
- At the time this report was submitted, a separate report has been submitted for consideration at the May Council meeting, recommending approval for the receipt of Federal grant funds for STRA program.

Part 2 – Licensing Statistics

This report provides a comprehensive overview of the activity within the STRA programs first year of operation, related to STRA licences issued in the City of Winnipeg. It serves as a valuable tool for evaluating the effectiveness of the licensing program, identifying areas for improvement, and ensuring compliance with applicable regulations. The data contained within this report reflects a detailed analysis of licence applications, approvals, and denials, as well as trends in the types and categories of permits being processed.

Licensing	
Number of STRA Licences Issued	
Primary	341
Non-Primary	352
Platforms	5
Total	**698**
New application in review status as of April 1, 2025	20
Number of application denied/withdrawn	198
Number of Licences cancelled by applicant	19
Number of Licences suspended	0
Number of Licences revoked	0

Financial – Licensing Program

The Community Services, Licensing and By-law Enforcement (LBE) 'Licence Fees' revenues were projected to be approximately $566,000 annually, with the goal of full cost recovery associated with salary and benefits, fleet related costs, software costs, and other administrative expenses. Revenue projections prior to implementation assumed that 900 STRA licences and four STRA Platform licences would be issued annually. Any tax-support shortfall is offset by a transfer from the Destination Marketing Reserve Fund from the Accommodation Tax collected from STRAs.

2024 actuals are provided in the table below based on revenues less expenses and the amount transferred from the Destination Marketing fund to make the program zero mill rate support as proposed in the Council approved program.

Licensing Revenue vs. Expenditures: April 1, 2024 – March 31, 2025			
Revenue	**2024**	**Q1 2025**	**Total**
Short-Term Rental Licensing	$ 327,317	$ 169,874	$ 497,191
Transfer from Destination Marketing Reserve	$ 115,137	$ 0	$ 115,137
Total Operating Revenue - Community Services	**$ 442,454**	**$ 169,874**	**$612,328**
Expenditures	**2024**	**Q1 2025**	**Total**
Salaries and Benefits - FTEs	$ 370,672	$ 89,258	$ 469,930
Other operating expenses	$ 71,782	$ 58,673	$ 130,455
Total Operating Expenses - Community Services	**$ 442,454**	**$ 147,930**	**$ 590,385**

The adjudication and collection of MBEA fines is done through The Winnipeg Parking Authority.

The total amount of MBEA fines collected for a 12-month period is $9,625.

Part 2 – Accommodation Tax Statistics

The accommodation tax is a six percent tax on room accommodations of a continuous period of less than 30 nights within the City of Winnipeg, with the revenue being recorded in the Destination Marketing Reserve Fund. In July of 2024, the City launched its online accommodation tax portal allowing STRA operators to submit their quarterly accommodation tax report that includes total revenue by month and the applicable accommodation tax that is submitted to the City.

Financial: Accommodation Tax April 1, 2024 – March 31, 2025

Accommodation Tax revenue projected to be generated from amending the Accommodation Tax By-law to include STRAs, was estimated to be $900,000, annually, with a prorated amount of $750,000, expected in 2024.

This revenue is recorded in the Destination Marketing Reserve Fund where all accommodation tax is recorded. The funding formula for the use and/or distribution of the accommodation tax revenue was approved by the Standing Policy Committee on Finance and Economic Development to incorporate the revenue from STRAs, to hold this revenue in the Reserve, and to fund any short fall experienced by General Revenue Fund departments related to the short-term rental program.

In 2024, a total of $115,137 in accommodation tax revenue was transferred from the Destination Marketing Fund to the General Revenue Fund to cover shortfalls in the Licensing Program (Part 1).

Accommodation Tax Collected	
Q2 total $ collected: April 1 - June 30, 2024	**$ 0**
Q3 total $ collected: July 1 - September 30, 2024	**$173,182**
Q4 total $ collected: October 1 - December 31, 2024	**$270,231**
Q1 total $ collected: January 1 – March 31, 2025	**$230,219**
Total	**$673,632**

Accommodation Tax Compliance	
Q2 - April 1 - June 30, 2024	
Operators fulfilling Q2 reporting and payment obligations	528
Operators non-compliant for Q2 reporting and payment	6
Q3 - July 1 - September 30, 2024	
Operators fulfilling Q3 reporting and payment obligations	568
Operators non-compliant for Q3 reporting and payment	36
Q4 - October 1, 2024 - December 31, 2024	
Operators fulfilling Q4 reporting and payment obligations	599
Operators non-compliant for Q4 reporting and payment	79
Note: Q1 - January 1, 2025 - March 31, 2025, reporting and payment obligation not required until April 21, 2025, and is not included in this chart.	

The approach for non-compliant operators who have not submitted their accommodation tax reports or made payments is twofold. Orders are issued with specific compliance deadlines, and failure to meet these deadlines results in fines for non-compliance. Furthermore, if accounts remain unpaid at the time of licence renewal, a new licence will not be issued. As a result, the operator will be unable to operate their STRA in accordance with the By-law until all reports and payments are submitted.

Part 3 – Enforcement Statistics

Enforcement:

The LBE Division, within the Community Services Department, oversees the licensing of STRAs. Additionally, LBE is tasked with enforcing the STRA Licensing Program, which includes the collection of Accommodation Tax. The enforcement strategy is both complaint-driven and proactive, involving annual inspections, spot checks, and consistent enforcement of licensing regulations. Licensing Enforcement Inspectors work flexible hours, conducting inspections on weekdays, evenings, and weekends as necessary. STRAs found to be non-compliant may face a range of administrative penalties, including warnings, suspensions, and/or fines under the MBEA (refer to the chart below for fines that have been issued).

To assist the enforcement team, the City has engaged a third party STRA monitoring service that provides the following services:

- Address Identification – Monitors STRA websites, duplicate listings, and leverages machine learning coupled with a team of more than 200 human analysts to provide an online dashboard with complete address information and screenshots of all identifiable STRAs in Winnipeg.
- Rental Activity Monitoring – Provides estimated occupancy and rental revenues for each property, based on machine learning modules unique to Host Compliance. Automatically identifies audit candidates who may be under-reporting on taxes or exceeding occupancy requirements.

- Custom application programming interface to integrate into existing AMANDA system – Systems synched, so if a licence is approved in AMANDA, the rental unit shows compliant/registered in the STRA monitoring software application.

This software has been integrated with AMANDA, the existing system. However, there are some challenges with how information is being transferred from AMANDA into the address identifier software. Improvements are needed to ensure that it accurately reflects ongoing property changes within the City of Winnipeg. The Public Service is actively identifying these issues and working with the provider to resolve them.

Enforcement Statistics – April 1, 2024 – March 31, 2025:

Number of Complaints	
Undetermined (spot check) LBE-initiated	107
Initiated by 311	58
Primary	72
Non-Primary	93
Total Complaints	**165**
Number of inspections completed	1053
Number of spot checks completed	893
% Compliant	86%
Number of orders issued	176
Number of penalty notices issued	67

Types of Penalty Notices Issued	
Operating without a licence	39
Advertising without an STRA licence number	3
Not posting contact information or licence number	25
Total	**67**

Part 4 – Police data related to calls for service at licensed STRAs.

The Public Service has been working with the Winnipeg Police Service (WPS) to determine an ongoing reporting process that can be developed to identify calls for service that are directly linked to STRAs.

To date, the focus of the WPS has been on properties that have a history of complaints. However, specific unit details have not been shared with LBE. The Public Service will continue to work with the WPS to determine an agreement on what information can be shared to further deal with STRAs.

LBE is proactively collaborating with other enforcement agencies within the City, such as Planning and Property Development Department, and Manitoba Justice, to enhance the achievement of shared goals regarding STRA safety and compliance. Through fostering open communication with these departments, LBE has effectively coordinated enforcement efforts to identify properties and individuals attempting to bypass bylaws and compromise community safety.

Part 5 – Government of Canada – Short-Term Rental Enforcement Fund

The Government of Canada, through Housing, Infrastructure and Communities Canada (HICC), has created the Short-Term Rental Enforcement Fund (STREF), as Canada needs more long-term housing. The federal government is taking action to crack down on non-compliant short-term rentals which are keeping homes off the market across the country.

The STREF aims to limit short-term rentals that take away units from the long-term market across the country. The program provides grant funding to municipalities and Indigenous communities with existing strict regulatory regimes to support the local enforcement of short-term rental restrictions in an effort to make long-term housing units available in Canada. HICC issued its Call for Proposals on December 6, 2024, and the City submitted its proposal for consideration. The City's proposal was recommended for approval by HICC, and approval of the proposal was received on March 3, 2025.

The total amount of the grant funding is up to $767,499 which is broken down as follows:

- $360,659 in 2025-26; and
- $406,840 in 2026-27.

The objective of the proposed enhancements is to protect new and existing units in the long-term housing stock by increasing capacity for better enforcement and compliance of the STRA Program, which includes ensuring existing and future STRA operators comply with the Community Safety Business Licensing By-law (By-law). The enhancements to be implemented over the grant period include, but are not limited to, the following:

1. Identify gaps within the three existing bylaws (Community Safety Business Licensing By-law, Accommodations By-law, and Zoning By-law), conduct enforcement research, and implement an evaluation/performance measurement framework. This will potentially lead to bylaw revisions and operational adjustments.

2. Provide additional enforcement staff to support enforcement activities directly aligned with the funding objectives.

3. Provide one Innovation Technology (IT) programmer to meet the objectives of the program.

4. Add additional IT infrastructure to existing system to address identified gaps, including capturing bookings for unlicensed properties, providing real-time alerts for related activities, to help meet the objectives of the By-law and the STREF funding.

5. Deploy advanced tools or enhance our existing reporting system with an advanced web portal for data-driven insights and enforcement planning.

6. Redesign the application and taxation portals to enhance system integration by leveraging our Application Programming Interface (API), ensuring greater robustness, efficiency, and real-time data exchange.

7. Improve the functionality of the current Amanda system for compliance monitoring, licensing, taxation, and rental activity management.

8. Implement a scheduling system to streamline the coordination of inspections, allowing for better resource management and improved compliance monitoring.

The City's proposal included costs for temporary staffing, office computers for staff, and IT software to meet its project goals. Staffing includes one FTE temporary Enforcement and Policy Analyst, one FTE temporary Licensing Enforcement Inspector, and one FTE temporary IT Programmer Analyst.

The Public Service has submitted an administrative report recommending acceptance of the STREF funding. It is anticipated the report will be considered at the May 22 meeting of Council.

FINANCIAL IMPACT

Financial Impact Statement Date: April 16, 2025

Project Name:

Regulating Short-Term Rental Accommodations - Annual Report

COMMENTS:

There is no financial implications associated with the recommendations contained in this report.
This report is to be received as information.

Ozzy Garrett, CPA, CGA - April 16 / 25
Ozzy Garrett, CPA, CGA
Manager of Finance & Administration
Community Services Department

CONSULTATION

This Report has been prepared in consultation with:

Assessment and Taxation Department

OURWINNIPEG 2045 POLICY ALIGNMENT

Leadership and Good Governance

Objective 1: Establish and implement priority actions through evidence-informed decision-making processes

> *Policy 1.4 Integrated Knowledge and Resources:* Coordinate inter-departmental systems, projects and resources, making the best use of internal and external expertise to better understand service needs, find the most appropriate solutions, optimize resources, and maximize community outcomes.

City Building

Objective 3: Facilitate development opportunities that complete established communities, and plan new communities as complete and connected from the outset.

> *Policy 6.2 Complete Communities Characteristics:* The characteristics of complete communities must be identified and defined in Complete Communities, and will include, at minimum, equitable access to: safety and security, affordable housing for all incomes, local employment opportunities, health-supportive amenities, access to nature, social interaction opportunities, sustainable transportation options, and digital communication technology infrastructure to align with this Plan's goals.

Alignment with *Complete Communities Direction Strategy 2.0*

Vision: The City of Winnipeg is planned and designed based on a logical Urban Structure that focuses growth and change to enhance existing assets, to create complete communities and complete existing communities, and to ensure a socially, environmentally, and economically sustainable future through the integration of transportation planning, land uses, built forms, and urban design.

> *Principle 1:* Creating complete communities and completing existing communities - enhancing their existing infrastructure and assets in ways that make most amenities for daily living universally accessible - will be key to making our city attractive and competitive.
>
> *Principle 7:* The implementation of Complete Communities recognizes the complexity of cities and the people within them and aims for an approach that promotes resilience and adaptability.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

Consideration was given as to whether this report connects to the Winnipeg Climate Action Plan (CAP), and it was determined that the CAP is not applicable to this specific report.

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

Consideration was given as to whether this report connects to the Winnipeg Poverty Reduction Strategy (PRS) and its Goals and Objectives, and it was determined that the PRS is not applicable to this specific report.

SUBMITTED BY

Department: Community Services Department
Division: Licensing and By-law Enforcement
Prepared by: Terry Cormier
Date: April 25, 2025
File No: CmS-2025-05

Attachments: none