Agenda – Council – October 25, 2017

Report – Executive Policy Committee – October 18, 2017

Item No. 6 Portage and Main Intersection - Implementation of a Phased-Approach to Below and At-Grade Improvements

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On October 18, 2017, the Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service, as amended, and submitted the following to Council:

1. That the intersection of Portage Avenue and Main Street be identified as a priority, through a phased-approach, for renewed purpose and investment that allows for full use by everyone, pedestrian (both at and below grade) and vehicle, to increase walkability, safety and connectivity throughout the entire downtown.

2. That a Portage Avenue and Main Street Working Group be established by the Chief Administrative Officer which will include the CAO, representatives of the property owners at the intersection, and the departments of Public Works, Transit, Planning, Property and Development and Water and Waste, to ensure collaboration and consultation for aligned overall planning.

3. That a new Portage and Main Intersection Improvements capital project in the amount of $1,500,000 be authorized for inclusion in the 2018 Capital Budget (Appendix A) to be funded with prior year authorizations as laid out in Appendix B; and that the 2018 Regional and Local Streets Renewal Budget include the project "Portage and Main Rehabilitation" in the amount of $2,000,000.

4. Subject to approval of Recommendation 3, that Council authorize expenditures in 2017 of up to $3,500,000, prior to the adoption of the 2018 Capital Budget, as a first charge against the General Capital Fund – of up to $1,500,000 for the 2018 Portage and Main Intersection Improvements capital project, and up to $2,000,000 for the Portage and Main Rehabilitation project in the 2018 Regional and Local Street Renewal capital program, in accordance with Subsection 288(2) of the City of Winnipeg Charter, to be utilized as follows:

    A. Up to $1,500,000 for Architectural and Engineering services obtained through a competitive bid process.
    B. Up to $500,000 for new sidewalks, curbs, paving bands and street trees on the city's assets directly connected to the plaza at 365 Main Street (Richardson Building).
    C. Up to $1,500,000 for the city's assets in the concourse, consisting of work in the concourse below 201 Portage Avenue, removal of the bunker and associated works at 365 Main Street and concourse evaluations, assessments and studies.

Report – Executive Policy Committee – October 18, 2017

5. That the City enter into, execute and deliver an agreement on a single source basis with Harvard Property Management Inc. for reimbursement of costs for renovation and upgrading work to be undertaken by Harvard Property Management Inc., to a maximum of $500,000, in the City-owned portion of the Underground Pedestrian Concourse adjacent to the 201 Portage Avenue property and such other agreements as determined necessary by the City Solicitor / Director of Legal Services to implement the intent of the foregoing (the "Ancillary Agreements").

6. That the City enter into, execute and deliver agreements with the property owners at the intersection of Portage Avenue and Main Street to reintroduce at grade pedestrian activity at the intersection, and such other agreements as determined necessary by the City Solicitor / Director of Legal Services to implement the intent of the foregoing (the "Other Ancillary Agreements") including the amendment or termination of any previous agreements entered into with existing or previous property owners at the intersection of Portage Avenue and Main Street.

7. That authority be delegated to the Chief Administrative Officer to negotiate and approve the terms and conditions of the agreements referred to in Recommendations 5 and 6 and the Ancillary Agreements and the Other Ancillary Agreements, in accordance with this report and such other terms and conditions deemed necessary by the City Solicitor / Director of Legal Services to protect the interests of the City.

8. That the Winnipeg Public Service consider a potential future North Main corridor of Bus Rapid Transit as part of a further traffic and transit study required to analyze the reintroduction of at-grade pedestrian traffic at Portage Avenue and Main Street.

9. That prior to reintroducing pedestrians at grade, the Public Service be required to return to City Council for approval with a plan for reintroduction that includes cost estimates, transit and traffic implications.

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

Report – Executive Policy Committee – October 18, 2017

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On October 18, 2017, the Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service with the following amendments:

- Delete Recommendation 3 and replace with the following:

  "3. That a new Portage and Main Intersection Improvements capital project in the amount of $1,500,000 be authorized for inclusion in the 2018 Capital Budget (Appendix A) to be funded with prior year authorizations as laid out in Appendix B; and that the 2018 Regional and Local Streets Renewal Budget include the project "Portage and Main Rehabilitation" in the amount of $2,000,000."

  and update the Capital Budget Sheet referred to in Appendix A accordingly.

- Delete Recommendation 4 and replace with the following:

  "4. Subject to approval of Recommendation 3, that Council authorize expenditures in 2017 of up to $3,500,000, prior to the adoption of the 2018 Capital Budget, as a first charge against the General Capital Fund – of up to $1,500,000 for the 2018 Portage and Main Intersection Improvements capital project, and up to $2,000,000 for the Portage and Main Rehabilitation project in the 2018 Regional and Local Street Renewal capital program, in accordance with Subsection 288(2) of the City of Winnipeg Charter, to be utilized as follows:

  A. Up to $1,500,000 for Architectural and Engineering services obtained through a competitive bid process.

  B. Up to $500,000 for new sidewalks, curbs, paving bands and street trees on the city's assets directly connected to the plaza at 365 Main Street (Richardson Building).

  C. Up to $1,500,000 for the city's assets in the concourse, consisting of work in the concourse below 201 Portage Avenue, removal of the bunker and associated works at 365 Main Street and concourse evaluations, assessments and studies."

Report – Executive Policy Committee – October 18, 2017

DECISION MAKING HISTORY (continued):

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

- Add the following new Recommendation 8 and renumber the remaining recommendation accordingly:

  "8. That the Winnipeg Public Service consider a potential future North Main corridor of Bus Rapid Transit as part of a further traffic and transit study required to analyze the reintroduction of at-grade pedestrian traffic at Portage and Main."

- Add the following Recommendation 9:

  "9. That prior to reintroducing pedestrians at grade the public service be required to return to City Council for approval with a plan for reintroduction that includes cost estimates, transit and traffic implications."

and submitted the matter to Council.

On October 19, 2017 the Executive Policy Committee received the following submissions:

- Stefano Grande submitted a communication dated October 18, 2017, in support of the matter.

- The following submissions were received in opposition to the matter:
  - Councillor Browaty, North Kildonan Ward, - PowerPoint presentation titled "Portage & Main.
  - Val Johnson – Communication dated October 16, 2017
  - Bob Dobson – Communication dated October 17, 2017
  - Gerrie Penteliuk – Communication dated October 17, 2017
  - Tony Paille, – Communication dated October 17, 2017
  - Cheryl and Earl Robinson – Communication dated October 17, 2017

ADMINISTRATIVE REPORT

Title: Portage and Main Intersection – Implementation of a Phased-Approach to Below and At-Grade Improvements

Critical Path: Executive Policy Committee – Council

AUTHORIZATION

Author	Department Head	CFO	CAO
D. McNeil	N/A	M. Ruta	D. McNeil

EXECUTIVE SUMMARY

Winnipeg's historic intersection, one of the most famous in Canada – Portage and Main has long been part of our City's narrative, playing a key role in both the physical and cultural landscapes. Since its closure to pedestrians over 40 years ago, Winnipeg's downtown has changed significantly, requiring a need to redefine how this intersection supports and connects people, places and transportation across Winnipeg.

For the first time in 40 years, the stakeholders at this intersection have indicated a willingness to discuss the renewal and re-introduction of pedestrians to the intersection. Letters of support have been received which have requested that the City commit and collaborate on a number of items such as, minimizing the impact on vehicular traffic, investments in the concourse in conjunction with private investment, enhancement of at-grade streetscaping and lighting, signage and way-finding improvements at and below grade and an artistic focal point that draws visitors and Winnipeggers alike to the intersection at the epicenter of the City.

Private investments are underway at Portage and Main. At the northeast corner James Richardson & Sons, Limited (Richardson's) is planning to repair and upgrade the at-grade plaza. At the northwest corner Harvard Developments is underway with renovations below grade and actively planning additional work on the main level of 201 Portage, the outdoor courtyard and the adjacent parking lots. At the southwest corner, Artis-REIT is active with design underway of a 400 unit residential tower and additional investments are also being contemplated. Also at the southwest corner the new owners of the Scotiabank Building property have expressed intent to invest on their premises. It is imperative that the City of Winnipeg invest in the maintenance of its existing assets at these corners. These assets are directly connected to the private lands and will be impacted; to ensure highest public and private value the Public Service is recommending a collaborative design and construction effort with the private sector for both at and below grade works.

Since 2016, the City has engaged consulting firms Dillon Consulting Ltd., as well as Perkins+Will, to analyze pedestrian impact on traffic at the intersection, and to provide planning and architectural design options, helping to create a vision for the intersection that considers full use by all modes of transportation based on and including the results from the traffic impact study. Further study is required that takes into consideration the broader downtown planning, land use, design, and includes further consultation with neighboring private stakeholders about their interests and future investment.

This report recommends that the City commit to collaboration and investment with stakeholders, through a multi-phased approach, to reintroduce pedestrian activity, recognizing that the barriers at the northeast corner will likely need to be removed in conjunction with the proposed development by Richardson's and the adjacent work by the City. With this in mind and to lessen the impact to transportation, the following actions are being recommended:

- The establishment of a new capital project – Portage and Main Intersection Improvements.
- Create a Portage and Main Working group.
- Provide an investment in both at and below grade assets that aligns with improvements and investments being done by private stakeholders.
- Issue a Request for Proposals (RFP) for Architectural and Engineering services that will ensure that the project is led by a vision that can collaborate with the private stakeholders on their interests and investments and considers the integration of all aspects of re-introducing pedestrians at the intersection.

RECOMMENDATIONS

1. That the intersection of Portage Avenue and Main Street be identified as a priority, through a phased-approach, for renewed purpose and investment that allows for full use by everyone, pedestrian (both at and below grade) and vehicle, to increase walkability, safety and connectivity throughout the entire downtown.

2. That a Portage Avenue and Main Street Working Group be established by the Chief Administrative Officer which will include the CAO, representatives of the property owners at the intersection, and the departments of Public Works, Transit, Planning, Property and Development and Water and Waste, to ensure collaboration and consultation for aligned overall planning.

3. That a new Portage and Main Intersection Improvements capital project in the amount of $3,500,000 be authorized for inclusion in the 2018 Capital Budget (Appendix A) to be funded by $2,000,000 from the 2018 Regional and Local Streets Renewal Budget and $1,500,000 in prior year authorizations as laid out in Appendix B.

4. Subject to approval of Recommendation 3, that expenditures in 2017 of up to $3,500,000 be authorized, prior to the adoption of the 2018 Capital Budget, as a first charge against the General Capital Fund – Portage and Main Intersection Improvements, in accordance with Subsection 288(2) of the City of Winnipeg Charter, to be utilized as follows:

A. Up to $1,500,000 for Architectural and Engineering services obtained through a competitive bid process.
B. Up to $500,000 for new sidewalks, curbs, paving bands and street trees on the city's assets directly connected to the plaza at 365 Main Street (Richardson Building).
C. Up to $1,500,000 for the city's assets in the concourse, consisting of work in the concourse below 201 Portage Avenue, removal of the bunker and associated works at 365 Main Street and concourse evaluations, assessments and studies.

5. That the City enter into, execute and deliver an agreement on a single source basis with Harvard Property Management Inc. for reimbursement of costs for renovation and upgrading work to be undertaken by Harvard Property Management Inc., to a maximum of $500,000, in the City-owned portion of the Underground Pedestrian Concourse adjacent to the 201 Portage Avenue property and such other agreements as determined necessary by the City Solicitor / Director of Legal Services to implement the intent of the foregoing (the "Ancillary Agreements").

6. That the City enter into, execute and deliver agreements with the property owners at the intersection of Portage Avenue and Main Street to reintroduce at grade pedestrian activity at the intersection, and such other agreements as determined necessary by the City Solicitor / Director of Legal Services to implement the intent of the foregoing (the "Other Ancillary Agreements") including the amendment or termination of any previous agreements entered into with existing or previous property owners at the intersection of Portage Avenue and Main Street.

7. That authority be delegated to the Chief Administrative Officer to negotiate and approve the terms and conditions of the agreements referred to in Recommendations 5 and 6 and the Ancillary Agreements and the Other Ancillary Agreements, in accordance with this report and such other terms and conditions deemed necessary by the City Solicitor / Director of Legal Services to protect the interests of the City.

8. 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

1. Private sector investment is underway at Portage and Main and to ensure alignment with City of Winnipeg interests, investment in the maintenance of City owned assets at the intersection requires authorization by Council.

2. Council approval is required to enter into a single source agreement with Harvard Property Management Inc.

IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendations are approved, a new capital project will be created in the 2018 budget which will provide a commitment to the creation of a vision and the renewal and reopening of the intersection at Portage and Main. It will allow a first charge on the 2018 Capital Budget to allow works to begin prior to the adoption of the 2018 Capital Budget.

Further, it provides for required upgrades and improvements to both the at-grade and below grade city assets at this intersection which will support the private sector investments committed.

HISTORY/DISCUSSION

Winnipeg's historic intersection, one of the most famous in Canada – Portage and Main, has long been part of our City's narrative, playing a key role in both the physical and cultural landscapes. Since its closure to pedestrians over 40 years ago, new discussions have evolved, identifying a desire to redefine how the intersection supports people-engagement once again, as well as transportation.

For the first time in 40 years, the owners of the private property at each corner of the intersection have indicated a willingness to discuss the renewal and re-introduction of pedestrians to the intersection.

Letters of support have been received, attached as Appendix C, which have asked for the City to commit and collaborate on a number of items, namely:

- Minimizing the impact on vehicular traffic;
- Modernize the City's assets below-grade within and leading into the concourse to standards commensurate with private investment in adjacent spaces;
- Significantly enhance at-grade streetscaping and lighting;
- Improve signage and way-finding at and below grade; and
- Create an artistic focal point that draws visitors and Winnipeggers alike to the intersection.

The civic assets at and below grade require assessment and investment. These assets have had limited upgrades or repairs in the last 40 years. Over the last number of years, a number of leaks have needed to be addressed in the Underground Concourse. Further investments are required as there are ongoing leaks during every rain event. Any waterproof membrane protecting the Underground Concourse would be well beyond its service life. The condition of the Concourse structure is currently unknown and therefore there is a need to complete a structural evaluation. As an example, pictures of the poor condition of the city's assets in the concourse can be found in Appendix D.

To ensure highest public and private value, the Public Service is recommending a collaborative design and construction effort with the private sector. The private sector is investing now and the City needs to catch up to the private sector stakeholders who are

investing hundreds of millions of dollars, current and proposed, at or adjacent to the intersection.

Harvard Property Management Inc. has awarded design and construction contracts for redevelopment of the concourse level of the property at 201 Portage Avenue, works which also includes the City's assets. This concourse redevelopment will be completed in mid-November 2017. The Director of Planning, Property and Development has provided Harvard Property Management Inc. with permission to undertake works on the City property and consideration of reimbursement of costs incurred for work by Harvard Property Management Inc. on City owned property is subject to consideration and negotiation by the City. There appears to be no justification for the single source award of contract to Harvard Property Management Inc. under the Canadian Free Trade Agreement (CFTA) and therefore Council approval is required.

As well, Richardson's are working on plans to repair the waterproof membrane and redevelop the plaza at the Richardson Building, proposed to commence as early as fall 2018. While both Richardson's and the City recognize the need to provide pedestrian connectivity to the concourse, the existing bunker needs to be upgraded or if possible removed. If it is determined the bunker can be removed, it is expected that the City would be required to pay for a portion of the removal of the bunker and associated works. The cost to the City, currently estimated at $500,000 (Class 5 estimate), will be the subject of negotiations between the City and Richardson's. This work will be subject to a future Report.

As barriers are removed at this intersection the City of Winnipeg is looking to ensure that there is a plan that aligns both public and private interests. The plan is expected to be incremental or phased such that City upgrading work is conducted at the same time as adjacent private upgrading work. The City is proposing to start this process on the northeast corner to take advantage of private sector redevelopment.

The changes envisioned for this intersection must contemplate moving people and traffic and also reinforce the links to our downtown districts through ensuring collaboration with the stakeholders, investing in our neglected assets and providing a vision and plan going forward.

On June 17, 2015, Council directed the Public Service to prepare the terms of reference for a comprehensive traffic study to assess the impact of introducing at grade pedestrian crossings at the intersection of Portage Avenue and Main Street. After a competitive proposal process, the study was awarded to Dillon Consulting Ltd. ("Dillon").

In July 2017, the services of Perkins+Will were retained to provide a vision for the intersection that was about more than just taking down the barricades. The goal was to make Portage and Main more pedestrian friendly, to explore new urban design opportunities, and to review the public spaces to support private investment. A vision of what Portage and Main could potentially be is attached as Appendix E.

The study conducted by Dillon, attached as Appendix F, identified some challenges and costs, estimated at $6,130,000 (Class 4 estimate), to fully reintroduce pedestrians at all corners of the intersection and ensure continued Level of Service for Transit operations. The scope Dillon was provided, however, only focused on the removal of the barriers and reintroducing pedestrians at all four corners of the intersection and the impact that would have on traffic. The study did not take into consideration the broader downtown planning, land use, design, or the consideration of consulting with neighboring private stakeholders about their interests and future investment.

The Dillon study did serve as a starting point and laid out the foundation for further analysis and mitigation opportunities, discussion and consultation. It identified an opportunity for the eastbound through movement to be reduced from two lanes to one lane to accommodate changes to the southeast (Bank of Montreal) corner, facilitating a phased approach to allow pedestrians at the intersection. This should be considered as the first phase in a staged approach to opening the intersection as private investments will be occurring and the City will need to be proactive to ensure alignment of public and private sector interests.

A phased approach has been successfully used in other cities, where significant traffic modifications were introduced through a gradual and measured implementation. A good example is Times Square in New York. The Times Square Alliance transformed one of its busiest streets into a vibrant pedestrian plaza. Earlier this year Tim Tompkins, President and CEO of the Times Square Alliance, spoke in Winnipeg to detail their process and how to overcome the challenges through a phased and collaborative approach.

To fully quantify the implementation of these changes more detailed analysis of the impacts needs to be considered, specifically the effects of re-introducing pedestrians, expanding the scope of the traffic analysis, including minimizing impact on traffic flow, and providing a preliminary design, all while taking into consideration the vision. As well, the development of a Class 3 estimate is required for the improvements, as well as any future improvements considered, while providing options for advancing these changes through a phased approach. This will ensure all corners of the intersection work together with a priority to move people, however they choose to move, and is done in conjunction with private sector improvements in the area.

It is imperative that the City place a focus and investment of its own, not in isolation, but in collaboration with the private stakeholders. To ensure this occurs, the Public Service is requesting:

- The establishment of a new capital project – Portage and Main Intersection Improvements (Appendix A) to continue the effort in renewing this intersection through investment, consultation, and further analysis to help phase the reintroduction of pedestrians and create that critical sense of place.
- That a Portage and Main Working Group be established by the Chief Administrative Officer which will include the CAO, representatives of the property owners at the intersection, and the departments of Public Works, Transit, Planning, Property and Development and Water and Waste, to ensure collaboration and consultation for aligned overall planning.
- That funds in the amount of $1.5 million be committed for the following:

- reimbursement of costs incurred for work by Harvard Property Management Inc. on City owned property in the concourse, subject to consideration and negotiation by the City;
- works on the city's assets for the at-grade area directly connected to the plaza at 365 Main Street (Richardson Building) to provide for new sidewalks, curbs, paving bands and street trees, in collaboration with the private investment being considered;
- removal of the bunker and associated work including detail design, demolition, asbestos / hazardous material abatement, leak repairs, surface drainage improvements and mechanical ventilation shaft modification at the Richardson Plaza, in collaboration with the stakeholder.

As well, the Public Service is recommending that a Request for Proposals for Architectural and Engineering Services, through a competitive bid process, be considered, identifying the following items, which is not meant to be an exhaustive list:

- Create a vision for the area, both at and below grade, which incorporates planning, land use, and universal design, including barrier free access, and collaborates with the stakeholders to ensure it complements any current or future private investment.
- Conduct a preliminary design study which will expand the transportation study to further estimate the impacts not fully quantified in the previous study such as infrastructure modification requirements, development of a Class 3 estimate for budgeting purposes with an outcome of a preferred option or options, and the development of a phased construction schedule, at and below grade, with a traffic staging plan, all in consideration of an established vision and in collaboration with stakeholders.
- Conduct the following evaluations and assessments in the concourse:
    - Condition evaluation of all Concourse building infrastructure;
    - Environmental Site Assessment to identify asbestos containing materials not included in the City's asbestos inventory and other hazardous materials present in the Concourse;
    - Feasibility study to determine options and provide Class 3 cost estimates for aesthetic and functional upgrading the entire Concourse to be consistent with upgrades proposed or already completed by the adjacent land owners; and
    - Condition evaluation of all lifting devices (escalators and barrier free lifts) owned and maintained by the City.

The preliminary design study will also quantify the implementation of opening only the east crosswalk, as well as reducing the eastbound through movement from two lanes to one lane to accommodate changes to the southeast (Bank of Montreal) corner, as Phase 1 of a staged approach to allowing pedestrians at the intersection. The design study will ensure that the City will be ready and have a well thought out plan that contemplates the private sector investments being considered at that intersection.

FINANCIAL IMPACT

Financial Impact Statement

Date: October 13, 2017

Project Name:

Portage and Main Intersection – Implementation of a Phased-Approach to Below and At-Grade Improvements

First Year of Program 2018

	2018	2019	2020	2021	2022
Capital					
Capital Expenditures Required	$ 3,500,000	$ -	$ -	$ -	$ -
Less: Existing Budgeted Costs	-	-	-	-	-
Additional Capital Budget Required	$ 3,500,000	$ -	$ -	$ -	$ -
Funding Sources:					
Cash-to-Capital (Prior Year Authorization)	$ 1,500,000	$ -	$ -	$ -	$ -
Debt - External	-	-	-	-	-
Grants	-	-	-	-	-
Reserves, Equity, Surplus	2,000,000	-	-	-	-
Other	-	-	-	-	-
Total Funding	$ 3,500,000	$ -	$ -	$ -	$ -
Total Additional Capital Budget Required	$ 3,500,000				
Total Additional Debt Required	$ -				
Current Expenditures/Revenues					
Direct Costs	$ -	$ -	$ -	$ -	$ -
Less: Incremental Revenue/Recovery	140,678	-	-	-	-
Net Cost/(Benefit)	$ (140,678)	$ -	$ -	$ -	$ -
Less: Existing Budget Amounts	(140,678)	-	-	-	-
Net Budget Adjustment Required	$ -	$ -	$ -	$ -	$ -

Additional Comments: Capital expenditures consist of up to $3,359,322 for Portage and Main consulting and construction works + short-term financing charges and corporate admin fees of $109,178 + Municipal Accommodations overheads of $31,500. The latter two amounts are offset by equal recoveries in the current budget of the Corporate Finance Department and Municipal Accommodation Division of Planning, Property and Development.

original signed by
Tanis Yanchishyn
Manager of Finance (Campus)
Corporate Finance Department

CONSULTATION

This Report has been prepared in consultation with:
Planning, Property & Development
Public Works
Transit
Materials Management
Legal Services (as to legal issues)

OURWINNIPEG POLICY ALIGNMENT

N/A

SUBMITTED BY

Department: Office of the Chief Administrative Officer
Division:
Prepared by: D. Watt
Date: October 13, 2017
File No:
Attachments:
Appendix A – Capital Budget – Portage and Main Intersection



Appendix A Capital Budget.pdf

Appendix B – Capital Budget Funding Sources



Appendix B.Capital Budget Funding Sourc

Appendix C – Letters of Support



Appendix C.Letters of Support.pdf

Appendix D – Pictures of Concourse



Appendix D.Concourse Pictures

Appendix E – Portage and Main Presentation, September 2017



Appendix E.Perkins and Will.pdf

Appendix F – Dillon Consulting – Portage and Main Transportation Study



Appendix F.Portage and Main Dillon Repor