Minutes – Executive Policy Committee – April 20, 2022

REPORTS

Item No. 15 COVID-19 Economic Response and Recovery Plan - Projects Situated Outside the Downtown

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

The Executive Policy Committee concurred in the recommendation of all Community Committees and recommended to Council:

1. That the following projects be approved and submitted for funding under the Canada Community Building Fund (CCBF):

    A. Turtle Island Recreation Centre community spray pad ($1.5 million);

    B. Regional Park Improvements at King's Park and Kilcona Park, including active transportation ($1 million); and

    C. Regional, Community and Neighbourhood Parks, community center improvement projects, active transportation and spray pad projects investment of $7.5 million ($500,000/ward), projects to be determined by Ward Councillors working in consultation with the Public Service, including the following:

        i. The construction of a regulation size cricket field and pitch in Bridgwater Lakes Park along the east side of Bridge Lake Drive.

2. That the Public Service provide bi-annual reports to Executive Policy Committee and Council outlining progress on the completion of the projects in Recommendation 1.

3. That any of the CCBF funds for projects identified in Recommendation 1.C. that are not committed to a fully-funded project within two years following Council approval be reallocated to other eligible projects within the respective wards to support the COVID-19 pandemic recovery, to be determined by Council.

4. That subsequent to completion of the projects in Recommendation 1.C., any unspent CCBF funds from these projects be used to support other eligible projects within the respective wards, to be determined by Council.

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

DECISION MAKING HISTORY:

Moved by Councillor Gilroy,

That the recommendation of all Community Committees be concurred in and forwarded to Council.

Yea:	Bowman, Allard, Browaty, Chambers, Gilroy, Mayes, Rollins	7
Nay:		0

Carried

COMMUNITY COMMITTEE RECOMMENDATION:

On March 18, 2022, the Lord Selkirk-West Kildonan Community Committee concurred in the recommendation of the Winnipeg Public Service and recommended to the Executive Policy Committee and Council:

1. That the following projects be approved and submitted for funding under the Canada Community Building Fund (CCBF):

    A. Turtle Island Recreation Centre community spray pad ($1.5 million);

    B. Regional Park Improvements at King's Park and Kilcona Park, including active transportation ($1 million); and

    C. Regional, Community and Neighbourhood Parks, active transportation and spray pad projects investment of $7.5 million ($500,000/ward), projects to be determined by Ward Councillors working in consultation with the Public Service.

2. That the Public Service provide bi-annual reports to Executive Policy Committee and Council outlining progress on the completion of the projects in Recommendation 1.

3. That any of the CCBF funds for projects identified in Recommendation 1 that are not committed to a fully-funded project within two years following Council approval be reallocated to other eligible projects to support the COVID-19 pandemic recovery, to be determined by Council.

DECISION MAKING HISTORY (continued):

COMMUNITY COMMITTEE RECOMMENDATION (continued):

4. That subsequent to completion of the projects in Recommendation 1, any unspent CCBF funds from these projects be used to support other eligible projects, to be determined by Council.

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

On March 21, 2022, the Riel Community Committee concurred in the recommendation of the Winnipeg Public Service with the following amendments:

- In Recommendation 3 replace "Recommendation 1" with "Recommendation 1.C." and add "within the ward" immediately following the words "eligible projects".

- In Recommendation 4 replace "Recommendation 1" with "Recommendation 1.C." and add the words "within the respective wards" immediately after the words "eligible projects".

and forwarded the matter to the Executive Policy Committee and Council.

On March 22, 2022, Due to a lost vote, the East Kildonan-Transcona Community Committee submitted the report of the Winnipeg Public Service to the Executive Policy Committee without recommendation.

On March 23, 2022, the Assiniboia Community Committee concurred in the recommendation of the Winnipeg Public Service, with the following amendment:

- In Recommendation 1.C., add the words "community center improvement projects" after the words "Neighbourhood Parks," and delete the period after the words "Public Service" and replace with the following:

  ", including the following:

  i. The construction of a regulation size cricket field and pitch in Bridgwater Lakes Park along the east side of Bridge Lake Drive"

and forwarded the matter to the Executive Policy Committee and Council.

DECISION MAKING HISTORY (continued):

COMMUNITY COMMITTEE RECOMMENDATION (continued):

On March 25, 2022, the City Centre Community Committee concurred in the recommendation of the Winnipeg Public Service and recommended to the Executive Policy Committee:

1. That the following projects be approved and submitted for funding under the Canada Community Building Fund (CCBF):

    A. Turtle Island Recreation Centre community spray pad ($1.5 million);

    B. Regional Park Improvements at King's Park and Kilcona Park, including active transportation ($1 million); and

    C. Regional, Community and Neighbourhood Parks, active transportation and spray pad projects investment of $7.5 million ($500,000/ward), projects to be determined by Ward Councillors working in consultation with the Public Service.

2. That the Public Service provide bi-annual reports to Executive Policy Committee and Council outlining progress on the completion of the projects in Recommendation 1.

3. That any of the CCBF funds for projects identified in Recommendation 1 that are not committed to a fully-funded project within two years following Council approval be reallocated to other eligible projects to support the COVID-19 pandemic recovery, to be determined by Council.

4. That subsequent to completion of the projects in Recommendation 1, any unspent CCBF funds from these projects be used to support other eligible projects, to be determined by Council.

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

DECISION MAKING HISTORY (continued):

COUNCIL DECISION:

On November 25, 2021, Council concurred in the recommendation of the Executive Policy Committee and adopted the following:

1. That the Economic Response and Recovery Plan, as attached, be approved.

2. That the Public Service report back in March 2022 with a Tax Increment Financing (TIF) Policy as noted in the Economic Response and Recovery Plan.

3. That the TIF Policy include specific measurable and clearly defined outcomes which can be reported on and evaluated at yearly intervals.

4. That all TIF agreements contain cancelation clauses if specific performance objectives of the agreements are not being met.

5. That the Public Service be directed to consider the recommendations provided by all Community Committees for alignment with the COVID-19 Economic Response and Recovery Plan Framework, eligibility under the Canada Community Building Fund criteria, and geographic distribution of projects, and report back to Council as follows:

    A. Through the Standing Policy Committee on Property and Development, Heritage and Downtown Development, for all projects which qualify and fall within the scope of the Downtown Recovery Strategy and the area covered under the Downtown Winnipeg Zoning By-law 100/2004.

    B. Through the respective Community Committee, for all other projects which qualify not covered by Recommendation 5.A.

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

ADMINISTRATIVE REPORT

Title: **COVID-19 Economic Response and Recovery Plan - Projects situated outside the downtown**

Critical Path: All Community Committees – Executive Policy Committee – Council

AUTHORIZATION

Author	Department Head	CFO	CAO
M. Dryburgh	M. Jack	C. Kloepfer	M. Jack

EXECUTIVE SUMMARY

In November 2021, Council unanimously approved the COVID-19 Economic Response and Recovery Plan (The Plan).

The Plan includes $20 million for capital projects that will support the City's recovery from the COIVD-19 pandemic. The $20 million is to be divided equally to support projects situated downtown ($10 million) and projects situated outside of the downtown ($10 million). Funding for these projects will primarily be sourced from the City's additional Canada Community Building Funding received in 2021 (formerly called the Federal Gas Tax Fund), which is included in the 2022 Balanced Budget Update.

The Plan indicates that projects situated outside of the downtown are to be focused on:

- Enhancing active transportation infrastructure;
- Adding splash pads while decommissioning or converting wading pools into accessible playground structures in underserved areas of the City, and;
- Improving regional park infrastructure to accommodate social distancing measures.

This report recommends projects totaling $10 million situated outside of the downtown, using the following criteria:

- Alignment with the project categories in the Council approved Plan (noted above) and the recommendations provided by the Community Committees on The Plan;
- If the project can at a minimum be started and ideally be completed in the next two years (in order to align with the two-year timeframe of The Plan);
- The degree to which the project supports recovery from the COVID-19 pandemic, and;
- Alignment with other Council approved strategies and plans.

A list of recommended projects situated outside the downtown is contained in this report. A list of projects situated within the downtown will be addressed in a separate report for Council's consideration later this spring.

RECOMMENDATIONS

1. That the following projects be approved and submitted for funding under the Canada Community Building Fund (CCBF):

    A. Turtle Island Recreation Centre community spray pad ($1.5 million);
    B. Regional Park Improvements at King's Park and Kilcona Park, including active transportation ($1 million); and
    C. Regional, Community and Neighbourhood Parks, active transportation and spray pad projects investment of $7.5 million ($500,000/ward), projects to be determined by Ward Councillors working in consultation with the Public Service.

2. That the Public Service provide bi-annual reports to Executive Policy Committee and Council outlining progress on the completion of the projects in Recommendation 1.

3. That any of the CCBF funds for projects identified in Recommendation 1 that are not committed to a fully-funded project within two years following Council approval be reallocated to other eligible projects to support the COVID-19 pandemic recovery, to be determined by Council.

4. That subsequent to completion of the projects in Recommendation 1, any unspent CCBF funds from these projects be used to support other eligible projects, to be determined by Council.

5. That the proper officers of the City be authorized to do all things necessary to implement the intent of the forgoing.

REASON FOR THE REPORT

On November 25, 2021 Council directed the Public Service to consider the recommendations provided by all Community Committees for alignment with the COVID-19 Economic Response and Recovery Plan Framework, eligibility under the Canada Community Building Fund criteria, and geographic distribution of projects, and report back to Council as follows:

A. Through the Standing Policy Committee on Property and Development, Heritage and Downtown Development, for all projects which qualify and fall within the scope of the Downtown Recovery Strategy and the area covered under the Downtown Winnipeg Zoning By-law 100/2004.
B. Through the respective Community Committee, for all other projects which qualify not covered by Recommendation 5.A.

Council approval is required in order to submit projects for funding under the Canada Community Building Fund.

IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendations are concurred in, the Public Service will submit the projects identified for approval under the Canada Community Building Fund.

Economic Impact Analysis (EIA)

The estimated direct and indirect economic impact of the expenditures contained in this report is:

Economic Impact	Manitoba	Rest of Canada
Gross Domestic Product (GDP)	$6.2 million	$1.9 million
Person Years of Employment	42	13
Federal Government Tax Revenue	$0.7 million	$0.2 million
Provincial Government Tax Revenue	$0.7 million	N/A

Source: Statistics Canada. Table 36-10-0594-01 Input-output multipliers, detail level. Note that the 2018 GDP at basic prices simple multiplier for other engineering construction [BS23C500] was used to assess this investment. Federal and provincial government tax revenue estimates include GST, MRST, personal income taxes, corporate income taxes and other sources of taxes and fees. These are estimated using the multipliers noted above in conjunction with effective tax rates calculated from the economic accounts produced by Statistics Canada.

HISTORY / DISCUSSION

In 2021, the federal government provided one-time additional funding to municipalities under the Canada Community Building Fund (formerly known as the Federal Gas Tax Fund). Winnipeg's share of this additional funding is approximately $44.4 million. The CCBF provides funding for municipalities to invest in a number of projects including but not limited to recreation, capacity building, public transit, active transportation and road renewals.

The Council approved Economic Response and Recovery Plan (The Plan) proposes an allocation of $19 million from the additional CCBF plus $1 million funded by external City debt for ineligible costs under the CCBF, for a total of $20 million to invest in projects that support the City's recovery from the COVID-19 pandemic.

Funding of $20 million is to be divided equally between projects situated outside downtown and projects situated within the downtown as geographically defined in the Downtown Zoning By-law 200/06. This funding has been approved in the 2022 Balanced Budget Update.

Recommendations to Council on specific projects outside of the downtown are to be made by the Community Committees with input from the Public Service.

The Plan indicates that projects situated outside of the downtown are to be focused on:

- Enhancing active transportation infrastructure;
- Adding splash pads while decommissioning or converting wading pools into accessible playground structures in underserved areas of the City to align with the Council approved Wading Pool Rationalization and Spray Pad Reinvestment Strategy, and;
- Improving regional park infrastructure.

During the Community Committees' initial review of The Plan in November 2021 many members of Council indicated that consideration should be given to investments in Community and Neighbourhood Parks in addition to Regional Parks. Councillors also recommended that the

Public Service work with the local area Councillors to identify priority projects within parks. Some of the Community Committees also recommended investments in specific parks.

A 2021 report on the City's Parks and Open Space Assets identifies a Class 5 replacement value of approximately $102 million for assets in the City's Parks and Open Spaces that are deemed to be in poor or very poor condition. Approximately $30 million of this total is attributable to assets in regional parks whereas the remaining $72 million is attributable to assets in other parks and open spaces.

The replacement value of assets in poor and very poor condition in parks (excluding regional parks and Assiniboine Park) ranges from approximately $9.9 million in the Mynarski ward to approximately $1.5 million in North Kildonan. This indicates a need for investment in parks across all areas of the City.

Throughout the pandemic residents have embraced the use of parks and open spaces, active transportation facilities and splash/spray pads to congregate, socialize and exercise in a safe way while respecting physical distancing requirements. It is expected that this usage will continue and therefore investments in these assets can play an important role in supporting the user experience and ultimately the City's recovery from the COVID-19 pandemic.

This report includes recommendations from the Public Service for projects with a total estimated cost of $10 million situated outside of downtown, using the following criteria:

- Alignment with the project categories in The Plan and the recommendations previously provided by Community Committees on The Plan;
- If the project can at a minimum be started and ideally be completed in the next two years (in order to align with the two-year timeframe of The Plan);
- The degree to which the project supports recovery from the COVID-19 pandemic; and
- Alignment with other Council approved plans and strategies.

The Council approved Wading Pool Rationalization and Spray Pad Reinvestment Strategy and the forthcoming Winnipeg Recreation Strategy focus future service levels on spray pads instead of wading pools and splash pads. As wading pools and splash pads require staff supervision whereas spray pads do not, service hours for wading pools and splash pads are significantly less than spray pads. For these reasons, this report focuses on investments in spray pads instead of splash pads or wading pools.

This report recommends $2.5 million of the $10 million be invested in two specific projects identified in the table below. The cost estimates for these projects are at a Class 5 level and as such present some risk. However, if these projects are ultimately approved by Council construction will not proceed until Class 3 estimates are obtained. And, the projects will ultimately be scoped to be consistent with the available funding identified in this report.

The remaining $7.5 million of the $10 million is proposed to be divided equally among 15 wards ($500,000 per ward) for capital investments in Regional, Community and Neighbourhood Parks, active transportation and spray pad projects. These projects would be selected by the Ward Councillor working in consultation with the Public Service to ensure that they meet the CCBF eligibility requirements and can be started and ideally be completed in the next two years. This will provide opportunities for Councillors to use this as stand-alone funding to complete smaller

projects or to stack these funds with existing funding sources to complete larger projects, subject to meeting all of the program requirements of the CCBF.

The $10 million existing capital budget will be allocated to a total of 17 separate projects in order to accurately track the costs for each budget. Upon approval of this report, a request will be made to set up the projects as indicated in the table below.

Project	Estimated Cost	Electoral Ward	Notes
<u>Project 1.</u> **Turtle Island Recreation Centre community spray pad*.** Project includes a new spray pad and the potential consolidation of 2-3 older wading pools within 1km of the site, to be determined in consultation with the local area Councillor and input from the community. Project cost includes funds for reinvestment in any closed wading pool sites.	$1.5 million	Mynarski	• Supports an area of the City with a high level of people living in poverty, which continue to be disproportionately impacted by the COIVD-19 pandemic. • Planning and design can start in 2022 with construction to start in 2023. • This is the highest ranked spray pad project from the Public Service based on the Council approved criteria in the Wading Pool Rationalization and Spray Pad Reinvestment Strategy.

Project	Estimated Cost	Electoral Ward	Notes
<u>Project 2</u>. **Regional Park Improvements including active transportation:** • King's Park - Improve the asphalt path connecting the north west entrance to the east side path ($500,000). • Kilcona Park - Rebuild the asphalt paths in the south west corner of the park to, through and connecting the bridges ($500,000).	$1.0 million	St. Norbert Seine River North Kildonan	• Provides for investments in active transportation in regional parks, which are both investment categories in the Economic Response & Recovery plan. • Addresses projects in two Regional Parks located within City limits that have among the highest level of assets in poor or very poor condition (based on a combination of the % of total assets and replacement value of assets in each regional park) according to the 2021 Report on Parks and Open Space Assets. • Addresses the pandemic recovery effort by supporting safe, physically distant activities. • Projects can likely be tendered and completed over the next 2 years.

Project	Estimated Cost	Electoral Ward	Notes
<u>Projects 3-17.</u> **Regional, Community and Neighbourhood Parks.** **Active Transportation Investment.** **Spray Pads.** Individual projects to be selected by the Ward Councillor working in consultation with the Public Service to ensure eligibility under the CCBF and that the projects can be started and ideally completed in the next 2 years.	$7.5 million ($500,000/ward)	All wards	• Addresses a recommendation of the Assiniboia Community Committee to include Community and Neighbourhood Parks within the scope of the $10 million funding envelope for projects outside downtown and that specific projects be determined jointly by the Public Service and the local area Councillor. • Potentially addresses all 3 project categories in the Economic Response and Recovery Plan. • Addresses needed investments in parks city wide. • Provides many opportunities for projects to be started and completed within the next 2 years.

*The recommended Turtle Island Centre spray pad project represents a potential sixth funded spray pad project to be delivered in the 2022 and 2023 construction seasons. While it is anticipated that there is industry and City of Winnipeg capacity to plan and deliver this number of projects, there may be challenges in delivering any additional spray pads through the proposed $500,000 per ward allocation. Additional spray pads would most likely be delivered for completion in 2024 and opening in 2025.

FINANCIAL IMPACT

Financial Impact Statement

Date: February 11, 2022

Project Name:

COVID-19 Economic Response and Recovery Plan - Projects situated outside the downtown

First Year of Program **2022**

	2022	2023	2024	2025	2026
Capital					
Capital Expenditures Required	$ 4,000,000	$ 4,000,000	$ 2,000,000	$ -	$ -
Less: Existing Budgeted Costs	4,000,000	4,000,000	2,000,000	-	-
Additional Capital Budget Required	$ -	$ -	$ -	$ -	$ -
Funding Sources:					
Debt - Internal	$ -	$ -	$ -	$ -	$ -
Debt - External	-	-	-	-	-
Grants (Enter Description Here)	-	-	-	-	-
Reserves, Equity, Surplus	-	-	-	-	-
Other - Enter Description Here	-	-	-	-	-
Total Funding	$ -	$ -	$ -	$ -	$ -
Total Additional Capital Budget Required	$ -				
Total Additional Debt Required	$ -				
Current Expenditures/Revenues					
Direct Costs	$ 29,000	$ 58,000	$ 58,000	$ 58,000	$ 58,000
Less: Incremental Revenue/Recovery	200,000	200,000	100,000	-	-
Net Cost/(Benefit)	$ (171,000)	$ (142,000)	$ (42,000)	$ 58,000	$ 58,000
Less: Existing Budget Amounts	(171,000)	(142,000)	(42,000)	58,000	58,000
Net Budget Adjustment Required	$ -	$ -	$ -	$ -	$ -

Additional Comments: Capital expenditures represent the estimated costs to complete the projects included in the recommendation of this report. Funding is available in Corporate Finance Capital Project #1200002022 - Economic Response and Recovery Plan: Related Infrastructure Investments. Existing capital budget will be split into 17 projects upon approval of this report. Direct costs represent the debt and finance charges on the external debt portion of funding. Incremental Revenue/Recovery represents the estimated corporate interest and administrative overheads.

"electronically approved by J. Peters"

Jocelyn Peters, CPA, CGA
Manager of Finance & Administration (Campus)

CONSULTATION

This Report has been prepared in consultation with the departments listed below, and they concur with its content.

- Assets and Project Management
- Corporate Finance
- Community Services
- Public Works

OURWINNIPEG POLICY ALIGNMENT

Our Winnipeg 2045 (subject to third reading by Council)

- Economic Prosperity 3.16 (Optimize Facility Access) - Maximize the use of existing municipal assets to promote recreation, community development, and social interaction, while optimizing equitable access, infrastructure reinvestments, service delivery methods and resource management.

- Good Health and Well Being 4.12 (Inclusive Public Places) - Invest in inclusive active transportation-oriented public amenities in prioritized development areas on Urban Mixed-Use Corridors and other priority routes, to promote year-round accessibility, physical activity and social interaction.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

3.4 Increase Active Transportation Rates:

- Accelerate the implementation of the Pedestrian and Cycling Strategies through increased funding.
- Prioritize capital investments in active transportation to establish connected and integrated corridors for walking and cycling.

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

- Goal 6 of the Implementation Plan:
    - Assess the capital investment and operating budget requirements in City recreation facilities serving areas of higher poverty, that will maximize use of facilities, support partnership development and create community gathering places, in areas where these gaps exist in the community.

SUBMITTED BY

Department: Office of the Chief Administrative Officer
Prepared by: Matt Dryburgh Senior Manager, Economic Development and Policy
Date: Feb. 23, 2022