Agenda – Council – December 17, 2025

Report – Executive Policy Committee – December 16, 2025

Item No. 1 Executive Policy Committee – Final Recommendation – Preliminary 2026 Budget Update

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On December 16, 2025, the Executive Policy Committee submitted the following to Council:

1. That the following recommendations with respect to the 2026 Preliminary Operating Budget be approved by Council:

    A. That the 2026 Preliminary Operating Budget, including the budget for reserves, be reviewed and approved by Council;

    B. That the City's mill rate be increased from 12.920 to 13.372 for 2026, for the purpose of raising revenue as required for the annual operating budget and that Council enact a Real and Personal Property Municipal Tax Rate By-law for 2026 for this purpose in accordance with subsection 334(1) of The City of Winnipeg Charter.

        Notes:

        i. This mill rate of 13.372 in 2026 includes a 3.50% property tax increase, which is approximately $26.6 million each year beginning in 2026. The income generated by this 2026 increase will be allocated as follows:

            a. $7.6 million of the 2026 property tax increase (approximately 1%) will be dedicated to the renewal of local and regional streets, lanes, sidewalks and bridges as well as road safety improvement program, pedestrian and cycling program and tree replacement and preservation on road renewal projects in 2026 and 2027. Difference of previously forecasted $7.6 million property tax allocation for roads capital budget will be funded by external debt in 2026 and 2027 only.

            b. $19.0 million of the 2026 property tax increase (approximately 2.5%) will be dedicated to the tax-supported operating budget in 2026 and 2027, which includes 0.33% previously dedicated to Transit Infrastructure Reserve (that will now fund Transit operations).

Report – Executive Policy Committee – December 16, 2025

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

c. Total property tax revenue (a+b) in each of 2026 and 2027 is $26.6 million.

d. Starting in 2028, the property tax revenue generated from 2026 will be allocated as follows: $15.2 million (approximately 2%) to the renewal of local and regional streets, lanes, sidewalks and bridges as well as road safety improvement program, pedestrian and cycling program and tree replacement and preservation on road renewal projects and $11.4 million (approximately 1.5%) to tax supported operating budget for a total per year of $26.6 million.

Refer to Attachment 1 Property Tax Increase Allocation for details.

ii. 2027 balanced operating budget assumes the entire 3.50% property tax increase for 2027 is dedicated to tax supported operations and roads capital budget funded with Provincial Strategic Infrastructure basket funding.

C. i. That the City's business tax rate remains at 4.84% in 2026 and that Council enact a Business Tax Rate By-law for 2026 for this purpose in accordance with subsection 334(1) of The City of Winnipeg Charter;

ii. That Council enact a Small Business Tax Credit By-law for 2026 under subsection 219(2) of The City of Winnipeg Charter, which will provide a tax credit in the amount of all municipal business taxes owed for taxable businesses occupying property with an annual rental value of $47,500 or less in 2026.

D. That, in order to balance the 2026 to 2027 Operating Budget, Council approve the following transfers between the Financial Stabilization Reserve Fund and the General Revenue Fund:

	2025	2026	2027	3-year Total
Transfer (to)/ from Financial Stabilization Reserve (FSR)	($0.4 million)	$12.7 million	($12.3 million)	$0.00

Report – Executive Policy Committee – December 16, 2025

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

E. That the terms of the Financial Stabilization Reserve be amended as follows:

   i. amend funding sources to remove the excess of actual total taxes billed compared to budget, which shall remain in the General Revenue Fund;

   ii. amend fund uses to remove use for any shortfall of actual total taxes billed compared to budget.

F. That Council approve transfers between funds, including reserve funds, outlined in the 2026 Operating Budget (Appendix 4 Transfers from/to the General Revenue Fund) to take place in 2026, subject to the following conditions on transfers from reserve funds:

   i. The Chief Financial Officer must first certify that the amount remaining in each reserve fund after the transfer is greater than the amount required for the purpose for which the fund was established; and

   ii. The fund must not enter into a deficit position as a result of the transfer.

G. That Council require that prior to the payment of grants exceeding $25,000 approved in the 2026 budget, the City enter into, execute and deliver a grant agreement with each grant recipient, and the Chief Financial Officer be authorized to negotiate and approve the terms and conditions of each grant agreement in accordance with the budgetary approval and such other terms and conditions deemed necessary by the City Solicitor/Director of Legal Services to protect the interests of the City.

H. That the 2026 grants and grant delegations as set out in the Listing of Grants/Payments in Appendix 2 Listing of Grants/Payments be approved.

I. That a one-time grant of up to $75,000 to the Maples Recreation Association Inc. from the 2024 Recreational Facility Safety, Security and Accessibility Improvement Capital Program (previously funded from capital program; will now be reallocated as a grant) for the purpose of conducting a feasibility study on a proposed expansion of the Maples Community Centre, be approved.

J. That Council ratify all fees and charges as set out in the most recent certified version of the Fees and Charges Schedule included as Attachment 2 to this report, with the following changes:

Report – Executive Policy Committee – December 16, 2025

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

i. On page 140, replace the fees for "Water from Standpipe" as follows:

2025	2026
$6.49	$6.70

a. Note: this fee represents the sum of the Water and Sewer service rates, $2.17 and $4.53 respectively, in 2026 for a total of $6.70 per cubic metre effective January 1, 2026.

ii. On page 12, replace the fees for Angels Garden (Cremated Remains & Perinatal Losses Interments; Gestation Periods apply) as follows:

2025	2026
$158.00	$162.00

K. That an increase to the Planning and Land Development fee for Zoning Agreements Amendments to $4,690.00 ($2,290.00 in 2025) be approved.

L. That Section 3 of the Utility Dividend Policy be amended as follows:

i. Delete subsection 3.1 and replace with the following:

"3.1 The dividend payment to the City will be equal to the annual amount budgeted in the 2024 to 2027 multi-year budget approved by Council on March 20, 2024, which will be transferred to the City each year."

ii. Subsection 3.2 is added immediately after subsection 3.1:

"3.2 Effective January 1, 2028, the dividend payment to the City will be $18.2 million for the water utility and $30.0 million for the sewer utility, which will be transferred to the City each year."

Note: The multi-year budget outlines 2026 budgeted amounts as $17,347,914 from Waterworks and $27,838,598 from Sewage Disposal and 2027 budgeted amounts as $18,172,068 from Waterworks and $30,011,920 from Sewage Disposal.

Report – Executive Policy Committee – December 16, 2025

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

M. That Council enact amendments to the Tax Certificate Fees By-law No. 53/2015 to:

i. Increase the fee for the making and mailing of a paper tax certificate to $70.00 ($68.00 in 2025); and

ii. Increase the fee for the electronic making out and mailing of a tax certificate requested electronically to $54.00 ($53.00 in 2025).

Note: the above noted fees are exclusive of fees charged and collected on behalf of the Legal Data Resources (Manitoba) Corporation (LDRC).

N. That Council enact amendments to the Advertising Signs Business Tax By-law No. 6298/96 to maintain the fee for a licence in lieu of business tax at

i. $33.00 ($32.00 in 2025) per square foot of the face of each digital sign; and

ii. $3.80 ($3.70 in 2025) per square foot of the face of each advertising sign that is not a digital sign.

O. That Council enact amendments to the Mobile Home Licence By-law No. 821/74 to increase the monthly License Fees for Mobile Homes listed in Schedule A: First 400 square feet or portion thereof to $20.50 ($19.80 in 2025); and each additional 100 square feet or portion thereof to $5.10 ($4.90 in 2025).

P. That prior years' tax supported cash to capital in the amount of $3,066,087 and prior years' frontage levy in the amount of $1,084,218, generated due to capital projects being completed for less than the budget amount (identified in Appendix 5A), be used to reduce the transfer to the General Revenue Fund in the 2026 tax supported budget.

Notes:

i. Prior years' frontage levy will be used to offset the operating costs in the local and regional streets, lanes, sidewalks and bridges as well as road safety improvement program and pedestrian and cycling program.

Report – Executive Policy Committee – December 16, 2025

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

ii. Cash to capital unspent funds currently budgeted at $3.1 million and frontage levy at $1.1 million; and the rounding adjustment ($3.1 million less $3,066,087 = $33,813; $1.1 million less $1,084,218 = $15,782) will be corrected in the adopted budget.

Q. That to reduce deficit risks, some of which are noted in Attachment 3 Cost Pressures (Operating Risks), that any additional, unbudgeted and unallocated revenue received from inter-governmental transfers or other similar sources in 2026, that is not earmarked for any specific incremental purpose, shall be dedicated to meet 2026 Corporate efficiency targets.

R. That the Public Service report back to the appropriate committee of Council within 180 days with recommendations on restructuring the Animal Services Special Operating Agency as a division of the Community Services department, consistent with the City's Continuous Improvement Initiative.

S. That the following additions to the WFPS operating budget be approved and included in the final 2026 Preliminary Budget – Operating Reserves and Capital document and included or updated in subsequent year budgets, where required:

i. Six (6) Full-Time Equivalents for the Enhanced Low Acuity Triage (ELAT) and Emergency Paramedic in Community (EPIC) Programs ($715,871);

ii. Five and one-half (5.5) Full-Time Equivalents for the Community Paramedic Initiative (New Protective Care / Sobering Centre) ($680,172);

iii. Funding from Shared Health for FTEs described in (i) and (ii) in the amount of $1,396,043.

Report – Executive Policy Committee – December 16, 2025

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

Winnipeg Fire Paramedic Service (WFPS)
2026 On-going Budget Adjustments

Program	FTEs	Funding commitment	Notes
Enhanced Low Acuity Triage (ELAT) and Emergency Paramedic in Community (EPIC) Support for Virtual ward	6.00	$ 715,871	Includes salaries, benefits, clothing, equipment and other operating costs
Community Paramedic Initiative (New Protective Care / Sobering Centre)	5.50	$ 680,172	Includes salaries, benefits, clothing, equipment and other operating costs
Funding from Shared Health		$ (1,396,043)	
TOTAL ADJUSTMENT TO PRELIMINARY OPERATING BUDGET	**11.50**	**$ -**	**Future years' will be adjusted by inflation and collective agreement increases**

T. That the Public Service report back to the appropriate committee of Council within 365 days with recommendations on a replenishment or long-term plan for the Financial Stabilization Reserve.

U. That Council direct the City Solicitor/Director of Legal Services to submit the necessary by-laws to implement the above recommendations directly to Council by way of a communication through the Office of the City Clerk.

V. That the Public Works Department be directed to add the following to the list of sites proactively investigated and identified in Appendix 1 of the Report of the Standing Policy Committee on Community Services dated November 4, 2024 entitled "Proactive Cleanup of Needle Debris and Weapons" which shall be funded from existing approved budget:

i. Vimy Ridge Park
ii. Jacob Penner Park
iii. Cornish Library
iv. Alderman John O'Hare Park
v. Broadway Neighborhood Centre
vi. Dynasty Building

W. That, to continue the Unsafe Conditions Response Team, three temporary FTEs be approved with the operating budget requirement of $267,001.00 (2026 only) to be funded 50% from existing Planning, Property and Development department operating budget and 50% from Corporate Efficiencies.

Report – Executive Policy Committee – December 16, 2025

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

X. That the following funding requirements for the Unsafe Conditions Response Team and the revenue implications from the fee structure included in the "Vacancy to Vitality – Strategic Policy Options to Address Vacant and Derelict Properties" report to Council dated December 18, 2025, be referred to the 2027 Multi-Year Budget Review Process:

i. $272,143 in 2027
ii. $278,755 in 2028
iii. $284,330 in 2029

Y. That one new permanent FTE (Transit Planner) be approved and:

i. the operating budget requirement of $108,913.00 in 2026 (prorated to 0.85 FTE) be funded from existing Transit department operating budget; and

ii. the on-going annual budget requirement starting in 2027 ($133,332.00) be referred to the 2027 Multi-Year Budget Review Process.

Z. That the CAO be authorized to submit an application for funding (on behalf of the City and/or in collaboration with the Manitoba Ministry of Justice, the Winnipeg Police Service, Downtown Community Safety Partnership or other agencies) under Canada's Crime Prevention Action Fund to support an interagency crime and incident prevention pilot under the Safe Winnipeg Initiative, with the following conditions:

i. The application may only commit resources from existing approved budgets for the City's participation in this project; and

ii. The CAO will circulate the final proposed application to members of City Council before submission to the Government of Canada."

2. That the following recommendations with respect to the 2026 Preliminary Capital Budget and 2027 to 2031 Five-Year Capital Forecast be approved by Council:

A. That the following be reviewed and approved by Council:

i. 2026 Preliminary Capital Budget; and

ii. 2027 to 2031 Five Year Capital Forecast.

Report – Executive Policy Committee – December 16, 2025

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

B. That Council approve new capital borrowing authority of and enact a borrowing by-law in accordance with section 294 of The City of Winnipeg Charter for:

   i. $96.814 million as per 2026 Capital Budget, excluding borrowing for Winnipeg Fleet Management Agency;

   ii. $468.00 million for North End Treatment Plant (NEWPCC) Nutrient Removal Facilities Project.

C. That the Public Service report back to the appropriate committee of Council within 180 days with recommendations on proposed changes to the City's Debt Strategy policy to address borrowing requirements for the NEWPCC Nutrient Removal Facilities Project.

D. That Council approve annual long-term borrowing authority of $11.626 million in 2026 in accordance with subsection 215(4) of the City of Winnipeg Charter with respect to Special Service Units, and an authorization be given to Winnipeg Fleet Management Agency to finance a portion of its operations through external sources, for the purpose of acquiring fleet assets, including from the City's bank, or from any other persons or corporations, including The City of Winnipeg Sinking Fund Trustees.

E. That Council approve the increase to Winnipeg Fleet Management Agency projected debt limit to $79.204 million (from $76.554 million in 2025).

F. That Council approve the following cash to capital contributions:

Year $	Millions
2026	3.993 (budget)
2027	3.730 (forecast)
2028	28.128 (forecast)
2029	26.236 (forecast)
2030	26.175 (forecast)
2031	31.359 (forecast)

Report – Executive Policy Committee – December 16, 2025

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

G. That Council approve all other transfers from prior years' surplus or authorizations, to and from reserves and other funds outlined in the 2026 Capital Budget (re-budgeted projects or projects with surpluses or unspent balances identified in Appendix D of the Supplement to the 2026 Budget), subject to the following conditions on transfers from reserve funds:

   i. That the Chief Financial Officer must first certify that the amount remaining in each reserve fund after the transfer is greater than the amount required for the purpose for which the fund was established; and

   ii. The fund must not enter into a deficit position as a result of the transfer.

H. That Council rescind unused borrowing authorities in the following amounts:

   i. Borrowing By-law 144/2011 in the amount of $18.967 million;

   ii. Borrowing By-law 100/2012 in the amount of $10 million;

   iii. Borrowing By-law 133/2017 in the amount of $21,143,392; and

   Note:
   i. Items i, ii, and iii are related to the borrowing authority for the Equity in Capital Assets Fund totaling $46,610,392.

   ii. The total borrowing authority to be cancelled totals $50.110 million made up of $46.610 million related to the Equity Capital Assets Fund and $3.5 million related to Waverley Underpass Project.

I. Whereas the following expenditures do not exceed 30% of the expenditures estimated in the capital budget for 2027, that Council authorize expenditures on the following projects in 2026 or prior to the adoption of the 2027 capital budget as a first charge against the General Capital Fund, in accordance with subsection 288(2) of The City of Winnipeg Charter to facilitate timely work on the projects:

   i. Up to $80.656 million for various road infrastructure projects (Attachment 4);

   ii. Up to $571,000 for Public Safety Answering Point Equipment Program;

Report – Executive Policy Committee – December 16, 2025

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

iii. Up to $23.042 million for Transit Buses;

iv. Up to $1.835 million for Digital Operations Platform Program for the Enterprise Resource Planning Upgrade project;

v. Up to $2.817 million for the Millennium Library Parkade High Priority Repairs project.

J. That to support informed Council decisions, the Public Service report to the appropriate committee of Council with a cost benefit analysis for the Millennium Library Parkade High Priority Repairs project within 120 days and, in any event, prior to issuing any associated Request for Proposal.

K. That Recommendation 1.Q.ii. of the Council decision dated March 20, 2024, with respect to the 2024-2027 Multi-Year Budget, be rescinded and the following be approved:

"Ward-specific capital projects that would normally fall under the City Capital Budget may also be designated for Communities Fund capital expenditures, especially where these expenditures would secure funding from additional partners, provided any expenditures or awards are made in compliance with criteria and rules of the Community Incentive Grant Program (CIGP) or Parks and Recreation Enhancement Program (PREP) criteria, as applicable."

L. That Council direct the City Solicitor/Director of Legal Services to submit the necessary by-laws to implement the above recommendations directly to Council by way of communication through the Office of the City Clerk.

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

Report – Executive Policy Committee – December 16, 2025

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

On December 16, 2025, the Executive Policy Committee passed the following motion:

BE IT RESOLVED that the Preliminary 2026 Operating and Capital Budget tabled at the Executive Policy Committee on November 14, 2025, be approved and forwarded to Council with the following amendments:

OPERATING BUDGET:

- That Recommendation 1.J. be amended by adding the following immediately after "Attachment 2 to this report":

  ", with the following changes:

  i. On page 140, replace the fees for "Water from Standpipe" as follows:

2025	2026
$6.49	$6.70

  a. Note: this fee represents the sum of the Water and Sewer service rates, $2.17 and $4.53 respectively, in 2026 for a total of $6.70 per cubic metre effective January 1, 2026.

  ii. On page 12, replace the fees for Angels Garden (Cremated Remains & Perinatal Losses Interments; Gestation Periods apply) as follows:

2025	2026
$158.00	$162.00*"*

- That Recommendation 1.U be amended by deleting "and policy amendments"

- That the following new recommendations be added immediately after Recommendation 1.U.:

Report – Executive Policy Committee – December 16, 2025

DECISION MAKING HISTORY (continued):

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

"V. That the Public Works Department be directed to add the following to the list of sites proactively investigated and identified in Appendix 1 of the Report of the Standing Policy Committee on Community Services dated November 4, 2024 entitled "Proactive Cleanup of Needle Debris and Weapons" which shall be funded from existing approved budget:

i. Vimy Ridge Park
ii. Jacob Penner Park
iii. Cornish Library
iv. Alderman John O'Hare Park
v. Broadway Neighborhood Centre
vi. Dynasty Building

W. That, to continue the Unsafe Conditions Response Team, three temporary FTEs be approved with the operating budget requirement of $267,001.00 (2026 only) to be funded 50% from existing Planning, Property and Development department operating budget and 50% from Corporate Efficiencies.

X. That the following funding requirements for the Unsafe Conditions Response Team and the revenue implications from the fee structure included in the "Vacancy to Vitality – Strategic Policy Options to Address Vacant and Derelict Properties" report to Council dated December 18, 2025, be referred to the 2027 Multi-Year Budget Review Process:

i. $272,143 in 2027
ii. $278,755 in 2028
iii. $284,330 in 2029

Y. That one new permanent FTE (Transit Planner) be approved and:

i. the operating budget requirement of $108,913.00 in 2026 (prorated to 0.85 FTE) be funded from existing Transit department operating budget; and

ii. the on-going annual budget requirement starting in 2027 ($133,332.00) be referred to the 2027 Multi-Year Budget Review Process.

Report – Executive Policy Committee – December 16, 2025

DECISION MAKING HISTORY (continued):

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

Z. That the CAO be authorized to submit an application for funding (on behalf of the City and/or in collaboration with the Manitoba Ministry of Justice, the Winnipeg Police Service, Downtown Community Safety Partnership or other agencies) under Canada's Crime Prevention Action Fund to support an interagency crime and incident prevention pilot under the Safe Winnipeg Initiative, with the following conditions:

i. The application may only commit resources from existing approved budgets for the City's participation in this project; and

ii. The CAO will circulate the final proposed application to members of City Council before submission to the Government of Canada."

CAPITAL BUDGET:

- That Recommendation 2.H.iii. be amended by deleting "$17,643,392" and replacing with "$21,143,392"

- That Recommendation 2.H.iv be deleted in its entirety

- Add the following new note to Recommendation 2.H.

ii. The total borrowing authority to be cancelled totals $50.110 million made up of $46.610 million related to the Equity Capital Assets Fund and $3.5 million related to Waverley Underpass Project.

- That Recommendation 2.J. be amended by adding the word "Parkade" immediately after "Millenium Library"

- That Recommendation 2.L. be amended by deleting "and policy amendments"

and submitted the matter to Council.

Report – Executive Policy Committee – December 16, 2025

DECISION MAKING HISTORY (continued):

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On November 14, 2025, the Executive Policy Committee tabled the Preliminary 2026 Budget Update (Operating, Reserves, and Capital) to the following budget review process:

Monday, December 1, 2025 – 9:30 a.m.	Standing Policy Committee on Water, Waste, and Environment
Thursday, December 4, 2025 – 9:30 a.m.	Standing Policy Committee on Property and Development
Friday, December 5, 2025 – 9:30 a.m.	Standing Policy Committee on Community Services
Friday, December 5, 2025 – 9:30 a.m.	Winnipeg Police Board
Monday, December 8, 2025 – 9:30 a.m.	Standing Policy Committee on Public Works
Tuesday, December 9, 2025 – 9:30 a.m.	Executive Policy Committee – Budget Presentations
Wednesday, December 10, 2025 – 9:30 a.m.	Standing Policy Committee on Finance and Economic Development
Friday, December 12, 2025 – 9:30 a.m.	Executive Policy Committee – Budget Delegations
Tuesday, December 16, 2025 – 9:30 a.m.	Executive Policy Committee – Final Budget Recommendations to Council
Wednesday, December 17, 2025 – 9:30 a.m.	Council