**Agenda – Council – December 16, 2021**

**Report – Executive Policy Committee – December 8, 2021**

**Item No. 12 Accessing Funding through the Local Street Renewal Reserve to support End Homelessness Winnipeg's Retrofit of 190 Disraeli Freeway into an Emergency Extreme Weather Shelter (Point Douglas Ward)**

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On December 8, 2021, the Executive Policy Committee submitted the following to Council:

1. That the report be received as information.

2. That the Public Service be directed to work with their Provincial counterparts to immediately use funds from the Disaster Prevention and Climate Resiliency Program for a capital grant of $650,000 for the 190 Disraeli Freeway Emergency Extreme Weather Shelter.

3. That the Public Service report back in 90 days with a report of possible project applications for the balance of the $1.9 Million surplus from the Disaster Prevention and Climate Resiliency Program.

4. 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 – December 8, 2021**

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On December 8, 2021, the Executive Policy Committee passed the following motion:

WHEREAS in response to extreme cold weather emergencies, shelter space is essential;

AND WHEREAS the City of Winnipeg continues to do what it can for our most vulnerable residents through working groups like the Extreme Weather Response Committee and the Kikininaw-Oma Strategy to Support Unsheltered Winnipeggers led by End Homelessness Winnipeg;

AND WHEREAS this Council passed the City's first ever Poverty Reduction Strategy, co-created with the community, that will inform the City's actions to reduce poverty;

AND WHEREAS this Council has and continues to make investments supporting End Homelessness Winnipeg and vulnerable persons seeking shelter;

AND WHEREAS the Province has already committed to provide funding to End Homelessness Winnipeg to create an additional warming space at 190 Disraeli Freeway with up to 150 new overnight beds in Winnipeg this winter for those most in need;

AND WHEREAS a grant of $650,000 for capital has been proposed from the surplus found in the Disaster Prevention and Climate Resiliency Program (hereinafter referred to as "the Program");

AND WHEREAS it is not possible for the City to use the surplus from the Program to provide a direct grant to the emergency shelter as it is not directly applicable to the Province's criteria for the Program;

AND WHEREAS the most expedient approach to funding 190 Disraeli's capital grant request would be that the Province of Manitoba provide a direct grant from the surplus of their Program;

AND WHEREAS subject to a grant of $650,000 being drawn from the Program there is an additional $1.9 Million of funds in surplus which has yet to be applied by the City of Winnipeg Public Service to projects of necessity;

**Report – Executive Policy Committee – December 8, 2021**

DECISION MAKING HISTORY (continued):

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

THEREFORE BE IT RESOLVED that the Executive Policy Committee recommend to Council:

1. That the report be received as information.

2. That the Public Service be directed to work with their Provincial counterparts to immediately use funds from the Disaster Prevention and Climate Resiliency Program for a capital grant of $650,000 for the 190 Disraeli Freeway Emergency Extreme Weather Shelter.

3. That the Public Service report back in 90 days with a report of possible project applications for the balance of the $1.9 Million surplus from the Disaster Prevention and Climate Resiliency Program.

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

# ADMINISTRATIVE REPORT

**Title:** Accessing Funding Through the Local Street Renewal Reserve to Support End Homelessness Winnipeg's Retrofit of 190 Disraeli Freeway Into an Emergency Extreme Weather Shelter

**Critical Path:** Executive Policy Committee – Council

## AUTHORIZATION

| Author | Department Head | CFO | CAO |
|---|---|---|---|
| G. Patton | G. Patton | C. Kloepfer | M. Jack |

## EXECUTIVE SUMMARY

End Homelessness Winnipeg has requested grant funding from the City of Winnipeg to retrofit 190 Disraeli Freeway into a temporary emergency extreme weather shelter.

Funding to support this grant request has been identified within the Local Street Renewal Reserve. Accessing the funding from the Local Street Renewal Reserve requires:

1. An application be made to the Province of Manitoba through the Disaster Prevention and Climate Resiliency (DPCR) program to fund the 2022 local street renewal project, Palmerston Avenue – Lenore Street to Ethelbert Street; and
2. Approval of 2/3 of City Council to use the Local Street Renewal Reserve for a purpose other than local streets, alleys, sidewalks, or bridge renewals.

The local street renewal project, Palmerston Avenue – Lenore Street to Ethelbert Street, is currently financed entirely through the Local Street Renewal Reserve.

If this project is approved and funded by the Province through the DPCR, an offsetting amount, estimated at $650,000, would become available within the Local Street Renewal Reserve. This report recommends the value of this offset ($650,000) be provided as a grant to End Homelessness Winnipeg for the purposes of retrofitting the temporary emergency extreme weather shelter located at 190 Disraeli Freeway.

The 2022 local street renewal project Palmerston Avenue – Lenore Street to Ethelbert Street is currently funded by the Local Street Renewal Reserve. The renewal of Palmerston Avenue will strengthen the City's resiliency to a flood disaster.

If the recommendations of this report are approved by Council, there will still remain unallocated funding for eligible City projects under the DPCR program. If the City is unable to identify eligible projects to utilize the remaining unallocated program funds, the funds are to be returned to the Province.

## RECOMMENDATIONS

1. That Council approve the submission of the Palmerston Avenue - Lenore Street to Ethelbert Street project for provincial funding under the Disaster Prevention and Climate Resiliency Program. The estimated eligible funding under the Program for Palmerston Avenue is $650,000.

2. That, subject to the approval of provincial funding of the Palmerston Avenue project under the Disaster Prevention and Climate Resiliency Program, the offset project funding, equal to the provincial funding received, from the Local Street Renewal Reserve be approved as a 2021 grant to End Homelessness Winnipeg for the purposes of the retrofit of 190 Disraeli Freeway for a temporary emergency extreme weather shelter for those experiencing homelessness, and that this grant not be subject to any City overhead charges.

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

Council support is required to apply for Provincial funding of the Palmerston Avenue project under the Disaster Prevention and Climate Resiliency Program.

Expenditures from the Local Street Renewal Reserve for purposes other than local streets, alleys, sidewalk or bridge renewals require the approval of two-thirds of Council.

Council approval is required to waive the 2% corporate interest overhead charge.

## IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendations of this report are approved by Council, and subject to provincial approval referenced in recommendation #2, a grant of up to $650,000 in 2021 will be provided to End Homelessness Winnipeg to support the retrofit of a temporary emergency extreme weather shelter for those experiencing homelessness, located at 190 Disraeli Freeway.

## HISTORY/DISCUSSION

On June 5, 2020, the Province of Manitoba Municipal Relations Department issued a bulletin inviting all municipalities in the Winnipeg Metropolitan Region to submit proposals for funding under the Disaster Prevention and Climate Resiliency (DPCR) program. The program guideline identifies provincial funding support of up to $15 million in total to municipalities in the Winnipeg Metropolitan Region. Funding will be awarded to successful applicants for investments in public infrastructure to mitigate the potential economic, environmental and social impacts of climate change, and strengthen our resilience to disasters triggered by natural hazards and extreme weather, thereby reducing the economic, social and environmental impacts of these events.

On July 23, 2020, Council approved the following projects for submission for funding consideration under the DPCR program:

- Lyndale Drive Riverbank Stabilization - Claremont Avenue to Birchdale Avenue;
- St. Cross Street Riverbank Stabilization - Anderson Avenue to Mortimer Place; and
- Canora Storm Water Relief Gate Chamber Upgrade.

In July 2020, the Province of Manitoba approved DPCR program funding for the following projects submitted by the City of Winnipeg:

- Lyndale Drive Riverbank Stabilization ($4,600,000); and
- Canora Storm Water Relief Gate Chamber Upgrade ($1,600,000).

As of November 2021, the approved projects are substantially complete. The City has claimed the full amount of Provincial funding for the Canora project and the Lyndale project has been completed under the approved budget. The reasons for the Lyndale project being completed under budget include favourable bidding conditions and the identified project risks not being realized during construction. Approximately $2,500,000 of the originally approved $4,600,000 in funding for the Lyndale project remains unallocated and is available for other eligible projects. The Province has encouraged the City to identify other eligible City projects that could be funded under the DPCR program. The Province has indicated that it would not re-consider the St. Cross Street Riverbank Stabilization project for funding under the program.

The Public Service has worked with subject matter experts to identify other City projects that could meet the DPCR program funding eligibility. If the recommendations of this report are ultimately approved by Council there will remain unallocated program funding that will either be allocated to an eligible City project, subject to Council approval, or be returned to the Province.

On December 16, 2020, as part of the 2021 budget process, Council approved up to $7,500,000 in 2022 Local Street Renewal project funding to facilitate delivery of industrial streets, residential streets, alleys, and sidewalk renewals, in advance of the approval of the 2022 Budget.

As part of the proposed 2022 Local Street Renewal Program, Palmerston Avenue – Lenore Street to Ethelbert Street is identified for renewal. Palmerston Avenue, within the project limits, is constructed upon the primary dike system that protects the City in the event of flood conditions within the City's river systems. In the event of a significant flood, a section of Palmerston Avenue– Arlington Street to Ethelbert Street would need to be temporarily raised to protect the City from the flood event. Renewal of the identified section of Palmerston Avenue will aid in the construction of a temporary dike should a primary dike raise be required.

The Public Service is of the opinion that the Palmerston Avenue local street renewal project meets the project eligibility of the DPCR program. As the street renewal is to be completed on the primary dike, this construction project will strengthen the City's resiliency to a flood disaster.

If the DPCR program funding application is successful, up to $650,000 within the Local Street Renewal Reserve, which funds the Local Street Renewal Program, could be offset for other purposes as determined by Council. Use of the Local Street Renewal Reserve for purposes other than local streets, alleys, sidewalk or bridge renewals requires approval of 2/3 of Council.

End Homelessness Winnipeg and its partners have approached the City for possible funding of a temporary emergency extreme weather shelter at 190 Disraeli Freeway. On November 18,

2021, the Province of Manitoba announced that it will provide $1,500,000 to End Homelessness Winnipeg to create an additional warming space with up to 150 new overnight beds in Winnipeg this winter at the 190 Disraeli Freeway location. The City is currently providing in-kind support for the space in the form of technical advice and expedited permit reviews.

The funding request from End Homelessness Winnipeg and the potential funding of the Palmerston Avenue local street project from the DPCR program presents an opportunity, if approved by Council, for the City to provide funding to the temporary emergency extreme weather shelter at 190 Disraeli Freeway.

Financial details regarding the warming space are attached as Appendix 1 and 2 of this report.

## FINANCIAL IMPACT

## Financial Impact Statement

**Date:** December 2, 2021

**Project Name:**

**First Year of Program** **2022**

Accessing Funding Through the Local Street Renewal Reserve to Support End Homelessness Winnipeg's Retrofit of 190 Disraeli Freeway Into an Emergency Extreme Weather Shelter

| | 2022 | 2023 | 2024 | 2025 | 2026 |
|---|---|---|---|---|---|
| **Capital** | | | | | |
| Capital Expenditures Required | $ 1,854,810 | $ - | $ - | $ - | $ - |
| Less: Existing Budgeted Costs | 1,204,810 | - | - | - | - |
| Additional Capital Budget Required | $ 650,000 | $ - | $ - | $ - | $ - |
| **Funding Sources:** | | | | | |
| Debt - Internal | $ - | $ - | $ - | $ - | $ - |
| Debt - External | - | - | - | - | - |
| Grants - Province of Manitoba | 650,000 | - | - | - | - |
| Reserves - Local Street Reserves | - | - | - | - | - |
| Other - Enter Description Here | - | - | - | - | - |
| Total Funding | $ 650,000 | $ - | $ - | $ - | $ - |
| Total Additional Capital Budget Required | $ 650,000 | | | | |
| Total Additional Debt Required | $ - | | | | |
| **Current Expenditures/Revenues** | | | | | |
| Direct Costs | $ - | $ - | $ - | $ - | $ - |
| Less: Incremental Revenue/Recovery | 54,810 | - | - | - | - |
| Net Cost/(Benefit) | $ (54,810) | $ - | $ - | $ - | $ - |
| Less: Existing Budget Amounts | (54,810) | - | - | - | - |
| Net Budget Adjustment Required | $ - | $ - | $ - | $ - | $ - |

**Additional Comments:** Capital expenditures required of $1,854,810 are the estimated costs of Palmerston Av Local Street Reconstruction (Class 5 estimate) plus the proposed grant to End Homelessness Winnipeg in the amount of $650,000. The existing budget of $1,204,810 is 2022 Local Street Reserve budget. The additional capital budget of $650,000 approved in this report will be funded by a Province of Manitoba grant applied for under the Disaster Prevention and Climate Resiliency Program per recommendation #1 of this report.

The net result of the recommendations will be an increase to the 2022 Regional and Local Streets Program of $650,000 with the Provincial funding being fully allocated to the Palmerston Av Local Street Reconstruction project. A new capital project in the amount of $650,000 would be created within the 2022 Regional - Local Street Capital Program named "Grant - End Homelessness Winnipeg" which would be funded fully by Local Street Renewal Reserve Budget and exempt from any internal overhead charges.

"Original signed by"

J. Ruby CPA,CA

Manager of Finance & Administration

## CONSULTATION

This Report has been prepared in consultation with:

- Public Works Department
- Water and Waste Department
- Corporate Finance Department

## OURWINNIPEG POLICY ALIGNMENT

**01-2b Emergency Preparedness, Response and Recovery**
Direction 2: Prepare for disasters and emergencies.
Direction 3: Maintain emergency planning efforts to prevent hazards from developing into disasters and to reduce the effects of natural hazards including extreme weather.

**01-3 Prosperity**
Direction 1: Provide efficient and focused civic administration and governance.
Direction 3: Maintain strong intergovernmental cooperation

**03-1 Opportunity**
Direction 3: Work with community partners to foster an inclusive and equitable community
Direction 4: Work within municipal service areas as a collaborator on poverty reduction.
Direction 5: Acknowledge that Aboriginal Winnipeggers bring a diverse richness of cultures, traditions, languages, teachings, values, skills and perspectives to our city

**03-2 VITALITY**
Direction 2: Deliver a coordinated, integrated, and seamless service response to address community needs and priorities that contribute to building healthy communities
Direction 3: Work in partnership with communities to identify and address neighbourhood issues

## WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

This report is in accordance with the Winnipeg Climate Action Plan and supports:

- Key Direction 7.1 Implement Opportunities to Improve Winnipeg's Resilience and Adaptability to the Effects of a Changing Climate (p.53).
    - Primary Responsibility: Office of Sustainability
    - Short Term Action (2018-2022)
- 
- Key Direction 7.3
    - Preserve and Manage Parks and Natural Areas to Support Climate Change Mitigation

## WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

- Goal 2: The City Actively Plans for and Partners in Affordable Housing
    - Strategy #1: Affordable Housing Strategy
        - Continue to implement the following housing related initiatives, as directed by Council on November 26, 2020 (See: the administrative report 'Menu of Options for an Affordable Housing Strategy'): formalize a Housing Speaker Series; explore zoning amendments to eliminate parking requirements for affordable housing developments; establish an administrative process and fast track development applications that include affordable housing; develop a new affordable housing program to assist affordable housing developers leverage funds from Canada Mortgage and Housing Corporation (CMHC), including a tax increment financing (TIF) incentive, capital grants, and permit fee rebates; work with the Winnipeg Housing Steering Committee to prioritize future actions and report back to Council on applicable program and resource requirements; and provide quarterly verbal updates on the Affordable Housing Strategy to the Standing Policy Committee on Property and Development.
    - Strategy #4: Collaborate on Ending Homelessness
        - Continue to support and collaborate with End Homelessness Winnipeg (EHW), the coordination of a citywide response to ending and preventing homelessness, including support for implementation of EHW's 5 Year Plan and the continued support and delivery of the recommendations of - Kíkininaw Óma – A Strategy to Support Unsheltered Winnipeggers, including support for outreach services. (see also 'Community Well-being Supports' section).
    - Strategy #5: Shelter from Extreme Weather
        - In collaboration with community partners, develop and communicate a clear, advance plan, which includes the temporary use of City facilities, including those in areas of higher poverty, for cooling and warming spaces during extreme weather events. This should include a protocol that outlines the triggers in which these spaces will open, as well as identify facilities that could be used for both day-time and overnight spaces, depending on community needs and gaps.

## SUBMITTED BY

Department: Asset and Program Management
Division: Director's Office
Prepared by: Geoffrey Patton, P.Eng.
Date: December 2, 2021
File No: N/A
Attachments:
Appendix 1: 190 Disraeli Emergency Shelter Capital Budget
Appendix 2: 190 Disraeli Emergency Shelter Sources and Uses