

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

REPORTS

Item No. 9 Annual Report on Snow Clearing and Ice Control – 2026

STANDING COMMITTEE DECISION:

The Standing Policy Committee on Public Works concurred in the recommendation of the Winnipeg Public Service and approved the following:

1. That the update regarding annual snow clearing and ice control be received as information.
2. That the Public Service be directed to bring a separate annual report on process and service improvements to the spring cleanup program every year in October, starting in 2026.
3. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

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

DECISION MAKING HISTORY:

Moved by Councillor Eadie,

That the recommendation of the Winnipeg Public Service be concurred in.

Carried

COUNCIL DECISION:

On January 27, 2022, Council concurred in the recommendation of the Standing Policy Committee on Infrastructure Renewal and Public Works and adopted the following:

1. That the previous directions of the Standing Policy Committee on Infrastructure Renewal and Public Works on June 10, October 12 and December 1, 2021, together with the Council direction of October 28, 2021, be amended, and the Winnipeg Public Service be directed to report back to the Standing Committee at its July 5, 2022 meeting on the following:
 - A. An annual report on process and service improvements to the snow clearing and ice control and spring cleanup programs.
 - B. Improvements to current services, including but not limited to:
 - i. Improving timelines for when residential snow clearing will occur based on severe snow events through a delegated authority instrument.
 - ii. Consideration of delegation of authority outside of the Annual Snow Route Parking Bans.
 - iii. Efficacy and costs of plowing sidewalks to the concrete as opposed to snow packed levels.
 - iv. Alignment with city policy of plowing sidewalks at the same time as roads on P1s, P2s and the enhanced snow clearing around schools.
 - v. Options regarding sanding and salting and sidewalks to enhance walking conditions, ways to improve completion timeframes, as well as treatments made to sidewalks based on complaints.
 - vi. Enhanced plowing operations in residential neighbourhoods without sidewalks.

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DECISION MAKING HISTORY (continued):

COUNCIL DECISION (continued):

- C. The impact of salt products used for snow and ice control on Winnipeg roads and sidewalks in relation to:
 - i. The survival of newly planted trees;
 - ii. The health of existing, mature trees.
 - iii. Alternative products available for ice control which can replace the use of salt.
 - D. A fully revised and updated Snow Clearing and Ice Control Policy which will include all the policy amendments that were approved by Council in the past several years.
2. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the forgoing.

ADMINISTRATIVE REPORT

Title: Annual Report on Snow Clearing and Ice Control - 2026

Critical Path: Standing Policy Committee on Public Works

AUTHORIZATION

Author	Department Head	CFO	CAO
M. Cantor	J. Berezowsky	B. D'Avignon, acting for T. Graham	M. Dryburgh, acting for J. Dunford

EXECUTIVE SUMMARY

The Public Service continues to work on affordable and new ways for snow removal and ice control. This report includes a summary of the City's operations, namely:

- Shows what went well and what was challenging this past season;
- Shows how the City improved its processes;
- Explores opportunities for service enhancement by improving operation and communication; and,
- Provides an overview of 2025 performance measures for the Roadway Snow Removal and Ice Control service.

This report includes an analysis of:

- weather data;
- operational data; and
- rules the City has to follow.

It gives a transparent account of effort and identifies potential areas of improvement.

The Public Service is recommending a separate annual report on the spring cleanup program. The complete data for these two programs isn't available at the same time. Separating the reports allows each to be finalized with accurate and complete information. The annual report for the spring cleanup program will be provided in October each year, starting in 2026.

RECOMMENDATIONS

1. That the update regarding annual snow clearing and ice control be received as information.
2. That the Public Service be directed to bring a separate annual report on process and service improvements to the spring cleanup program every year in October, starting in 2026.

3. 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

On January 27, 2022, Council concurred in the recommendation of the Standing Policy Committee on Infrastructure Renewal and Public Works and adopted the following:

1. That the previous directions of the Standing Policy Committee on Infrastructure Renewal and Public Works on June 10, October 12 and December 1, 2021, together with the Council direction of October 28, 2021, be amended, and the Winnipeg Public Service be directed to report back to the Standing Committee at its July 5, 2022, meeting on the following:
 - A. An annual report on process and service improvements to the snow clearing and ice control and spring cleanup programs.

IMPLICATIONS OF THE RECOMMENDATIONS

An annual report on process and service improvements for the spring cleanup program will be submitted separately every year to the October meeting of the Standing Policy Committee.

HISTORY/DISCUSSION

This annual report includes information on the following topics:

1. Weather and Operations Summary.
2. Enhanced Snow Operations Map.
3. Road Salt and Winter Sand Storage Facilities.
4. Wilkes Snow Disposal Site.
5. Compliance with Residential Parking Bans.
6. Communications Reporting.
7. 2025 Performance Reporting.
8. Financial Discussion and Analysis.

Weather and Operations Summary

The 2025-2026 winter season was generally closer to average than the previous season, with snowfall slightly below the 10-season average, but more days with snow, more melting opportunities, and more high-wind days. These conditions contributed to increased operational activity in several areas compared to 2024-2025, including more truck and grader plowing events, increased windrow removal, and significantly more snow hauled. Sand application remained below the five-season average, while salt application was slightly above average, as presented in Table 1 below.

Table 1- Weather and Operations			
	2025-2026	Avg.	Seasons
Weather			
Snow (cm)	113	121	10
Days of snow	62	50	10
Salting opportunities (days)*	100	105	10
Melting opportunities (hours)**	143	140	10
High wind (days)***	37	31	10
Operations			
P1 truck plows	4	6	5
P2 truck plows	4	5	5
P1 grader plows	5	3	5
P2 grader plows	5	3	5
P3 grader plows	2	2	5
Lanes plows	3	4	5
P1/2 walk/path plows	20	18	5
P3 walk/path plows	10	8	5
Windrows removal (km)	322	272	5
Snow hauled (CBM)	675,625	583,094	5
Sand applied (tonnes)	51,890	63,660	5
Salt applied (tonnes)	23,236	22,502	5

* Daily Max temp. >=-9c

** Daytime temp.>=-7c and cloud cover<=2

*** Daily Max wind speed >= 40km/hr

Table 2 presents the plowing performance by average percentage complete at the Policy target timelines per facility/event type.

Table 2- Plowing Performance			
Facility/Event Type	Target	% Complete (Average)	% Change from Previous Season
P1 street grader plow	36 hrs	98	-2
P1 street truck plow		100	0
P2 street grader plow		86	-6
P2 street truck plow		100	0
P1 walk/path plow		97	0
P2 walk/path plow		86	+6
Back lane plow	48 hrs	99	0
P3 street plow	12 hrs	95	N/C*
P3 walk/path plow	36 hrs	90	N/C**

* The P3 street plow performance calculation was updated in 2025-2026 to better reflect average completion within each residential parking ban shift. In previous seasons, performance was measured after all five shifts were completed within the overall 60-hour target, which could show 100 percent completion even when individual plow zones were not fully completed within their scheduled 12-hour parking ban window. The updated calculation measures the average percent complete for each individual plow zone within its scheduled shift, weights them by total lane kilometres, and then averages across all residential parking ban events in the season. As a result, the 2025-2026 result is not directly comparable to previous seasons.

** The P3 walk/path plow target changed from 120 hours to 36 hours in 2025-2026. Due to this change, the result is not directly comparable to the previous season.

Enhanced Snow Operations Map

The 2025-2026 winter season marked the first full season following deployment of the enhanced Snow Operations Map for sidewalk and pathway winter clearing.

This was a significant operational improvement for the Public Service. For the first time, all City-owned and contractor sidewalk plowing machines were equipped with AVL technology, allowing clearing progress to be tracked using vehicle location data, work management information, and custom geospatial logic to distinguish active plowing from travel.

The enhanced map improved operational visibility, enabled more consistent internal reporting, and provided residents with near-real-time information on the progress of sidewalk and pathway clearing. This represents a major step forward in using data and technology to improve winter operations, strengthen public communication, and support safe and accessible winter infrastructure.

Road Salt and Winter Sand Storage Facilities

The City has three bulk storage facilities for road salt and winter sand, located at 960 Thomas Avenue, 1220 Pacific Avenue, and 1539 Waverley Street. Two of these facilities have sustained structural failures requiring rehabilitation.

In the fall of 2023, the fabric roof and alloy trusses of the facility at 1220 Pacific Avenue were removed due to large tears in the fabric and severe failures in the alloy trusses. Due to similar failures, the fabric roof and alloy trusses at 1539 Waverley Street were also scheduled for removal in spring 2024.

A condition assessment and superstructure replacement option study determined that rehabilitating the existing concrete structures and constructing new fabric superstructures would provide the most advantageous combination of construction cost and life expectancy. The estimated total cost to replace the facilities at 1220 Pacific Avenue and 1539 Waverley Street is \$2,219,000.00.

A business case was prepared accordingly and submitted to the investment planning process; \$2,219,000.00 in total capital funding was approved in the 2025 and the 2026 budget.

The Public Service is currently seeking consultant submissions to administer a design-build contract. The contract is expected to be awarded in Fall 2026, with construction commencing in spring 2027.

Wilkes Snow Disposal Site

Between 2019 and 2024, the Manitoba government upgraded the South Perimeter Highway (PTH 100) to freeway standards by completing construction of the west service road between Oakland Road and Wilkes Ave. The construction of the road required expropriation of the land on which the City operated a snow disposal site located south of Wilkes Ave between the West End Sewage Treatment Plant and PTH100.

The expropriation of land requires the City to negotiate with the Manitoba government regarding compensation for relocating the snow disposal site. At the government's request, consultant services have been retained to develop a detailed design and project cost to assist in the negotiation process. Preliminary design and project cost were submitted in the fall of 2025. The Public Service is currently negotiating with the Manitoba Government on an agreed-upon expropriation settlement cost. Once a settlement cost is agreed upon, a final design and project cost will be completed, and a tender solicitation for the construction work will be issued.

Compliance with Residential Parking Bans

Below is ticket data during the most recent Residential Parking Bans (RPB):

Table 3- RPB Ticket Data				
Start Date	Total Tickets	Km Enforced	Tickets/ Km	Service Requests for Vehicles Impeding Snow Clearing
20-Jan-22	3,575	1,235	2.89	206
23-Feb-22	4,026	903	4.46	213
24-Nov-22	3,751	1,318	2.85	87
18-Dec-22	4,052	1,626	2.49	103
14-Jan-24	4,262	1,682	2.53	30
18-Dec-24	3,629	1,689	2.15	82
21-Dec-25	5,546	1,654	3.35	160
26-Feb-26	6,491	1,677	3.87	146

The RPBs during the 2025-2026 winter season have shown above-average ticket/km ratios and service requests for vehicles impeding snow clearing.

The Public Service continually explores ways to improve compliance, including increasing communications leading up to and during the residential operation. The Public Service is exploring other options for improving compliance in the future, such as alternative notification systems and increased fines.

In the coming months, the Public Service will undertake a survey to gather feedback from the public and a statistically representative sample to better understand how residents receive parking ban information and the challenges they face with compliance. This will help inform future efforts and refine communication moving forward.

The Public Service currently uses digital channels, including the Know Your Zone application, to communicate seasonal operations and service impacts to residents. Enhancements are required to modernize the mobile experience, improve notification capabilities, and expand resident facing information related to spring clean up, snow clearing progress, sidewalk clearing, and other service updates.

Communications Reporting

Each year, Winnipeg undertakes a snow clearing and ice control operations advertising campaign. This encompasses messaging about general operations and specific parking bans.

The most recent seasonal campaign began on November 26, 2025, with the announcement that the Winter Route Parking Ban (WRPB) would come into effect on December 3, 2025. Bus exterior, radio, digital audio, digital display, and paid social ads started with messaging leading up to the ban and then switched to messaging that the ban was in effect. These ran on a continuous rotation until a Residential Parking Ban was announced.

During the two Residential Parking Bans (RPBs) in December and February, messaging switched to 'it's coming,' then switched again to 'in effect' messaging for the duration of the 60-hour operation.

Year-over-year media spend comparison

1. Out of Home	2025-26	2024-25	Change
Total Out of Home	\$20,636	\$19,756	
% of total costs	25.23%	16.79%	+8.44%
2. Print			
Total Print	\$1,328	\$39,579	
% of total costs	1.62%	33.64%	-32.01%
3. Radio			
Total Radio	\$25,715	\$24,750	
% of total spend	31.44%	21.03%	+10.40%
4. Digital audio			
Total Digital audio	\$2,923	\$870	
% of total spend	3.57%	0.74%	+2.83%
5. Digital display			
Total Digital display	\$26,382	\$28,590	
% of total spend	32.25%	24.30%	+7.96%
6. Paid social			
Total Paid social	\$4,812	\$4,118	
% of total spend	5.88%	3.50%	+2.38%
TOTAL	\$81,797	\$117,663	

Each component of the campaign is outlined in the subsequent sections.

Out of Home

Ads are placed on the backs of transit buses to inform residents of general winter operations and increase awareness of the Know Your Zone app.



Print

The plan for 2025 was to deliver unaddressed admail within postal codes with higher volumes of parking tickets. However, Canada Post was not permitting the delivery of unaddressed admail at the start of the campaign due to its labour disruption. Changing the mailers to addressed mail would have been cost prohibitive. The Public Service was able to deliver addressed mail to 1,000+ addresses where the snow zone changed.



Radio

The cost for radio ads was about the same as the previous year with a very different approach. This season, 30-second ads ran for a week leading up to the WRPB and 15-second ads for two weeks once the ban was in effect. Similarly, 30-second ads for the RPBs ran 24-48 hours leading up to the ban; 15-second ads ran for the 60 hours of the ban. In previous years, 10-second live reads ran for nine weeks throughout the season with changing messaging depending on which ban was in effect.

Digital audio

The City added more digital audio which also offers a linkable companion image, though the click-through rate is quite low compared to other digital ads.

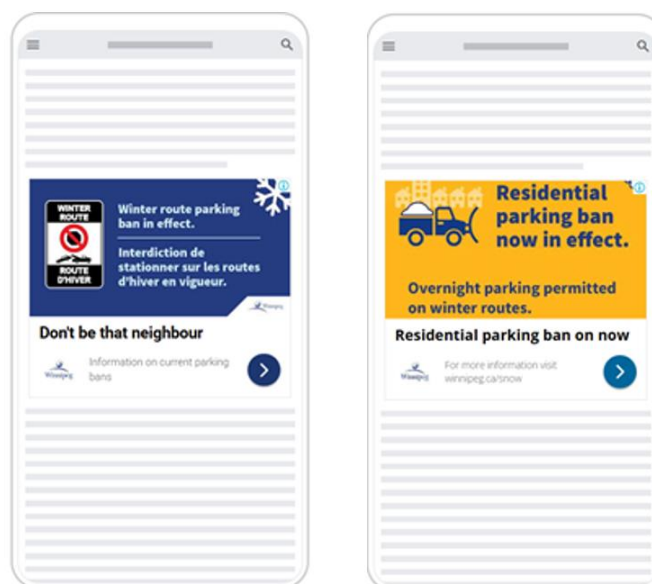
Digital display

Spending on digital display ads decreased slightly even though its share of the overall budget still increased because the total costs ended up lower this year. This is surprising considering there were two RPBs compared to only one the previous season. The Weather Network was integrated as a new platform.



Paid social ads

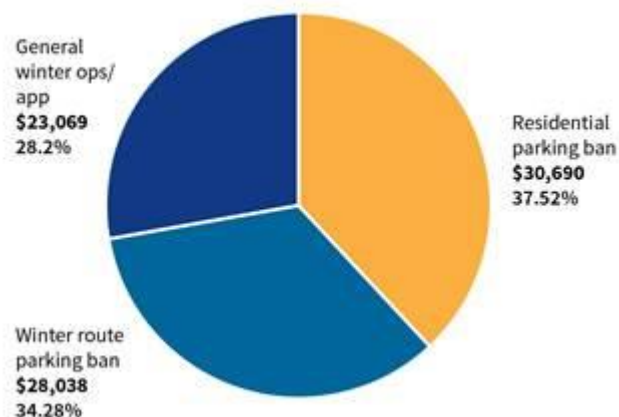
More was invested in paid social ads than in previous years. There were technical issues with Meta (Facebook and Instagram) and Google Ads, so costs do not reflect what was actually planned for.



Appendix C and D shows click-throughs from all tracked sources to winnipeg.ca/snow

Media spend by message

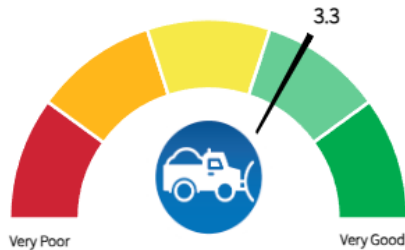
	General winter ops/ app	Winter route parking ban	Residential parking ban
1. Out of Home			
Total Out of Home	\$20,636		
% of total costs	25.23%		
2. Print			
Total Print	\$1,328		
% of total costs	1.62%		
3. Radio			
Total Radio		\$12,858	\$12,858
% of total spend		15.72%	15.72%
4. Digital audio			
Total Digital audio		\$2,068	\$855
% of total spend		2.53%	1.05%
5. Digital display			
Total Digital display	\$1,105	\$10,923	\$14,355
% of total spend	1.35%	13.35%	17.55%
6. Paid social			
Total Paid social		\$2,190	\$2,623
% of total spend		2.68%	3.21%
	\$23,069	\$28,038	\$30,690
	28.20%	34.28%	37.52%



2025 Performance Reporting

The City has goals for what it wants to achieve. To reach these goals, targets are set for the quality and quantity of each service residents receive. These are called Level of Service (LOS) targets. Residents want to know which services are available to them and when they can expect the City to deliver them. Staff also want to know what is expected of them.

These targets help set clear expectations for residents and staff by explaining the work the City does, including: how often, and how quickly. They also help guide decision-making to balance service levels, affordability, and risk, recognizing that trade-offs are sometimes necessary.



In 2025, the Roadway Snow Removal and Ice Control service achieved an overall LOS grade of 'good' (3.3 on a 5-point scale from very poor to very good). The overall target for customer level of service is 'good'.

Table 4- Customer Level of Service Scorecard			
Customer objective	Customer level of service measure	Customer grade	Trend
Quality and Function Services are reliable and responsive to customers	Snow is removed promptly from streets after a snow event	Very Good	➔
	Snow is removed promptly from sidewalks and pathways after a snow event	Good	➔
	Icy conditions on streets, sidewalks, and pathways are minimized	Good	➔
	Snow clearing crews conduct quality operations	Good	➔
	Snow and ice control services are carried out with a commitment to minimizing environmental impact	Good	➔
	Winnipeggers receive fast responses to and resolution of snow and ice-related questions, concerns and complaints	Poor	➔

The trend for these results demonstrates relative consistency with the 2025 Resident Satisfaction Survey, which found that 74 percent of Residents are very satisfied or somewhat satisfied with snow removal services.

Customer LOS is supported by several technical LOS measures that explain how the public service will achieve Resident expectations (see Appendix A). When the current performance falls below the target, the resulting gap shows where improvements are needed. In some cases, this may require additional investment. The Public Service regularly monitors service performance to understand changing needs, support long-term planning, and ensure alignment with strategic goals, policies and directives.

Financial Discussion and Analysis

Snow and ice control activities are provided using a combination of City and external resources. External resources are comprised of eight private sector companies on 10 snow clearing contracts as well as hired equipment. The 10 snow clearing contracts expired on April 15, 2026, and those contracts allow for one mutually agreed-upon three-year extension.

Snow and ice control activities are weather-dependent, and costs can vary significantly from one year to the next. Appendix B is a summary of snow and ice control costs over the last 10 years, identifying Adopted Budget, Actual Costs, and Actual Costs adjusted for inflation using the Consumer Price Index (CPI). The variability in annual cost is highlighted by both the high and low annual amounts over the past 10 years being incurred in 2022 and 2023 respectively. Traditionally snow and ice control activities have been budgeted using the assumption of a 'low scenario' and in each of the last 10 years actual costs have exceeded adopted budget resulting in an annual deficit (see Appendix B). Snow clearing costs have varied by significant amounts from year to year, ranging from a low of \$42.0 million to a high of \$93.9 million (adjusted for CPI).

In the 2025 calendar year, the Council adopted budget was \$45.7 million; actual costs were \$46.8 million, resulting in an over-expenditure of \$1.1 million (see Appendix B). 2025 results are significantly better than in prior years due to two factors, favourable weather conditions and improvements to the budget as a part of the multi-year budget process.

As part of the annual budget process, a 10-year rolling average is used to identify the range of potential snow and ice control costs. Based on historical costs adjusted for inflation, the following is the range of possible snow and ice control costs.

Low - \$42.0 million
Average - \$54.2 million
High - \$93.9. million
2026 Adopted Budget - \$49.9 million

Best practices for budgeting snow and ice control costs would be to budget for average snow and ice control costs and employ a reserve to deal with significant variations in cost from year to year. On July 13, 2023, Council concurred with the Standing Policy Committee on Public Works recommendation "That budgeting for the average cost of snow and ice control activities of \$54.2 million (10-year average at the time) plus using the snow clearing reserve to address higher than average cost years be referred to the 2024-2027 Multi-Year Budget Process."

The 2024-2027 multi-year budget process considered the above referral and the budget for Roadway Snow Removal and Ice Control budget was increased incrementally by \$3.0 million per year.

Additionally, during the 2025 budget update process there was an additional increase to the Roadway Snow Removal and Ice Control budget of \$1.5 million. The total impact of the budget increases on the Roadway Snow Removal and Ice Control budget is as follows:

2024-2027 Multi-Year Snow and Ice Control Service Expenditure Budget

	2024	2025	2026	2027
2023 Adopted Budget	36.262	36.262	36.262	36.262
Incremental Funding in Multi-year budget	3.000	6.000	9.000	12.000
Additional incremental Funding in 2025 Budget Update		1.500	1.500	1.500
Other increases (*)	1.188	1.959	3.098	4.626
	40.450	45.721	49.860	54.388
(*) Other increases are comprised of normal budget process adjustments including; increases in salaries and benefits related to collective agreements, budget directed inflation on non-salary items of 2%, adjustments to assumed fuel rates, etc.				

The result of budget improvements in the 2024-2027 multi-year budget process is for 2025 and onwards. There is now sufficient budget to meet the 'low scenario' and by 2027, there is budget that is now approaching the 'average scenario'.

Next Steps

The Public Service is recommending a separate annual report on the spring cleanup program. The spring cleanup program typically wraps up in early June and, at that point, the full performance and financial data is not yet available to support complete reporting.

Separating the reports allows each to be finalized with accurate and complete information. These are distinct, standalone operations delivered under separate services, with different scopes, resource requirements, and performance measures. Reporting on them independently provides clearer and more meaningful insights for each program.

If approved, the annual report for the spring cleanup program will be provided in October each year, starting in 2026.

FINANCIAL IMPACT

Financial Impact Statement Date: June 2, 2026

Project Name:

Annual Report on Snow Clearing and Ice Control - 2026

COMMENTS:

As this report is for informational purposes, there is no financial impact.

J. Ruby, 2026-06-2

J. Ruby, CPA, CA

Manager of Finance & Administration

CONSULTATION

This Report has been prepared in consultation with: n/a

OURWINNIPEG POLICY ALIGNMENT

Goal: Good Health and Well-Being

4.10 Transportation Safety - Design, construct, maintain, and regulate an integrated and sustainable transportation system and related infrastructure that optimize safe, connected and reliable mobility, and minimize severe injuries and fatalities for all road users.

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: Public Works
Division: Streets Maintenance
Prepared by: M. Cantor, P. Eng.
Date: June 2, 2026

Attachments:

Appendix A - 2025 Performance Reporting

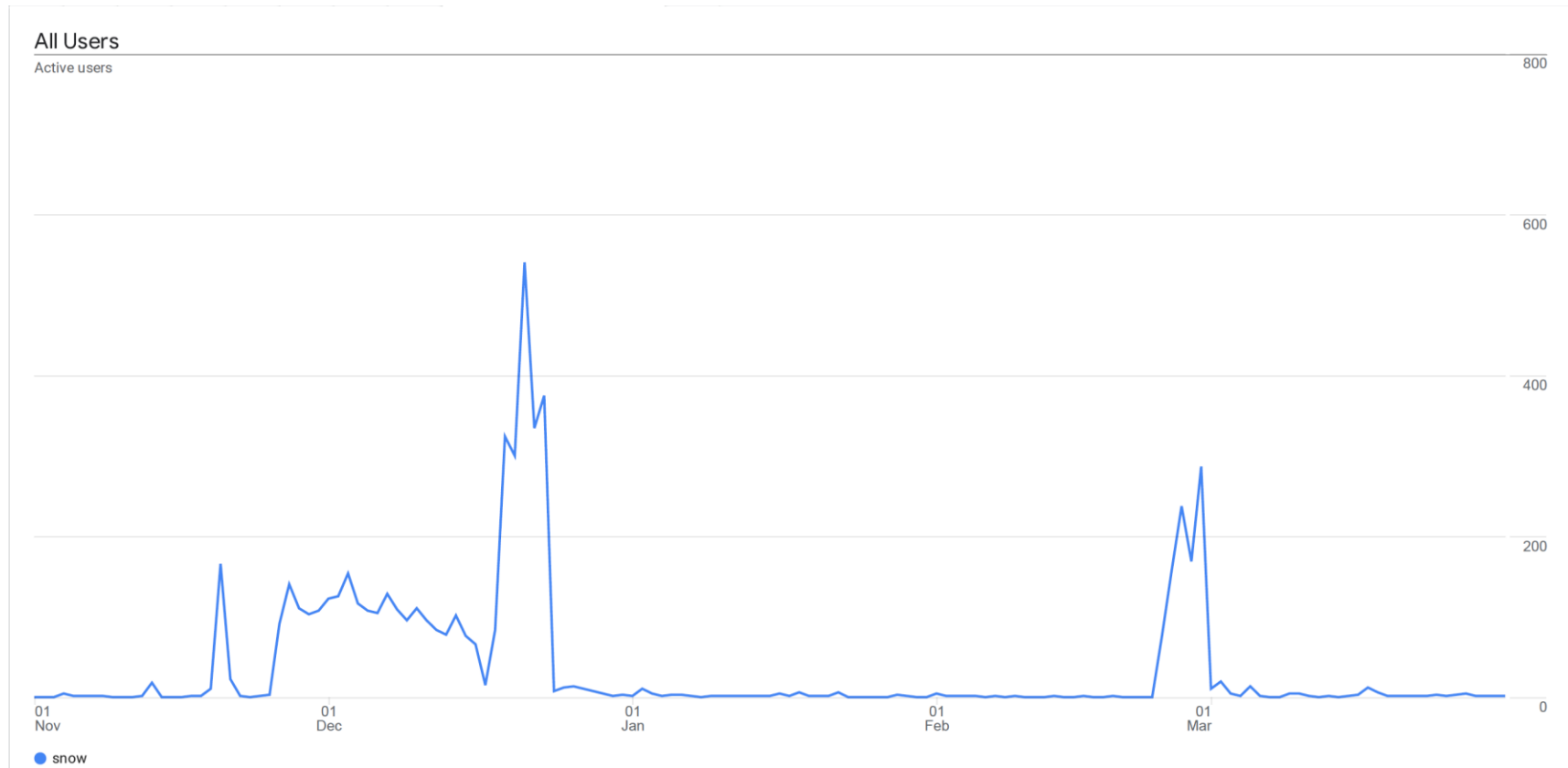
Appendix B - Snow Clearing and Ice Control Budget Analysis

Appendix C – Click-through Graphs – November 1, 2026 to March 31, 2026

Appendix D – Click-through Graphs – October 1, 2024 to March 7, 2025

Appendix C – Click-through Graphs (Source: Google Analytics)

November 1, 2025, to March 31, 2026
Activity correlated with advertising pushes



Appendix D – Click-through Graphs (Source: Google Analytics)

October 1, 2024, to March 7, 2025

Consistent digital advertising throughout the season

All Users

Active users

