Minute No. 394
Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – April 5, 2022

Item No. 9 COVID-19 Economic Response and Recovery Plan – Projects Situated Inside of the Downtown

COUNCIL DECISION:

Council concurred in the recommendation of the Standing Policy Committee on Property and Development, Heritage and Downtown Development and adopted the following:

1. That the following projects totaling $10 million be approved and submitted for confirmation of eligibility under the Canada Community Building Fund (CCBF):

   A. Main Street Amenity Plan - $600,000
   B. Air Canada Park - $2.5 million
   C. Broadway Renewal - $600,000
   D. Market Lands Public Realm - $2.5 million
   E. Sidewalk Renewals - $1.8 million
   F. SHED Exchange Gateway - $600,000
   G. Central Park Enhancements - $300,000
   H. Alexander Docks Area - $600,000
   I. Downtown Wayfinding - $300,000
   J. Downton Secondary Plan-$200,000

2. That the Public Service provide annual reports to Council outlining progress on the completion of the projects in Recommendation 1, with the first report to be received no later than December 2023.

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

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

Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – April 5, 2022

DECISION MAKING HISTORY:

Moved by Councillor Gilroy,

That the recommendation of the Standing Policy Committee on Property and Development, Heritage and Downtown Development be adopted by consent.

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On April 20, 2022, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development, Heritage and Downtown Development and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On April 5, 2022, the Standing Policy Committee on Property and Development, Heritage and Downtown Development concurred in the recommendation of the Winnipeg Public Service and submitted the matter to the Executive Policy Committee and Council.

ADMINISTRATIVE REPORT

Title: COVID-19 Economic Response and Recovery Plan - Projects situated inside of the downtown

Critical Path: Property and Development, Heritage and Downtown Development – Executive Policy Committee – Council

AUTHORIZATION

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

EXECUTIVE SUMMARY

On November 25, 2021, Council unanimously approved the COVID-19 Economic Response and Recovery Plan (The Plan).

The Plan supports the Downtown Recovery Strategy (DRS) which is a three-year strategy developed by downtown stakeholder organizations and City staff with input from community members to support the recovery of the downtown from the COVID-19 pandemic.

The DRS is based on five streams: 1) Revitalizing Places 2) Energizing Downtown Spaces 3) Supporting People 4) Downtown Living 5) Building Business.

The DRS includes a request for $90 million from all three levels of government ($30 million each). The Plan includes a $30 million City investment comprised of $10 million for projects that support the Revitalizing Places stream and $20 million provided through Tax Increment Financing (TIF) that supports the Downtown Living stream of the DRS. Council approved TIF support in this regard on February 24, 2022.

This report recommends projects situated inside of the downtown totaling $10 million that support the Revitalizing Places stream of the DRS. Funding for these projects will primarily be sourced from the City's additional Canada Community Building Funding received in 2021 (formerly the Federal Gas Tax Fund), which is included in the 2022 Balanced Budget Update. Projects totaling $10 million situated outside of the downtown in support of The Plan are contained in a separate report for Council's consideration.

RECOMMENDATIONS

1. That the following projects totaling $10 million be approved and submitted for confirmation of eligibility under the Canada Community Building Fund (CCBF):
    A. Main Street Amenity Plan - $600,000
    B. Air Canada Park - $2.5 million
    C. Broadway Renewal - $600,000
    D. Market Lands Public Realm - $2.5 million
    E. Sidewalk Renewals - $1.8 million
    F. SHED Exchange Gateway - $600,000
    G. Central Park Enhancements - $300,000
    H. Alexander Docks Area - $600,000
    I. Downtown Wayfinding - $300,000
    J. Downton Secondary Plan-$200,000

2. That the Public Service provide annual reports to Council outlining progress on the completion of the projects in Recommendation 1, with the first report to be received no later than December 2023.

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

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

REASON FOR THE REPORT

The Council-approved COVID-19 Economic Response and Recovery Plan includes a City investment of $10 million in the Downtown Recovery Strategy primarily funded from the Canada Community Building Fund (CCBF), subject to Council approval of specific projects.

Council approval is required to submit projects for funding under the CCBF.

IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendations are concurred in, the Public Service will submit the projects identified for confirmation of eligibility under the CCBF.

Economic Impact Analysis (EIA)

The estimated direct and indirect economic impact of this $ 10 million expenditure 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.

HISTORY / DISCUSSION

On November 25, 2021, Council unanimously approved the COVID-19 Economic Response and Recovery Plan (The Plan). The Plan includes $20 million primarily from the CCBF to invest in projects that support the City's recovery from the COVID-19 pandemic. This funding is included in the 2022 Balanced Budget Update. The $20 million is divided equally between projects situated outside downtown and projects situated within the downtown.

The Plan also supports the Downtown Recovery Strategy (DRS), which is a three-year action strategy developed by downtown stakeholder organizations and City staff with input from community members to support the recovery of the downtown from the COVID-19 pandemic.

The DRS establishes a series of high impact strategic actions and investments for the next three years along five streams: 1) Revitalizing Places 2) Energizing Downtown Spaces 3) Supporting People 4) Downtown Living 5) Building Business. Anticipated outcomes of the DRS include:

- Improved accessibility and connectivity between downtown districts.
- Increased tourism and local visitation downtown.
- Ensuring that indigenous considerations and stories are prominent downtown.
- Enhanced existing commercial clusters and sustained businesses.
- Increase the residential population downtown.

Further details on each of the five streams of the DRS is contained in Appendix A, attached.

The DRS includes a request for $90 million from all three levels of government ($30 million each). The Plan includes a $30 million City investment comprised of $10 million for projects that support the Revitalizing Places stream and $20 million provided through Tax Increment Financing (TIF) that supports the Downtown Living stream of the DRS. Council approved TIF support in this regard on February 24, 2022.

This report recommends projects inside of the Downtown totaling $10 million that support the Revitalizing Places stream of the DRS. Funding for these projects will primarily be sourced from the City's additional Canada Community Building Funding received in 2021 (formerly the Federal Gas Tax Fund), which is included in the 2022 Balanced Budget Update. Projects totaling $10 million situated outside of the downtown in support of The Plan are contained in a separate report for Council's consideration.

Revitalizing Places

The Downtown Action Team, chaired by the CAO, has been asked to steer the implementation of the DRS. It includes the organizations on the DRS working group including CentreVenture, Tourism Winnipeg, Downtown Winnipeg BIZ, Exchange District BIZ, West End BIZ, End Homelessness Winnipeg, Downtown Community Safety Partnership, and the Winnipeg Arts Council.

The projects in the table below are recommended by the Downtown Action Team to support the Revitalizing Places stream of the DRS. Most of the cost estimates for these projects are at a Class 5 level. Construction will not proceed on any of these projects until Class 3 estimates are obtained. Construction of these projects will be undertaken over three years starting in 2022. Further details on each of these projects are contained in Appendix A.

"Other Possible Leveraged Funds," as shown in the table below, reflect a combination of confirmed budget funding from the City as well as a combination of confirmed and unconfirmed funding from other levels of government and the philanthropic sector. All of these projects will ultimately be scaled to match the amount of confirmed funding available for each project.

The administration and procurement of projects in the DRS will be overseen and coordinated by the City of Winnipeg Department of Planning, Property and Development and other City departments as appropriate in consultation with the Downtown Action Team. Phasing and scoping of the investment plan over a three-year period allows for flexibility and rescoping within the program and fundraising budgets.

The $10 million existing capital budget will be allocated to a total of 10 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.

Description	**Proposed CCBF**	**Other Possible Leveraged Funds**
Project # 1 - Main Street Amenity Plan. The landscape surrounding the new public washroom and Thunderbird House will be revitalized. Project includes: • Further community engagement and consultation with stakeholders; • Construction of new landscaping around the public washroom and Thunderbird House; • Restoration of Thunderbird House, and; • Waste management strategy including infrastructure and operating plan.	$600,000	$1.4 million
Project # 2 - Air Canada Park. Complete revitalization of the park as a public space while advancing Truth and Reconciliation objectives. Ongoing community	$2.5 million	$300,000

Description	Proposed CCBF	Other Possible Leveraged Funds
engagement and consultation with neighbouring property owners will guide specific project elements.		
Project # 3 - Broadway Renewal. Preliminary work to include a design workshop with property owners and area stakeholders to reimagine the boulevard as a linear park. Project includes installation of pedestrian amenities, street furniture, waste receptacles and bike racks. Project to coincide with planned street and sidewalk renewals over the next 2 years.	$600,000	$9.2 million
Project # 4 - Market Lands Public Realm. Project includes the design and construction of public urban plazas, sidewalks, trees and furniture to surround the buildings to be constructed on the site of the former Public Safety Building.	$2.5 million	$51.8 million
Project # 5 - Sidewalk renewals Includes enhanced funding to identify and prioritize sidewalk renewals in strategic areas of the downtown that will achieve the highest economic and community benefit.	$1.8 million	$1.1 million
Project # 6 - SHED Exchange Gateway. Project improves the connection between the exchange and SHED via a series of initiatives including but not limited to: • Creation of a new public plaza space for outdoor programming in front of Burton Cummings Theatre, as a phase one project; • Create a shared street on Albert Street (like John Hirsch Way in the East Exchange) to improve accessibility and encourage quality adjacent active main floor uses, and; • Improve the intersections/connections at Notre Dame Avenue to improve the pedestrian experience to/from SHED and Exchange District.	$600,000	$2.2 million
Project # 7 - Central Park Enhancements. Project includes a number of enhancements and upgrades to the park that may include, but are not limited to, lighting improvements, installation of a permanent volleyball court and hockey rink, retrofit of washrooms and enhanced pathways and cycling connections.	$300,000	$300,000
Project # 8 - Alexander Docks Area. Project includes a schematic design for the entire area as well as rehabilitation or replacement of the docks. It also includes the conversion of the upper bank gravel lot into a park with public realm enhancements as a first phase of this project.	$600,000	$2.2 million
Project # 9 - Downtown Wayfinding. Project will involve consulting on, and piloting physical components of, a new wayfinding system at key gateways in the downtown. It also includes establishing a timeline as well as a plan to replace existing downtown wayfinding physical components.	$300,000	$1 million
Project # 10 - Downtown Secondary Plan*. This plan will:	$200,000	$250,000

Description	Proposed CCBF	Other Possible Leveraged Funds
• Determine strategies to meet infill targets in each downtown district or neighbourhood; • Align public investments across departments in the downtown; • Identify high impact catalyst project opportunities to promote interest and excitement in the downtown; • Modernize downtown zoning and design guidelines, and; • Establish indicators to determine whether the goals of the plan are being achieved.		
Total	$10 million	$69.8 million

*Funding for the Downtown Secondary Plan is being recommended by the City administration rather than the Downtown Action Team. The City is currently awaiting confirmation from the federal government that secondary plans are eligible under the capacity building component the CCBF. If the federal government ultimately determines that secondary plans are ineligible under the CCBF then it is proposed that the $200,000 for this item be reallocated to the sidewalk renewal project #5.

FINANCIAL IMPACT

Financial Impact Statement

Date: March 14, 2022

Project Name:

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

First Year of Program **2022**

	2022	2023	2024	2025	2026
Capital					
Capital Expenditures Required	$ 2,500,000	$ 2,500,000	$ 2,500,000	$ 2,500,000	$ -
Less: Existing Budgeted Costs	2,500,000	2,500,000	2,500,000	2,500,000	-
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	125,000	125,000	125,000	125,000	-
Net Cost/(Benefit)	$ (96,000)	$ (67,000)	$ (67,000)	$ (67,000)	$ 58,000
Less: Existing Budget Amounts	(96,000)	(67,000)	(67,000)	(67,000)	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 10 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 Jocelyn Peters"
Jocelyn Peters, CPA, CGA
Manager of Finance (Campus)
Corporate Finance Department

CONSULTATION

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

- Asset and Project Management
- Corporate Finance
- Public Works
- Property, Planning and Development

OURWINNIPEG POLICY ALIGNMENT

Our Winnipeg 2045 (subject to third reading by Council)

- **Economic Prosperity - 3.6 Downtown Economic Investment**. Prioritize the Downtown by leveraging private and public investments, including housing, entrepreneurship, arts, entertainment, and tourism, that advance its status as an economic driver.

- **Good Health and Well Being - 4.9 Inclusive Public Places.** Provide and promote the amenities, and the design and maintenance standards, necessary to ensure accessible, safe and sanitary conditions in gathering spaces frequented by the public.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

- **Community Climate Resiliency 7.3.** Preserve and Manage Parks and Natural Areas to Support Climate Change Mitigation.

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

- **Poverty Reduction Strategy Implementation Plan Goal 6 (15)** - Ensure parks and open spaces are designed, managed, and operated using equity-based principles, ensuring that all are made to feel welcome and that these public spaces serve the diverse needs of community members.

SUBMITTED BY

Department: Office of the Chief Administrative Officer
Prepared by: Matt Dryburgh Senior Manager, Economic Development and Policy
Date: March 17, 2022

Attachments:
Appendix A – Downtown Recovery Strategy Streams