Minutes – Standing Policy Committee on Public Works – June 29, 2026

REPORTS

Item No. 5 Winnipeg Transit Annual Service Plan 2026 and State of the System

STANDING COMMITTEE RECOMMENDATION:

The Standing Policy Committee on Public Works concurred in the recommendation of the Winnipeg Public Service and recommended to Council:

1. That the following proposals for service improvements be referred to the 2027 budget process, with the following prioritization:

    A. Changing Connector Route 22 Portage to pass through Grace Hospital – proposed to begin June 2027 at a cost of $126,960 in 2027, and $251,515 in 2028, requiring 2.05 FTEs;

    B. Transit service extension to Festival Drive (Connector Route 22 Portage) – proposed to begin June 2027 at a cost of $387,591 in 2027, and $793,804 in 2028, requiring 6.10 FTEs;

    C. Additional service in the PM Peak period on Community Route 677 – proposed to begin June 2027 at a cost of $124,545 in 2027, and $241,055 for 2028, requiring 1.80 FTEs;

    D. Adding extra half-trips in the evening to Community Route 671 Dalhousie and to Community Route 672 Killarney to accommodate higher-than-expected evening demand from the University of Manitoba to Pembina Highway – proposed to begin September 2027 at a cost of $7,525 in 2027, and $26,000 in 2028, requiring 0.25 FTEs;

    E. Transit Service Extension to Highland Pointe (Community Route option) – proposed to begin June 2027 at a cost of $317,448 in 2027, and $650,094 in 2028, requiring 4.40 FTEs;

    F. Transit Service between Linden Woods and Oak Park and Shaftesbury High Schools (Option 1) – proposed to begin June 2027 at a cost of $185,067 in 2027, and $378,619 in 2028, requiring 1.90 FTEs.

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

DECISION MAKING HISTORY:

Moved by Councillor Eadie,

That the recommendation of the Winnipeg Public Service be concurred in and forwarded to the Executive Policy Committee and Council.

Carried

Andrew Sinclair submitted a communication in opposition to the matter.

STANDING COMMITTEE RECOMMENDATION:

On June 12, 2025, the Standing Policy Committee on Public Works concurred in the recommendation of the East Kildonan-Transcona Community Committee, as amended, and approved the following:

1. That the Winnipeg Public Service be directed to complete a city-wide review of all bus stop removals and/or relocations within 12 months (June 2026) following the launch of the Primary Transit Network.

2. That no permanent removal of bus stop sidewalks or bus shelters bases occur until after this said review is complete and subject to Standing Policy Committee on Public Works approval.

ADMINISTRATIVE REPORT

Title: Winnipeg Transit Annual Service Plan 2026 and State of the System

Critical Path: Standing Policy Committee on Public Works – Executive Policy Committee – Council

AUTHORIZATION

Author	Department Head	CFO	CAO
B. Radstrom	G. Ewankiw	T. Graham	J. Dunford

EXECUTIVE SUMMARY

A brand new transit route network was launched on June 29, 2025. It was the largest change to service in the history of Winnipeg Transit.

Extensive feedback from the public, stakeholders, and elected officials has been collected since the launch of the new network. In response to this feedback, changes were made to the system for each seasonal schedule following the launch.

The 2026 Winnipeg Transit Annual Service Plan is much shorter than it will be in following years. Many small changes have been made to the network and more changes are proposed in this report. However, the new network has only been in place for one year. Additional data and time are needed before proposing significant changes.

The following changes are proposed:

- Changing Connector Route 22 Portage to pass through Grace Hospital
- Adding three extra half-trips in the evening to Community Route 671 Dalhousie and two extra half-trips to Community Route 672 Killarney. These are to accommodate higher-than-expected evening demand from the University of Manitoba to Pembina Highway
- Shifting some underutilized early AM trips on Community Route 672 Killarney to accommodate high-than-expected demand later in the PM peak period
- Add an extra bus in the PM Peak for Community Route 677 Wilkes to accommodate high passenger loads and an overall insufficient frequency
- Shifting some underutilized trips on Limited-Span Route 889 Sherbrook-Pembina Express from the AM Peak to the mid-day. This is to accommodate demand, primarily from University of Manitoba students

The following changes were already referred to the 2026 budget process. The maps from these proposed route changes are attached as appendices to this report. They should be considered for re-referral to the 2027 budget process:

- Transit Service between Linden Woods and Oak Park and Shaftesbury High Schools;
- Transit Service Extension to Festival Drive

- Transit Service Extension to Highland Pointe

The State of the Transit System report accompanies the Annual Service Plan. It provides context for proposed route changes and other future plans. Key Performance Indicators (KPI) are provided for each route through online dashboards.

Winnipeg Transit had issues with the GPS units connected to on-board automatic vehicle location (AVL) system. As a result, not enough data was collected to create KPIs for the Summer 2025 and Fall 2025 schedules. All data in the State of the System report is from the Winter 2025 schedule, which ran from mid-December 2025 to mid-April 2026.

A review of all bus stops in the city is currently being undertaken. It is based on accessibility, location, and spacing. It is estimated that as many as 1,100 bus stops may require accessibility improvements. The plan to address these issues is part of a separate report on Winnipeg Transit's compliance with the Accessibility for Manitobans Act's Accessible Transportation Standard Regulation. The regulation will come into force on January 1, 2027.

The full review of bus stop accessibility, locations, and spacing will continue through the summer and fall of 2026. It will be addressed further in the 2027 Annual Service Plan.

RECOMMENDATIONS

1. That the following proposals for service improvements be referred to the 2027 budget process, with the following prioritization:

    A. Changing Connector Route 22 Portage to pass through Grace Hospital – proposed to begin June 2027 at a cost of $126,960 in 2027, and $251,515 in 2028, requiring 2.05 FTEs;

    B. Transit service extension to Festival Drive (Connector Route 22 Portage) – proposed to begin June 2027 at a cost of $387,591 in 2027, and $793,804 in 2028, requiring 6.10 FTEs;

    C. Additional service in the PM Peak period on Community Route 677 – proposed to begin June 2027 at a cost of $124,545 in 2027, and $241,055 for 2028, requiring 1.80 FTEs;

    D. Adding extra half-trips in the evening to Community Route 671 Dalhousie and to Community Route 672 Killarney to accommodate higher-than-expected evening demand from the University of Manitoba to Pembina Highway – proposed to begin September 2027 at a cost of $7,525 in 2027, and $26,000 in 2028, requiring 0.25 FTEs;

    E. Transit Service Extension to Highland Pointe (Community Route option) – proposed to begin June 2027 at a cost of $317,448 in 2027, and $650,094 in 2028, requiring 4.40 FTEs;

    F. Transit Service between Linden Woods and Oak Park and Shaftesbury High Schools (Option 1) – proposed to begin June 2027 at a cost of $185,067 in 2027, and $378,619 in 2028, requiring 1.90 FTEs.

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

REASON FOR THE REPORT

Council approval is required for any transit route and schedule changes that require an increase to the operating budget and an increase to staffing levels.

At the June 12, 2025, meeting of the Standing Policy Committee on Public Works, the committee concurred in the recommendation of the East Kildonan-Transcona Community Committee, as amended, and approved the following:

1. That the Winnipeg Public Service be directed to complete a city-wide review of all bus stop removals and/or relocations within 12 months (June 2026) following the launch of the Primary Transit Network.

IMPLICATIONS OF THE RECOMMENDATIONS

The service changes recommended have a budget impact which is detailed in the Financial Impact Statement. The recommendations refer the implementation of these changes to be considered as part of the 2027 budget process.

HISTORY/DISCUSSION

Background

The Primary Transit Network (PTN) and its Feeder Routes launched on June 29, 2025. Winnipeg Transit has continued to monitor system performance and implement adjustments to routes and schedules.

Throughout the months since the launch of the PTN and Feeder Routes, Winnipeg Transit has been collecting data and analyzing it in order to report on key performance indicators (KPI) for each route, as well as for the entire route network.

Extensive feedback from the public, stakeholders, and elected officials has been collected since the launch of the new network. In response to this feedback, changes were made to the system for each seasonal schedule following the launch, including:

- December 2025:
    - On-Request Service extended until nearly 2 a.m. on weekdays and Saturdays, and until nearly 1 a.m. on Sundays and holidays
    - Trips added to route Frequent Route 8 (F8) which serves Pembina Highway and Henderson Highway;
    - Trips added to six school-serving Community and Limited-Span Routes (442, 557, 649, 678, 694, and 885);
    - Improved reliability thanks to extensive schedule rewrites;
- April 2026:
    - Extending service until after midnight on 11 fixed routes throughout the city

    - Trips added to route Frequent Route 5 (F5), which serves Notre Dame Avenue and McPhillips Street;
    - Trips added to route Frequent Route 8 (F8), which serves Pembina Highway and Henderson Highway;
    - Trips added to Connector Route 74, from Polo Park Mall and Old Commonwealth Path only;
    - Trips added to Community Route 557, which serves South Osborne, Southdale, Island Lakes, and Sage Creek;
    - Trips added to Community Route 676, from St. Vital Mall to Bridgwater Center, and from St. Vital Centre to Creek Bend Road
    - Frequent Express Route 3 (FX3) service east of Kildonan Place Mall adjusted to reflect lower ridership at some times of the day, and to help reduce the number of buses using Victoria Avenue East;
    - Frequent Express Route 4 (FX4) service north of McLeod adjusted due to low ridership; and
    - Additional schedule refinements across the network, including further revisions to Direct Route 16 (D16).
    - Improved reliability from extensive schedule rewrites
- June 2026:
    - Expansion of On-Request Zone 106 Northeast to include the neighbourhood between Kimberley Avenue and McLeod Avenue
    - Separating Route D16 Academy – Notre Dame into two separate routes
    - Modifying route D19 Corydon to serve the western end of Graham Avenue and the Winnipeg Clinic

For the upcoming year, the following changes are proposed as part of this Annual Service Plan:

Changing Connector Route 22 Portage to pass through Grace Hospital

Currently Grace Hospital is served directly by Community Routes 220 Crestview-Westwood (weekdays only approximately from 06:20 to 20:30), Limited-Span Route 883 Murray Park (weekdays only approximately from 06:30 to 19:30), Limited-Span Route 885 Rannock-Westwood (weekdays only approximately from 06:15 to 20:00), as well as On-Request Zone 108 Westwood-Murray Park (weekdays from 08:40 to 14:00, 18:35 to 01:50, Saturdays from 06:45 to 01:50, and Sundays/Holidays from 07:00 to 00:35).

Transit has received feedback from riders, the office of the area councillor, and from Grace Hospital that additional fixed route service is needed. This modification to the Connector Route 22 Portage (shown in Appendix B) would fill this need.

To implement this route change in June 2027, following the expected approval of the 2027 budget in March 2027, the cost of service would be $126,960 for June to December 2027, $251,515 for all of 2028, increasing with inflation for subsequent years. An additional 2.05 FTEs would be required for bus operators and other operations, maintenance, and support staff.

Adding three extra half-trips in the evening to Community Route 671 Dalhousie and two extra half-trips to Community Route 672 Killarney to accommodate higher-than-expected evening demand from the University of Manitoba to Pembina Highway.

Demand for service to and from the University of Manitoba remains high, especially at certain times of the day. Through feedback received from the University of Manitoba, University of

Manitoba Student Union (UMSU), and students, it was determined that extra half-trips departing from the University of Manitoba on both the Community Route 671 Dalhousie and the Community Route 672 Killarney are needed to Pembina Highway (connection to Rapid Transit Route Blue) to coincide with the end time of evening classes.

In order to implement these schedule enhancements in September 2027, following the expected passage of the 2027 budget in March 2027, the cost of service would be $7,525 for September to December 2027, $26,000 for all of 2028, increasing with inflation for subsequent years. An additional 0.25 FTEs would be required for bus operators and other operations, maintenance, and customer service staff.

Shifting some underutilized early AM trips on Community Route 672 Killarney to accommodate higher-than-expected demand later in the PM peak period.

There is significant demand for service leaving the University of Manitoba on Community Route 672 Killarney later in the PM Peak period. By shifting some underutilized early-morning trips on this route to the late PM Peak, this demand can be accommodated without additional resources.

As there are no additional resources required for this change, it will be made as soon as possible.

Addition of PM Peak service to Community Route 677 Wilkes

Community Route 677 Wilkes operated between the Outlet Mall and Beaumont Station. During weekday PM Peak periods, buses on this route are very full, primarily in the eastbound direction toward Beaumont Station.

To implement these schedule enhancements in June 2027, following the expected passage of the 2027 budget in March 2027, the cost of service would be $124,545 for June to December 2027, $241,055 for all of 2028, increasing with inflation for subsequent years. An additional 1.80 FTEs would be required for bus operators and other operations, maintenance, and customer service staff.

Shifting some underutilized trips on Limited-Span Route 889 Sherbrook-Pembina Express from the AM Peak to the mid-day to accommodate demand, primarily from University of Manitoba students.

There is significant demand for service between the University of Manitoba and Health Sciences Centre later in the morning, after service on the Limited-Span Route 889 Sherbrook-Pembina Express ends. By shifting some underutilized early-morning trips on this route to the later morning, this demand can be accommodated without additional resources.

As there are no additional resources required for this change, it will be made as soon as possible.

There are no capital infrastructure upgrades needed for any of the above recommended service changes.

Proposed changes previously referred to the 2026 budget process

At its September 11, 2025, meeting, the Standing Policy Committee on Public Works referred the following proposals to the 2026 budget process:

1. Transit Service between Linden Woods and Oak Park and Shaftesbury High Schools;
2. Transit Service Extension to Festival Drive
3. Transit Service Extension to Highland Pointe

As these are proposals whose proposed routings were approved by SPC-PW, and that the committee felt should be considered for funding, they should be considered for re-referral to the 2027 budget process. The route maps from the original reports presented to SPC-PW in September 2025 are attached as appendices C through D.

As the original reports recommended an implementation date of June 2026, all costs in the reports have been adjusted to reflect a recommended implementation in June 2027, as follows:

- Transit service extension to Festival Drive (Connector Route 22 Portage) – proposed to begin June 2027 at a cost of $387,591 in 2027, and $793,804 in 2028, requiring 6.10 FTEs;
- Transit Service Extension to Highland Pointe (Community Route option) – proposed to begin June 2027 at a cost of $317,448 in 2027, and $650,094 in 2028, requiring 4.40 FTEs
- Transit Service between Linden Woods and Oak Park and Shaftesbury High Schools (Option 1) – proposed to begin June 2027 at a cost of $185,067 in 2027, and $378,619 in 2028, requiring 1.90 FTEs

State of the System Report (Appendix A)

The State of the System report is meant to accompany the Annual Service Plan to provide context for changes being recommended, and to identify areas of further study. The State of the System report shows screenshots of publicly available dashboards for each route, as well as links for anyone to access them online.

In future years, comparisons will be provided with previous years. But because this report is being presented before even a full year of service had been operated on the new transit network, a comparison to previous years is not possible.

Because of issues with the GPS units connected to Winnipeg Transit's on-board automatic vehicle location (AVL) system, not enough data was collected to properly create KPIs for the Summer 2025 and Fall 2025 schedules. All data in the State of the System report is therefore from the Winter 2025 schedule, which ran from mid-December 2025 to mid-April 2026.

Although the State of the System report is expected to include Regularity as a measure of On-Time Performance, and Cost per Boarding as a measure of productivity, they are not included in this first report. Winnipeg Transit does not yet have a method to create and track what is known as a Headway-Based Schedule, so in the interim, Punctuality is used to report On-Time Performance for all fixed routes. Cost per Boarding needs to be based on a full year of service, in order to align with the City's budgeting calendar. It is expected that Cost per Boarding will be reported for the first time in the next State of the System report, to be brought forward in 2027.

Review of Bus Stop Removals and Relocations

At its June 12, 2025, meeting, the Standing Policy Committee on Public Works requested that Winnipeg Transit undertake a city-wide review of all bus stop removals and/or relocations within 12 months (June 2026) following the launch of the Primary Transit Network.

A review of all bus stops in the city is currently being undertaken, based on accessibility, location, and spacing. Based on work done to date, it is estimated that as many as 1100 bus stops may require accessibility improvements. These improvements may include the construction of concrete pads for waiting passengers, the installation of benches and other amenities, constructing connections to existing sidewalks, constructing curb ramps, and other upgrades.

The plan to address these issues, as well as the funding required, is part of a separate report on Winnipeg Transit's compliance with the Accessibility for Manitobans Act's Accessible Transportation Standard Regulation, which will come into force on January 1, 2027.

The full review of bus stop accessibility, locations, and spacing will continue through the summer and fall of 2026 and will be addressed further in the 2027 Annual Service Plan. At this time, Winnipeg Transit has no plans to reuse any bus stops that were discontinued when the new route network was launched, but this may change pending the complete review of all bus stop locations.

Prioritization of Service Proposals

Without a complete year of data to analyze, the prioritization of the service proposals that require additional resources needs to be based on the basic principles of bringing service to neighbourhoods that do not have service, providing access to healthcare facilities, adding service where demand exists based on feedback from riders and stakeholders, and dealing with high passengers loads and pass-ups as seen in Winnipeg Transit's data.

The following prioritization is recommended for these proposals that Winnipeg Transit is requesting to be considered in the 2027 budget process:

1. Changing Connector Route 22 Portage to pass through Grace Hospital – proposed to begin June 2027
2. Transit service extension to Festival Drive (Connector Route 22 Portage) – proposed to begin June 2027
3. Additional service in the PM Peak period on Community Route 677 – proposed to begin June 2027
4. Adding three extra half-trips in the evening to Community Route 671 Dalhousie and two extra half-trips to Community Route 672 Killarney to accommodate higher-than-expected evening demand from the University of Manitoba to Pembina Highway– proposed to begin September 2027
5. Transit Service Extension to Highland Pointe (Community Route option) – proposed to begin June 2027
6. Transit Service between Linden Woods and Oak Park and Shaftesbury High Schools (Option 1) – proposed to begin June 2027.

Future Considerations for the 2027 Annual Service Plan

Winnipeg Transit's Service Development Division is developing its work plan for the 2027 Annual Service Plan. Among a series of changes being considered throughout the city, the following areas will be evaluated to determine if a change to multiple routes is needed to improve service throughout the areas:

- South St. Vital - including the routing of the FX2 Main - St. Mary's, the F6 McGregor - Osborne, and area feeder routes
- Charleswood - including the routing of the FX3 Regent - Grant and area feeder routes
- Northwest Winnipeg - including service in the Maples, Amber Trails, Aurora, and Highland Pointe
- University of Manitoba – evaluation of all service

FINANCIAL IMPACT

Financial Impact Statement **Date:** June 4, 2026

Project Name: **First Year of Program** **2027**

Winnipeg Transit Annual Service Plan 2026 and State of the System

	2027	2028	2029	2030	2031
Capital					
Capital Expenditures Required	$ 214,200	$ -	$ -	$ -	$ -
Less: Existing Budgeted Costs	214,200	-	-	-	-
Additional Capital Budget Required	$ -	$ -	$ -	$ -	$ -
Funding Sources:					
Debt - Internal	$ -	$ -	$ -	$ -	$ -
Debt - External	-	-	-	-	-
Grants (Enter Description Here)	-	-	-	-	-
Reserves, Equity, Surplus	-	-	-	-	-
Other - Enter Description Here	-	-	-	-	-
Total Funding	$ -	$ -	$ -	$ -	$ -
Total Additional Capital Budget Required	$ -				
Total Additional Debt Required	$ -				
Current Expenditures/Revenues					
Direct Costs	$ 1,149,135	$ 2,341,086	$ 2,383,831	$ 2,431,507	$ 2,480,137
Less: Incremental Revenue/Recovery	-	-	-	-	-
Net Cost/(Benefit)	$ 1,149,135	$ 2,341,086	$ 2,383,831	$ 2,431,507	$ 2,480,137
Less: Existing Budget Amounts	-	-	-	-	-
Net Budget Adjustment Required	$ 1,149,135	$ 2,341,086	$ 2,383,831	$ 2,431,507	$ 2,480,137

Additional Comments: The capital costs are related to added bus stops for the proposed service changes for Festival Drive and Highland Pointe. There are adequate funds for these expenses in the Primary Transit Network Infrastructure capital project.

The direct costs are the net change in operating expenses from all the service changes outlined in the recommendations and include fuel, maintenace and an additional 16.50 FTE's for additional bus operators, maintenance and support staff as needed to provide the added service hours and kilometers driven. While it is possible there will be increased ridership from the changes proposed in either option, the impact to fare revenue is difficult to estimate and will be considered as part of the 2027 budget process in conjunction with other factors impacting fare revenue.

The net budget adjustment required is recommended to be referred to the 2027 budget process.

Laurie Fisher June 4, 2026

Laurie Fisher , CPA, CA
Manager of Finance and Administration

CONSULTATION

This Report has been prepared in consultation with:

n/a

OURWINNIPEG POLICY ALIGNMENT

OurWinnipeg 2045

Environmental Resilience, Objective 2: Prioritize sustainable transportation as the mobility options of choice.

> Prioritize sustainable transportation as the mobility options of choice. Transition to a sustainable transportation system that safely and efficiently moves people, goods and services, increases access to a variety of affordable mobility choices, encourages less reliance on personal vehicle travel, reduces travel time, mitigates congestion and related greenhouse gas emissions, and supports the development of denser, better-connected, healthy and complete communities.

Policy 2.9: Reduce Road Congestion
Increase the efficiency, convenience and usage of the active and public transportation system, to improve air quality, provide a viable alternative to the automobile, and reduce current and future road congestion.

Winnipeg Transit Master Plan (2021)
Network Goals:

1. Enhance Customer Experience
2. Increase Ridership
3. Improve Downtown Mobility
4. Complement Land-Use Development
5. Improve Multi-modal Mobility
6. Ensure Transit is Inclusive
7. Continuously Innovate
8. Empower Healthy Communities
9. Balance Investment with Affordability

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

This report is in accordance with the Winnipeg Climate Action Plan (WCAP) as per Directions 3.1 Increase Use and Efficiency of Public Transit Systems (p.46).

Relevant actions include: Deliver continuous improvement in transit service with a focus on customer service, reliability, and route connectivity, and public education (found on page 46 of the WCAP).

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

Goal 5(a) Transportation System Equity is Enhanced – the affordability and accessibility of transportation and transit service is increased

Goal 5(b) Transportation System Equity is Enhanced – improvements to transportation and transit infrastructure and services prioritize areas of higher poverty, and increased interconnectivity to employment and affordable goods and services

SUBMITTED BY

Department: Transit
Division: Service Development
Prepared by: Bjorn Radstrom, P.Eng., Manager of Service Development
Date: June 16, 2026

Attachments:

- Appendix A - State of the System
- Appendix B - Route 22 Portage Grace Hospital
- Appendix C - Charleswood-Linden Woods - Option 1
- Appendix D - Route 22 Portage Extension to Festival Drive
- Appendix E - Highland Pointe Community Route Extension