Agenda – Executive Policy Committee – September 15, 2026

REPORTS

Item No. 13 **Regulating Short-Term Rental Accommodations: Update on Implementation of the Regulatory Program and Minor Amendments to the Community Safety Business Licensing By-law**

WINNIPEG PUBLIC SERVICE RECOMMENDATION:

1. That the Community Safety Business Licensing By-law No. 91/2008 be amended in accordance with the amending by-law attached as Schedule A to this report.

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

Agenda – Executive Policy Committee – September 15, 2026

DECISION MAKING HISTORY:

COUNCIL DECISION:

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

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

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

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

ADMINISTRATIVE REPORT

Title: Regulating Short-Term Rental Accommodations: Update on Implementation of the Regulatory Program and Minor Amendments to the Community Safety Business Licensing By-law

Critical Path: Executive Policy Committee – Council

AUTHORIZATION

Author	Department Head	CFO	CAO
W. Yee	C. Fernandes	N/A	M. Pittet Acting for J. Dunford

EXECUTIVE SUMMARY

This report is a review of the Short-Term Rental Accommodations (STRA) licensing program. It covers the first two years of implementation. It highlights key components of the City's phased licensing approach to STRAs:

- Establishing a legislative framework;
- Having the right staff resources;
- Using digital tools to manage and monitor the program;
- Providing public information on the program;
- Having enforcement supports in place.

The Public Service recommends minor changes to the Community Safety Business Licensing By-law. The proposed by-law changes would:

- Define more clearly the roles of the applicant, owner, operator, and tenant;
- Make the wording on how long guests can stay more consistent throughout the by-law;
- Set clearer limits on guest room use;
- Strengthen proof of residency by requiring more documents;
- Add more safety measures for primary residence short-term rentals;
- Add in a requirement for criminal record checks for co-owners and adult occupants;
- Explain how changes to condominium board rules will be considered upon STRA licence renewals;
- Add "nuisance" definition;
- Add requirements to inform the City within five days if any first responder agency attends the STRA for any reason;
- Include wording that requires the STRA operator to ensure renters follow all applicable by-law requirements.

To help with this, the public service created an evaluation framework and five-year plan to review the program.

RECOMMENDATIONS

3. That the Community Safety Business Licensing By-law No. 91/2008 be amended in accordance with the amending by-law attached as Schedule A to this report.

4. 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 October 26, 2023, Council directed the Winnipeg Public Service to report back to the Executive Policy Committee in September 2026 with:

1. An update on implementation of the STRA regulation program in Winnipeg; and

2. Any recommended changes to Winnipeg's STRA regulation program.

Council approval is required to make the changes outlined in this report, and to pass the amending by-laws.

IMPLICATIONS OF THE RECOMMENDATIONS

Amendment to the Community Safety Business Licensing By-law No. 91/2008 to reflect the changes as outlined in this report.

The proposed amendments reflect lessons learned over the past two years that would make the by-law easier to interpret and enforce by clearly identifying who is responsible, standardizing key terms, strengthening residency proof requirements, and adding extra safety checks for primary residence short-term rentals. It would also provide clearer rules for condominium-related renewals and require bookings advertised outside licensed platforms to be completed through a licensed platform, improving consistency, and compliance.

HISTORY/DISCUSSION

LICENSING PROGRAM

The implementation of the Short-Term Rental Accommodations (STRA) program through the Community Safety Business Licensing By-law No. 91/2008 (CSBL) resulted in a new class of licence – STRA and STRA Platforms and allowed the City to set minimum standards, conduct inspections, and to suspend or revoke a licence, or to issue a fine, if there are health and/or safety concerns.

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

In addition to licensing, an accommodation tax of six percent on room accommodations for 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 to the Accommodation Tax By-law No. 70/2008 took effect at the same time as the amendments to the Community Safety Business Licensing By-Law on April 1, 2024.

Part 1 – Implementation of the STRA Program

The City of Winnipeg implemented a new framework to regulate short-term rental accommodations (STRAs), with the program coming into effect on April 1, 2024. This framework was established through amendments to the Community Safety Business Licensing By-law No. 91/2008, the Municipal By-law Enforcement Act Enabling By-law No. 59/2016, the Accommodation Tax By-law No. 70/2008, and the Winnipeg Zoning By-law No. 200/2006.

The implementation of the STRA program was supported by a series of key milestones designed to establish the regulatory, operational, and communications foundations necessary for successful rollout.

In October 2023, Council passed the required by-law amendments, with the changes set to take effect on April 1, 2024. Beginning in December 2023, the City launched a communications strategy to support public awareness and compliance. This included updates to the Winnipeg.ca licensing webpage to provide comprehensive STRA information, a social media campaign to inform residents and operators about licensing requirements, an “Our City, Our Stories” feature focused on STRAs, and digital signage in City facilities promoting STRA requirements.

In January 2024, the City hired an Enforcement Coordinator and licensing support staff to help administer the program. Also beginning in January 2024, the City started receiving, processing, and approving STRA applications on an ongoing basis.

In January 2024, the City launched the online STRA registration portal to make the application process more accessible and efficient. During the same month, Enforcement Inspectors and a Clerk C position were hired to support program delivery. From October 2023 to April 2024, City staff also established STRA records in AMANDA, the City’s existing licensing management system, to support key administrative functions such as receiving applications, tracking documentation, recording complaints and inspections, issuing and renewing licences, and managing accommodation tax reporting. These measures strengthened case management and supported effective regulatory oversight.

Beginning in December 2023 and continuing thereafter, the City implemented an STRA monitoring service to assist with compliance monitoring and enforcement activities. On April 1, 2024, the CSBL By-law and the Accommodation Tax By-law amendments officially came into effect, marking the formal start of the new regulatory framework.

Further enhancements to the program followed initial implementation. In July 2024, the City launched the Accommodation Tax reporting portal. In January 2025, the STRA Operator’s Guide and the STRA Renter’s Guide were released to provide additional information and support to operators and renters. In March 2025, the online licence renewal portal was introduced, further improving service delivery and access.

These milestones reflect the City of Winnipeg's phased and coordinated approach to implementing the STRA program. Together, they established the legislative framework, staffing resources, digital tools, public communications, and enforcement support needed to regulate STRAs and promote compliance across Winnipeg.

Program implementation is now complete. The next step is to continue monitoring STRA program performance and service impacts, with annual performance indicators to be reported to Council each June. Reports were provided June 2025 and June 2026.

Part 2 – Proposed Changes to the Community Safety Business Licensing By-law

2.1: By-law Wording Consistency and Regulatory Clarity

The Public Service recommends amendments to clarify the roles of the applicant, owner, operator, and tenant, and to address inconsistent use of the terms "day" and "night" in stay-length provisions. Additionally, add the definition of "nuisance" to the by-law. These changes are intended to reduce ambiguity, improve consistency, and more clearly identify the party responsible for licensing and enforcement.

2.2: Strengthen Residency Verification

Additional proof-of-residence requirements are being outlined to strengthen the verification of residency claims. In addition to the basic documentation currently required at the time of application, applicants may be required to provide supplementary evidence, including, but not limited to, Canada Revenue Agency tax information, affidavits, and insurance documentation. This approach clarifies the types of additional documents the City may request to validate residency.

2.3: Increasing Operational Safety and Security Safeguards for Primary STRA Properties

Additional short-term rental amendments are being proposed to strengthen guest and community safeguards for primary residence short-term rental properties. These amendments include requiring criminal record checks for co-owners and other adult occupants residing at the property, as well as clarifying the guest room limit for primary residence short-term rentals.

2.4: Clarifying the Effect of Condominium Board Approvals at Renewal

To address the impact of condo board approval changes, it is proposed that the CSBL By-law be amended to specify how condominium board rule change should be treated in STR license renewals and expiry decisions. While condominium board approval is currently required at the application stage for relevant units, uncertainly remains whether subsequent changes in private condominium rules should affect continued municipal license eligibility. Instituting a change to clarify this change would support more consistent renewal, compliance and administrative decision-making.

2.5: Clarifying Requirements for STRA Advertisements to Be Placed Through Licensed Online Platforms

Provides clarity that short-term rentals advertised through private or unlicensed channels must be redirected to a licensed platform for the completion of all related bookings and transactions.

2.6: Add requirements for STRA operators to notify the City if any first responder agency attends the STRA.

The Operator of a STRA must require renters to immediately report any first responder attendance at the STRA, notify the City within five days of such attendance, and ensure renter compliance with this Division, with failure to do so potentially resulting in license suspension, or revocation.

Overall Short-Term Focus

Taken together, the proposed changes represent a practical first phase of refinement to strengthen an already effective regulatory framework. They respond to implementation issues and are intended to improve clarity, accountability, and enforcement within the existing framework, while broader emerging issues such as mandatory platform data sharing, density of STR in new condominium growth areas, long-term housing impacts, zoning related controls, mid-term STR length stays remain for medium to longer term review.

Part 3 – Next Steps and STRA Program Evaluation Approach

This report includes an evaluation framework to support the STRA program by establishing a clear, consistent approach for measuring program performance, monitoring outcomes, and informing future decision-making. As the program continues to evolve, it is important to assess whether it is meeting its intended objectives, including promoting compliance, supporting community well-being, and ensuring that regulatory processes are effective, fair, and transparent. The framework outlined in this report is intended to guide ongoing review by identifying key indicators, data sources, and reporting methods that will help the city evaluate results over time and make evidence-based improvements where needed.

3.1 Evaluation of Methodology

The evaluation used a structured approach to support the research and analysis phase of the CSBL By-law review. This included gathering frontline staff input on administrative and enforcement challenges, holding internal discussions on key aspects of the STR regime, conducting a jurisdictional scan of comparable Canadian regulatory models, and mapping the short-term rental licensing, enforcement, and compliance process.

Short Term Rental (STR) Review Roadmap

The roadmap below outlines the structured approach that guided and informed all the initiatives and activities that the team followed during the period.

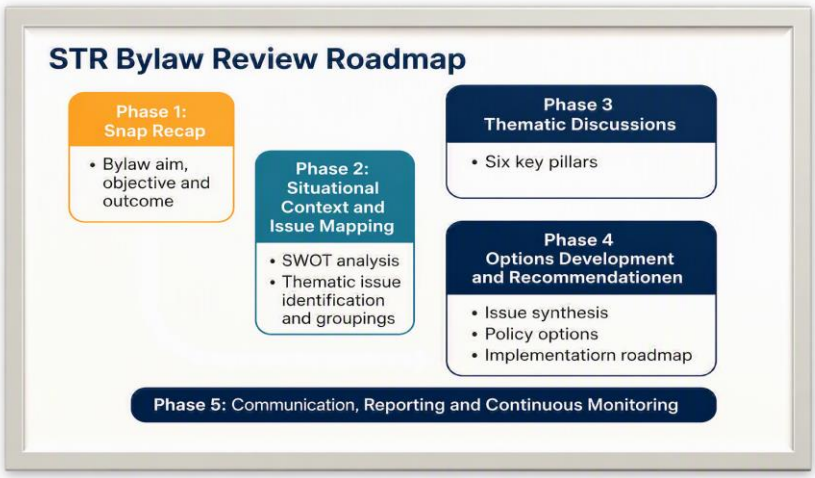

Figure 1: The STRA Roadmap

The expected outcome of the framework is grounded by the city's principled approach to continuous learning, adaption, and improvements, and would enable the city to strengthen what is working, address what is not working, and refine existing practices to better achieve the broader goal and objectives of the bylaw.

3.2 Strategic Pillars and Focus Areas

The review was organized around six strategic pillars, including legislative clarity, licensing structure, enforcement, platform accountability, equity, and interdepartmental coordination. A SWOT analysis also identified strengths, weaknesses, opportunities, and risks within the STRA section of the CSBL By-law framework.

Overall, the review found that the current framework is supporting licensing and enforcement effectively and helping address the concerns that existed before regulation was introduced.

3.3 Evaluation Preliminary Findings

The preliminary evaluation found that the STRA section of the CSBL By-law is generally working well and meeting its core objectives.

The compliance and enforcement framework is also performing well, with fewer complaints and positive results at problem properties.

While platform cooperation and tax remittance processes are functioning reasonably well, gaps remain in proactive data sharing, and stronger platform accountability.

3.4 Next Steps

The short-term focus through this report is on minor amendments and administrative improvements within the existing framework to improve effectiveness, efficiency, and enforcement. Priorities include clearer definitions, stronger residency verification, expanded guest safety requirements.

Medium-term priorities from 2027 to 2029 address emerging issues that may grow over time, including stays longer than 30 days, platform compliance processes, unlicensed advertised listings, and workflow improvements such as automated compliance orders.

Longer-term priorities from 2027 to 2031 involve issues that may require broader policy or by-law changes and public engagement, including STR concentration in multi-unit and condominium developments, alignment between condominium rules and City oversight, zoning and land use considerations, and further assessment of impacts on long-term housing protection.

The City will also continue to monitor issues that do not currently require immediate changes, including police record volume, fee structure, enforcement capacity, platform data sharing, and broader federal and provincial regulatory developments.

Overall, the plan supports incremental improvement, clearer prioritization, and a strong foundation for future policy and by-law changes as conditions evolve.

Part 4 – Zoning By-law

From the zoning perspective, no standalone amendments to the current STRA zoning framework are currently recommended. The existing zoning regulations and approval processes are recommended to remain in effect. Any future zoning-related changes respecting STRAs would be considered through the broader comprehensive Zoning By-law Review and related public hearing process led by the Planning, Property and Development Department.

Part 5 – Accommodation Tax

No amendments to the Accommodation Tax By-law are recommended currently, as the current by-law remains sufficient to support program administration and enforcement. A review of the By-law did not identify any operational, legislative, or policy issues requiring revision. Accordingly, no changes are proposed.

FINANCIAL IMPACT

Financial Impact Statement Date: July 14, 2026

Project Name:

Regulating Short-Term Rental Accommodations: Update on Implementation of the Regulatory Program and Minor Amendments to the Community Safety Business Licensing By-Law

COMMENTS:

There are no financial implications associated with the recommendations contained in this report.

Ozzy Garrett, CPA - July 14 /2026

Ozzy Garrett, CPA
Manager of Finance & Administration
Community Services Department

CONSULTATION

This Report has been prepared in consultation with:

- Legal Services Department
- Assessment and Taxation Department
- Planning, Property and Development

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: T. Cormier, Administrative Coordinator, Licensing
Date: August 17, 2026
File No: CMS-2026-06

Attachment:

CSBL Amending Bylaw