Minute No. 286
Report – Executive Policy Committee – March 17, 2021

Item No. 1 Destination Marketing Reserve – Multi-Year Downtown Public Safety Strategy Phase 1 and 2 Update

COUNCIL DECISION:

Council concurred in the recommendation of the Executive Policy Committee and adopted the following:

1. That any unused balance remaining in the Building Exterior Lighting Program upon expiry of the Program in June 2021, be returned to the Destination Marketing Reserve unallocated.

2. 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 – March 17, 2021

DECISION MAKING HISTORY:

Moved by His Worship Mayor Bowman,

That the recommendation of the Executive Policy Committee be adopted by consent.

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On March 17, 2021, the Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service and submitted the matter to Council.

COUNCIL DECISION:

On January 30, 2020, Council concurred in the January 21, 2020 recommendation of the Executive Policy Committee, which included the following recommendations:

1. That, as Phase 2 of a multi-year downtown public safety strategy, the following initiatives be approved:

    A. That the establishment of a Downtown Safety Partnership (the "DSP") be endorsed between the City, the Downtown Winnipeg Business Improvement Zone (the "Downtown BIZ") and True North Sports and Entertainment ("TNSE") for a 2 year pilot term beginning November 4, 2019 in accordance with this report.

    B. That up to $158,101.25 from the Destination Marketing Reserve (DMR) be used to support the DSP as follows:

        i. Cost-sharing with TNSE on a 50/50 basis, to a maximum of $125,000.00, for the compensation of the Director of Safety Initiatives (the "Director");

        ii. Up to $3,101.25 to acquire 2 digital monitors for use by DSP staff; and

        iii. Cost-sharing with TNSE on a 50/50 basis, to a maximum contribution by the City of $30,000.00, for consultant services required to support the Director and the operation of the DSP.

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DECISION MAKING HISTORY (continued):

COUNCIL DECISION (continued):

C. That the 2020 capital project Community Connections Space – Millennium Library be approved for up to $236,000.00 to be funded by the DMR as outlined in the capital detail sheet included in Appendix A and in accordance with this report.

D. That $25,000 of operating funds for the Community Connections Space – Millennium Library be referred to the Budget Working Group to be considered during the preparation of the 2020-2023 Multi-Year Budget.

E. That the 2020 capital project Enhanced Security – Millennium Library Parkade of $100,000.00 be approved, to be funded by the DMR as outlined in the capital detail sheet included in Appendix B and in accordance with this report.

F. That $10,000.00 of operating funds for the Enhanced Security – Millennium Library Parkade be referred to the Budget Working Group to be considered during the preparation of the 2020-2023 Multi-Year Budget.

G. That up to $375,000 be approved from the DMR to be used for the continuation of the previously approved expansion of the SafeWalk Program for an additional 8 staff through the Watch Ambassador, Exchange Patrol, and West End Enhanced Safety Patrol Presence programs, and that the City grant the said funds to the Downtown Winnipeg Business Improvement Zone, the Exchange District Business Improvement Zone, and the West End Business Improvement Zone for the Watch Ambassador, Exchange Patrol, and West End Enhanced Safety Patrol Presence programs, respectively.

6. That the Public Service report back to the Executive Policy Committee by March of 2021 with an update on the initiatives identified in Recommendation 1 as well as provide any additional recommendations to further enhance downtown safety.

ADMINISTRATIVE REPORT

Title: Destination Marketing Reserve – Multi-Year Downtown Public Safety Strategy Phase 1 and 2 Update

Critical Path: Executive Policy Committee – Council

AUTHORIZATION

Author	Department Head	CFO	CAO
M. Jack	M. Ruta	P. Olafson, Interim CFO	M. Ruta, Interim CAO

EXECUTIVE SUMMARY

On December 12, 2017, Council directed the Public Service to utilize unspent funds from the Destination Marketing Reserve in support of, among other things, a multi-year downtown public safety strategy. This report provides updates on the initiatives that were undertaken as the first and second phases of the Downtown Public Safety Strategy, including:

- a Building Exterior Lighting Program;
- a Community Safety Centre of Responsibility;
- expansion of the Winnipeg Police Service closed-circuit television program;
- a two-year expansion of the SafeWalk program;
- endorsement of the City's participation in the Downtown Safety Partnership;
- the creation of a Community Connections Space at Millennium Library;
- enhanced security measures at the Millennium Library Parkade; and
- enhanced public lighting in high-risk downtown spaces.

It is the recommendation of the Public Service that the Building Exterior Lighting Program be discontinued upon program expiry due to lack of interest. All other projects are on track for completion in 2021.

RECOMMENDATIONS

1. That any unused balance remaining in the Building Exterior Lighting Program upon expiry of the Program in June 2021, be returned to the Destination Marketing Reserve unallocated.

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

On January 30, 2020 as part of its approval of the second phase of initiatives under the Downtown Public Safety Strategy, Council directed:

6. That the Public Service report back to the Executive Policy Committee by March of 2021 with an update on the initiatives identified in Recommendation 1 as well as provide any additional recommendations to further enhance downtown safety.

IMPLICATIONS OF THE RECOMMENDATIONS

The balance of funds remaining from the previous allocation to the Building Exterior Lighting Program will be returned to the Destination Marketing Reserve unallocated when the Program expires in June 2021. There is currently an unused balance of approximately $215,000.

There are no additional initiatives under the Downtown Public Safety Strategy being recommended at this time.

HISTORY/DISCUSSION

On October 22, 2008 Council established a Destination Marketing Reserve (the “DMR”) to provide funding support for organizations, projects, and special events that encourage tourists to visit Winnipeg.

On December 12, 2017, Council directed the Public Service to utilize unspent funds from the Destination Marketing Reserve in support of, among other things, a multi-year downtown public safety strategy. The Public Service consulted with a variety of stakeholders to enact this strategy, alongside several coordinated and complementary initiatives, to address the complex issue of downtown safety.

In order to develop a comprehensive strategy, the Public Service convened a Downtown Safety Working Group that included representatives of multiple City Departments, the Downtown Winnipeg BIZ, the Manitoba Hotel Association, and the Winnipeg Committee for Safety. The Working Group also sought feedback from numerous other social and not-for-profit agencies. Feedback was compiled into the multi-year Downtown Public Safety Strategy, which includes improvements to existing infrastructure and programs, as well as new initiatives though technology, to enhance actual safety as well as the perception of safety amongst the public.

On July 19, 2018 Council adopted a first phase of the Downtown Public Safety Strategy (the “Strategy”), by investing into five key initiatives: the establishment of a Building Exterior Lighting Program; a new Community Safety Centre of Responsibility; expansion of the Winnipeg Police Service (WPS) closed-circuit television (CCTV) program; new software to enhance communication between the Winnipeg Police Service, security, and outreach workers (completed in 2019); and an expanded SafeWalk program.

On January 30, 2020 Council adopted a second phase of the Strategy, including: the endorsement of the City's participation in the Downtown Safety Partnership; the creation of a Community Connections Space at Millennium Library; enhanced security measures at the Millennium Library Parkade; extension of the Phase 1 SafeWalk program expansion for a second year; and modification of the existing Building Exterior Lighting Program to provide increased incentive for property owners to participate.

The previous Reports presented two phases of the Strategy with recommendations from the Public Service toward a multi-year strategy. Below are updates on each component of the Council-approved first and second phases of the multi-year downtown safety strategy.

Building Exterior Lighting Grant Program
In Phase 1 of the strategy, Council approved the creation of a 2 year Building Exterior Lighting Grant Program to support the integration of architectural lighting to create a more inviting and safer pedestrian environment downtown, for up to $300,000 from the DMR.

One project has been completed, with four more ongoing, with a total of approximately $84,500 of the $300,000 committed or close to being committed. Based on the by-law enacted for this program, the Building Exterior Lighting Grant program will end in June 2021.

Phase 2 of the strategy recommended that the Building Exterior Lighting Program By-law No. 109/2018 be amended to allow for a maximum subsidy of 90% of the eligible hard costs or $10,000.00, whichever is less, for each side of the building on which an eligible lighting project has been installed on. In its January 30, 2020 update, the Public Service identified that the program was underused despite consistent promotion to area property owners, and recommended the above change as further incentive to participate. Despite this change, there has not been any significant uptake in the program.

The Public Service is not currently recommending either an extension of the Program, or any further amendments thereto. With the current pandemic, the feedback received has highlighted that with the significant financial challenges being posed to property owners and/or those operating businesses in our downtown, property improvements such as enhanced building exterior lighting are not currently a priority.

Consultant Services for Community Safety Centre of Responsibility
Phase 1 recommended that up to $150,000 from the DMR be used for consultant services to establish recommendations for the creation of a Community Safety Centre of Responsibility to promote the development of healthy, crime-free neighbourhoods in Winnipeg.

The Public Service will be reporting back on this item in spring 2021.

Winnipeg Police Service Closed-Circuit Television Program
Phase 1 recommended that $150,000 from the DMR be used for the modernization and expansion of the Winnipeg Police Service Closed-Circuit Television program.

As of December 2020, only $1000 has been expensed as initial camera installs did not meet the needs of the organization. Funds will be utilized in 2021 for testing of a secondary model and proceeding with the program.

Safewalk Expansions
Phases 1 and 2 recommended that up to $375,000 from the DMR be used for the expansion of the SafeWalk Program through additional staff for the Exchange Business Improvement Zone, the West End Business Improvement Zone, and the Downtown Winnipeg Business Improvement Zone's SafeWalk programs.

The Exchange District BIZ reports that with the extension of DMR funding into 2020, the Community Safety Program was able to maintain foot patrol numbers at 8 and continued to allow for extensions of both days and hours of operation. They report that the loss of the funding will reduce the additional coverage. For more information please see Appendix 1.

The West End BIZ reports that the DMR funding was used to increase the number of patrols on the street. This allowed the BIZ to maintain a higher presence, with increased ability to respond to safety issues and shortened response times. For more information see Appendix 2.

On September 28, 2020, the Downtown Winnipeg Business Improvement Zone Watch Ambassadors program transitioned to the DCSP. Watch Ambassadors are now known as the CONNECT Team. In November 2020, the program was expanded by six new team members, for a total of fourteen full time members and six part time members. For more information please see Appendix 3.

Establishment of the Downtown Community Safety Partnership (DCSP)
Phase 2 recommended that Council endorse the establishment of a Downtown Safety Partnership (the "DSP") between the City, the Downtown Winnipeg Business Improvement Zone (the "Downtown BIZ") and True North Sports and Entertainment ("TNSE") for a 2 year pilot term beginning November 4, 2019, with up to $158,101.25 from the DMR to be used in support of the cost-sharing with TNSE for the compensation of the Director of Safety Initiatives, up to $3,101.25 to acquire 2 digital monitors for use by DSP staff, and cost-sharing with TNSE to a maximum contribution of $30,000.00, for consultant services required to support the Director and the operation of the DSP, which was formally incorporated as the Downtown Community Safety Partnership (the "DCSP").

The pilot is well underway, assisted significantly by a large funding contribution from Manitoba Justice. To ensure the operations of the DCSP become truly sustainable, all options are being pursued, including significant involvement from the private sector.

The intent of the DCSP has always been to bring together numerous stakeholders in the downtown community to identify current gaps in how we collectively ensure safety and wellbeing for everyone downtown. There is clear and deliberate focus on assisting people at risk of harm, to also include strengthening connections to prevent vulnerable community members from experiencing harm and assisting them to recover from unsafe non-emergency situations. The highly proactive and prevention focus of the 24/7 model will continue to develop and be refined based on research, evaluation and assessed needs.

As this approach has evolved, the direct services being offered by the DCSP are provided through three levels of interaction and engagement:

CONNECT
- 2 shifts (daytime and evening)
- Intended to be welcoming helpers
- Connecting those downtown to any needed services or information

MAC (Mobile Assistance and Connection) 24/7
- 4 shifts (evenings and nights)
- Advanced cross-training in health and social needs

COAR (Community Outreach Advocacy Resource)
- 1 shift (daytime)
- Advance outreach and training in social needs
- Performing case management with those in greatest need

The DCSP continues to recruit to reach its full complement of staffing for all three levels noted above. Further, since its inception, there has been a significant emphasis placed upon data collection and analysis, to ensure the DCSP is not only allocating resources most effectively, but also to be able to demonstrate the value of this approach to all stakeholders. In this regard, regular reporting back to the City in a variety of ways will remain ongoing.

Community Connections Space – Millennium Library
Phase 2 included a Community Connections Space – Millennium Library capital project. Winnipeg Public Library's Community Connections space received $236,000 in capital funds through the Destination Marketing Reserve on January 30, 2020. This high profile service area, located in the Millennium Library lobby, will provide high risk/high needs library visitors with access to resources, information and referral to social agencies.

The project team includes Library staff and project manager from the Planning, Property & Development Department. During spring 2020, the team completed the program of requirements for the Community Connections space. The design services RFP was developed soon after and awarded in July. The team worked with the consultant through the summer/fall to finalize design drawings for the construction tender.

Next steps include issuing the construction tender and awarding the construction contract in early 2021. Construction start is estimated at April 2021 with final completion reached by September 2021. The project has experienced overall delays due to the impact of the pandemic and subsequent library closures.

Enhanced Security – Millennium Library Parkade
Phase 2 included an Enhanced Security - Millennium Library Parkade capital project. The project was approved in the 2020-2023 Multi-Year Budget. A Request for Proposal titled "RFP No 523-2020 Millennium Library Parkade Parking Access Revenue Control System (PARCS) & Card Access Security System" closed on January 11, 2021. The RFP has combined the

installation of a new parking revenue control system with the Card Access Security System (enhanced security) as the integration of these systems is required for enhanced security. The existing parking revenue system was no longer supported for hardware and software. Upgrading the parking revenue system at the same time as installing a parking access control system provides significant enhanced security, as it will allow secure access to the parkade via both spitter tickets and dedicated access cards provided to monthly permit holders.

It is anticipated this work will be completed by May 1, 2021 and will allow for stairwells to be locked from the outside so only patrons with a valid card can enter the parkade. When coming out of the elevators and before entering into the parkade, card access will also be required to enter the parkade. One entry, from the Skywalk system, will remain open as it is an emergency egress point. Overall there will be significantly improved security once the new system is installed.

Enhanced Public Lighting
Phase 1 recommended up to $250,000 from the DMR to be allocated to enhancing public lighting in the highest-risk downtown spaces, as determined by the public service in consultation with the Winnipeg Police Services. In its January 30, 2020 report, the Public Service identified the following spaces as highest risk downtown areas that could benefit from public lighting enhancements:

- **Japanese Gardens:** The City's senior planner, Municipal Accommodations electricians, and the building owners of 155, 175 and 195 Carlton have developed a new lighting plan for the building facades and park, including updating of original electrical service and installation of new lighting; installation is planned for early 2021, with project on track for completion in spring/summer 2021;
- **Air Canada Window Park:** Project complete; a new lighting plan was developed and installed;
- **Waterfront Park (between the Mere Hotel and CIBO Café):** Installation of three new bollard-style lighting units on the east side of the path between buildings; currently costing out solar vs. conventional lighting options;
- **Central Park (corner of Edmonton & Ellice):** Two new units are planned for the southwest corner of the park by the public benches; the City will be negotiating maintenance and operating agreements with the Forks in early 2021, with installation and project completion for summer 2021; and
- **Bonnycastle Park**: Lighting upgrade to take place in spring 2021 and project on track for completion in summer 2021.

Based on this, the Public Service is projecting that all $250,000 will be expensed by end of 2021.

FINANCIAL IMPACT

Financial Impact Statement

Date: February 1, 2021

Project Name:

Destination Marketing Reserve – Multi-Year Downtown Public Safety Strategy Phase 1 and 2 Update

COMMENTS:

Any unallocated balance remaining in the Building Exterior Lighting Program at June 2021 will be returned to the Destination Marketing Reserve up the maximum current unallocated balance of $215,000. The Destination Marketing Reserve has been negatively impacted by the COVID-19 pandemic and is at risk of falling into a deficit position in 2021 due to the revenue source being accommodation tax charged on hotel stays.

Original signed by T. Yanchishyn
Tanis Yanchishyn, CPA, CA
Manager of Finance (Campus)
Corporate Finance Department

CONSULTATION

This Report has been prepared in consultation with:

Winnipeg Police Service
Corporate Finance
Community Services
Legal Services (as to legal issues)
Planning, Property & Development
Public Works – Winnipeg Parking Authority
Downtown BIZ
Exchange BIZ
West End BIZ
Downtown Community Safety Partnership

OURWINNIPEG POLICY ALIGNMENT

01-2 Safety and Security

- Direction 1: Provide a visible and effective community police presence
- Direction 3: Promote safety in buildings
- Direction 4: Promote safety on streets and sidewalks
- Direction 5: Plan for crime prevention in the built and natural environments
- Direction 6: Take a broad-scaled, complete and collaborative approach to crime prevention
- Direction 7: Implement an approach to safety and security that is collaborative and involves the community

03-2 Vitality

- Direction 3: Work in partnership with communities to identify and address neighbourhood issues

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

N/A

SUBMITTED BY

Department: Office of the Chief Administrative Officer
Prepared by: M. Jack
Date: February 1, 2021

Attachments:
Appendix 1: Exchange District BIZ Safewalk Update
Appendix 2: West End BIZ Safewalk Update
Appendix 3: Downtown Community Safety Partnership Safewalk Update