Agenda – Standing Policy Committee on Community Services – June 30, 2026

REPORTS

Item No. 5 Regulating Short-Term Rental Accommodations 2025 Annual Report

WINNIPEG PUBLIC SERVICE RECOMMENDATION:

1. That this report be received as information.

2. That all subsequent STRA annual reports be scheduled for Council's consideration each June.

DECISION MAKING HISTORY:

COUNCIL DECISION:

On December 18, 2025, Council concurred in the recommendation of the Standing Policy Committee on Community Services and adopted the following:

1. That an extension of time of 210 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

ADMINISTRATIVE REPORT

Title: Regulating Short-Term Rental Accommodations 2025 Annual Report

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

AUTHORIZATION

Author	Department Head	CFO	CAO
W. Yee	C. Fernandes	B. D'Avignon, acting for T. Graham	M. Dryburgh, acting for J. Dunford

EXECUTIVE SUMMARY

The Short-Term Rental Accommodations (STRA) program started April 1, 2024. This program included changes to the Community Safety Business Licensing By-law No. 91/2008 which created two new classes of licences:

1. STRAs
2. STRA Platforms

Both classes need a valid business licence to operate. This licensing program allowed the City of Winnipeg 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 days 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, 2026, was $1,548,893 consisting of $392,220 from licencing and $1,156,673 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

1. That this report be received as information.

2. That all subsequent STRA annual reports be scheduled for Council's consideration each June.

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 December 18, 2025, Council granted an extension of up to 210 days to ensure the 2025 annual report reflected a full year of reporting on licensing inspections, and enforcement STRA operations.

IMPLICATIONS OF THE RECOMMENDATIONS

There are no implications resulting from the recommendations of this report.

HISTORY/DISCUSSION

LICENSING PROGRAM

The implementation of the STRA program through the Community Safety Business Licensing By-law resulted in a new class of licence – STRA and STRA Platform and allowed the City of Winnipeg to set minimum standards, conduct inspections, and suspend or revoke a licence, or to issue a fine, if there are health and/or safety concerns.

Licensees are required to obtain all necessary zoning approvals. Licensees must also permit access to the premises for a City of Winnipeg employee to conduct an annual inspection, and at any other time upon request.

In addition to licensing, an accommodation tax of six percent on room accommodations of a continuous period of less than 30 consecutive days 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 Municipal By-law Enforcement Act (MBEA) Enabling By-law No. 59/2016 and the Accommodation Tax By-law No. 70/2008 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.

Program implementation is now complete and the following next steps and timelines have been identified:

- Continue to monitor performance and service impacts related to the STRA program and provide Council with annual performance indicators annually, in June.

Part 2 – Licensing Statistics

This report provides a comprehensive overview of the activity within the STRA program's two years 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 Statistics: Two-year Comparison		
(April 1, 2024 – March 31, 2025 + April 1, 2025 – March 31, 2026)		
	2024/25	**2025/26**
Number of STRA Licences Issued		
• Primary	341	501
• Non-Primary	352	369
• Platforms	5	5
Total	**698**	**870**
Applications denied/withdrawn	198	63
Licences cancelled	19	29
Licences suspended	0	1
Licences revoked	0	4

***Note**: All statistical information includes the 2024/25 data from last year's report for comparison purposes.*

Financial – Licensing Program

Community Services, Licensing & Bylaw Enforcement (LBE) Division '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. Actual revenues have been lower than originally forecast by $26,896, primarily due to fewer licences being issued overall and a lower-than-anticipated number of Non-Primary STRA licenses applications that cost more. Any tax-supported shortfall is offset by a transfer from the Destination Marketing Reserve Fund from the Accommodation Tax collected from STRAs.

2025 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 per the Council approved program.

Licensing Revenue vs. Expenditures: April 1, 2025 – March 31, 2026			
Revenue	**2025**	**Q1 2026**	**Total**
Short-Term Rental Licensing	$220,918	$171,302	$392,220
Transfer from Destination Marketing Reserve	$114,854	$ -	$114,854
MBEA Fines collected by WPA	$ 32,030	$ -	$ 32,030
Total Operating Revenue - Community Services	**$367,802**	**$171,302**	**$539,104**
Expenditures	**2025**	**Q1 2026**	**Total**
Salaries and Benefits - FTEs	$355,043	$101,976	$457,019
Other operating expenses	$ 34,702	$ 52,889	$ 87,592
Total Operating Expenses - Community Services	**$389,746**	**$154,865**	**$544,611**

***Note**: The variance between revenue and expenses in this report is due to timing differences. The final transfer to the Destination Marketing Reserve is recorded at the City's fiscal year-end, while this report covers the period from April 1, 2025, to March 31, 2026.*

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

For the 12-month period, approximately 39 percent of MBEA fines issued were collected resulting in $32,030, as shown in the chart above.

Part 3 – Accommodation Tax Statistics

The accommodation tax is a six percent tax on room accommodations of a continuous period of less than 30 consecutive days within the City of Winnipeg, with the revenue being recorded in the Destination Marketing Reserve Fund.

In July of 2024, the City of Winnipeg 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 of Winnipeg.

Financial: Accommodation Tax April 1, 2025 – March 31, 2026

Accommodation Tax revenue projected to be generated from amending the Accommodation Tax By-law to include STRAs, was estimated to be $900,000 annually.

This revenue is recorded in the Destination Marketing Reserve Fund where all accommodation tax is documented. 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 shortfall experienced by General Revenue Fund departments related to the STRA program.

In 2025, a total of $114,854 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 ($)		
	2024/25	**2025/26**
Q2: *April 1 - June 30*	$ -	$ 211,729
Q3: *July 1 - September 30*	$173,182	$ 309,857
Q4: *October 1 - December 31*	$270,231	$ 367,102
Q1: *January 1 – March 31*	$230,219	$ 267,985
Total	**$673,632**	**$1,156,673**

Accommodation Tax Compliance	
Q2 - April 1 - June 30, 2025	
Operators fulfilling Q2 reporting and payment obligations	719
Operators non-compliant for Q2 reporting and payment	3
Q3 - July 1 - September 30, 2025	
Operators fulfilling Q3 reporting and payment obligations	756
Operators non-compliant for Q3 reporting and payment	21
Q4 - October 1, 2024 - December 31, 2025	
Operators fulfilling Q4 reporting and payment obligations	674
Operators non-compliant for Q4 reporting and payment	141

Note: *Q1 - January 1, 2026 - March 31, 2026, reporting and payment obligation not required until April 21, 2026, 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 4 – 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 Public Service 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 identify audit candidates who may be underreporting 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 that manages the licensing process, including receiving applications, tracking documents, recording complaints and inspections, and issuing or renewing licences. However, there are some challenges with how information is being transferred from AMANDA into the address identifier software. Improvements are underway 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 - Two-year comparison:
(*April 1, 2024 – March 31, 2025 + April 1, 2025 – March 31, 2026)*

Number of Complaints		
	2024/25	**2025/26**
Undetermined (spot check) LBE initiated	107	281
Initiated by 311	58	86
Total Complaints	**165**	**367**
Primary	72	175
Non-Primary	93	192
Total Complaints By Licence Type	**165**	**367**
Number of inspections completed	1053	930
Number of spot checks completed	893	843
% Compliant	86%	85%
Number of orders issued	176	175
Number of penalty notices issued	67	85

Types of Penalty Notices Issued		
	2024/25	**2025/26**
Operating without a licence	39	41
Advertising without an STRA licence number	3	0
Not posting contact information or licence number	25	17
Advertising an STRA without a license number	0	16
STRA platform operator advertises or brokers unlicensed STRA	0	5
STRA operator fails to maintain fire safety equipment	0	1
STRA operator fails to inform the City within 10 days of any change to their application information	0	1
STRA operator rents STRA for more than 150 nights within a one-year period without the operator being in residence	0	1
Total	**67**	**82**

Part 5 – Winnipeg Police Service Data: Calls for Service at Licenced 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 address STRAs.

LBE is proactively collaborating with other enforcement agencies within the City, such as Planning Property and Development Department, as well as 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/or compromise community safety.

Part 6 – 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 with the STRA program, which includes ensuring existing and future STRA operators comply with the Community Safety Business Licensing By-law No. 91/2008.

The Public Service submitted an administrative report recommending acceptance of the STREF funding. The report was approved at the May 22, 2025, Council meeting.

STREF Funding Update

As part of this work, the Public Service is undertaking a focused review to identify gaps within the three existing bylaws, the Community Safety Business Licensing By-law No. 91/2008, the Accommodation Tax By-law No. 70/2008 and the Winnipeg Zoning By-law No. 200/2006 to assess how those gaps affect implementation and enforcement, and examine opportunities to improve overall regulatory effectiveness. This review includes enforcement research to better understand current challenges, operational pressures, and leading practices that may inform future policy and administrative improvements.

The intent of this work is to establish a more coordinated and evidence-based approach to bylaw administration and enforcement. In particular, the Public Service is developing an evaluation and performance measurement framework that will support ongoing monitoring over a five-year period. This framework is expected to assist in measuring outcomes, identifying emerging issues, and informing future decision-making.

The findings from this review may lead to recommended bylaw revisions, as well as operational and administrative adjustments, to improve clarity, consistency, and effectiveness across the regulatory framework. The review is intended to be ongoing, with the initial phase scheduled for completion in June 2026.

The Public Service will provide a report to EPC at its' September 2026 outlining:

- An update on implementation of the STRA regulation program in Winnipeg; and
- Any recommended changes to Winnipeg's STRA regulation program.

This report will provide Council with the information required to consider the next steps and any future amendments necessary to support effective implementation and enforcement. The recommended changes are intended to be minor or primarily technical in nature.

Any significant revisions to the STRA program will be proposed as part of the Public Service's five-year review.

STREF Funding Implementation Update	
Activities - STREF funding	**Update**
1. Provide one Innovation Technology (IT) programmer to meet the objectives of the program	Completed - June 2025
2. Provide additional enforcement staff to support enforcement activities directly aligned with the funding objectives	Completed - August 2025
3. 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	Completed - September 2025
4. 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	Ongoing - report to council in September 2026 with any proposed changes and evaluation framework
5. Deploy advanced tools or enhance our existing reporting system with an advanced web portal for data-driven insights and enforcement planning	Ongoing to be completed in year 2 of funding
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	Ongoing to be completed in year 2 of funding
7. Improve the functionality of the current Amanda system for compliance monitoring, licensing, taxation, and rental activity management	Starting in year 2 of funding
8. Implement a scheduling system to streamline the coordination of inspections, allowing for better resource management and improved compliance monitoring	Ongoing to be completed in year 2 of funding

FINANCIAL IMPACT

Financial Impact Statement **Date:** May 20, 2026

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 - May 20/26

Ozzy Garrett, CPA
Manager of Finance
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 Bylaw Enforcement
Prepared by: Terry Cormier
Date: May 20, 2026
File No: CMS-2026-05

Attachments: N/A