Minutes – Executive Policy Committee – December 5, 2023

REPORTS

Item No. 19 2024 City Infrastructure Plan

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

The Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service and recommended to Council:

1. That this report be received as information.

DECISION MAKING HISTORY:

Moved by Councillor Lukes,

That the recommendation of the Winnipeg Public Service be concurred in and forwarded to Council.

Carried

ADMINISTRATIVE REPORT

Title: 2024 City Infrastructure Plan

Critical Path: Executive Policy Committee - Council

AUTHORIZATION

Author	Department Head	CFO	CAO
C. Klos	G. Patton	N/A	M. Jack

EXECUTIVE SUMMARY

The City's 2024 Infrastructure Plan incorporates a four-year update that expands upon the information previously outlined in the 2020 Infrastructure Plan.

The Infrastructure Plan is meant to provide a cross-service view of needs, support the coordination and alignment of departmental strategies and inform the decision-making process on overall City priorities. Demonstrating the links between capital investments, benefits, and alignment with long term corporate objectives offers a better understanding of service delivery impacts, risk and affordability to drive the development of a multi-year capital budget.

Ultimately, the decision on what investments to undertake rests with Council. The Public Service aims to provide Council with quality recommendations to assist in the decision-making process.

Since the 2020 Infrastructure Plan, Council approved significant capital funding towards the top priorities recommended in the plan. This equated to just over $1 billion in strategic investments across a large number of services.

Using feedback received from internal and external stakeholders, a number of improvements to the Infrastructure Plan have been made to facilitate access to data, to increase transparency and to illustrate alignment to key priorities. This has mainly been accomplished through the development of an interactive tool allowing decision makers and users to navigate through various departments, services and strategies.

The Infrastructure Plan has been reformatted to provide a service-based view of prioritized needs that incorporates projects and programs inclusive of both tax, utility supported services, and special operating agencies over $5 million. With the inclusion of programs, this version of the Infrastructure Plan constitutes almost 100 percent of the City's total forecasted ($4.8 billion) and unfunded ($8.0 billion) capital needs over the next 10 years with a combined total Capital Plan of $12.8 billion.

RECOMMENDATIONS

1. That this report be received as information.

REASON FOR THE REPORT

The 2022 Capital Budget Recommendations stated:

That further to Council direction on June 24, 2021, the development of the Strategic Infrastructure Plan for Sustainable Social and Economic Development be delivered by the public service in phases:

Phase 1: Investigation of existing underground water and sewer capacity at an estimated cost of $3.0 million to be funded by Water and Waste retained earnings;

Phase 2: Identification of water and sewer capacity needed to promote infill and accommodate new communities; and

Future phases: Identification of trade and commerce enabling infrastructure including:

a. Road and bridge requirements, including items like mobility for trucking routes and the movement of goods within the city in accordance with the Transportation Master Plan;
b. Information technology infrastructure to promote new investment; and
c. Infrastructure needed for effective emergency services.

It was also recommended that the Strategic Infrastructure Plan for Sustainable Social and Economic Development and the estimated cost to complete the work be referred to in the 2023 balanced budget update process.

IMPLICATIONS OF THE RECOMMENDATIONS

There are no direct implications to receiving this report as information. The annual City Infrastructure Plan will be integrated into the Investment Planning cycle and 2024-2027 Multi-Year Budget process.

HISTORY/DISCUSSION

Asset Management Prioritization (AMP) Tool

The prioritization tool uses a weighted, multi-criteria analysis to evaluate how the proposed investments contribute to a range of service needs and strategic priorities. The degree to which services are used by citizens as well as the relative importance and impact of the service, are added features to the improved prioritization tool which allow these elements to be considered as part of the evaluation. By comparing these benefits to the overall cost, an investment's relative value can be assessed.

Although the AMP tool helps rank projects quantitatively, other sources of information have been used to support the project recommendation process. Elements of the City's Strategic Priority Action Plan, economic studies and, estimate accuracy are a sampling of those sources that were considered when prioritizing investments for consideration. These elements will be reviewed as formal inputs for future iterations to the AMP tool.

2024 Infrastructure Plan (IP)

The Infrastructure Plan provides a cross-service view of infrastructure needs that supports enhanced decision making on overall city priorities. The IP identifies water and sewer upgrades, road and bridge improvements, information technology, emergency services and other identified infrastructure needs to support a growing City. Demonstrating the links between capital investments, benefits, and alignment with long term corporate objectives offers a better understanding of service delivery impacts, risk and affordability.

Since the 2020 Infrastructure Plan, Council approved significant capital funding towards the City's top priorities identified in the plan. Pending approval of the 2024-2027 multi-year budget, this will equate to just over $1 billion in strategic investments across a multitude of services.

From the 2020 list, there are a total of 12 projects that have been completed or are proposed to be funded through the current multi-year capital budget. These include:

Investments with approved budgets and not present in the 2024 IP

- North End Sewage Treatment plant (NEWPCC) Upgrades: Biosolids
- Boni-Vital Pool
- St. James Civic Centre - Facility Expansion

Investments forecasted for approval in the 2024 budget

- Water Meter Renewals
- Bus Radio and Intelligent Transportation System (ITS) Replacement
- North Garage Replacement
- Southwest Interceptor River Crossing
- St Vital Bridge Rehabilitation
- Pembina Hwy Overpass Rehabilitation at Abinojii Mikanah
- Facility Optimization - Waverley West Station
- Lagimodiere Twin Overpasses Rehabilitation (Concordia & CPR Keewatin)
- Silver Heights Fire Paramedic Station

The IP has added greater focus on growth-enabling and growth-supportive infrastructure to better identify investments that support Council's land use and development objectives as prescribed in OurWinnipeg 2045 and Complete Communities 2.0.

Growth-enabling investments include regional-scale infrastructure that is a prerequisite to development. Without this infrastructure, growth in the identified development area would not happen or could be delayed, without the initiation or completion of the planned investment. Common examples include: water feeder mains, wastewater interceptors, and development of major roads into undeveloped areas of the city.

Growth-supportive investments include regional-scale infrastructure that is not a prerequisite to development but is needed to support the targeted levels of service for the community. Supporting infrastructure such as fire stations and recreation facilities are essential to creating complete communities. While not a prerequisite to development, this is infrastructure that may be expected by residents to be provided over a neighbourhood's build-out as essential to creating complete communities.

The IP compiles recommended capital investments from all relevant service areas, including Water and Waste. Recommended projects that will address water and sewer capacity in infill areas will be considered and evaluated against all other investment needs.

As infill development and densification occurs in Winnipeg, increased pressure is put on existing underground infrastructure, such as wastewater collection, land drainage and water distribution systems.

To support development, Council approved $3 million in the 2022 Capital Budget to have the Water and Waste department initiate a study that would evaluate the existing water, sewer and land drainage systems, to identify areas which may be at or nearing capacity. Different engineering solutions and associated investments may be required to accommodate infill growth depending on its location.

The IP is meant to inform the capital planning process and ensure alignment with long-term city objectives. The estimated timing and cost of the projects provides decision-makers with advance notice to better prepare for the required financial strategies needed to support the identified needs while balancing the multi-year Capital Budget.

Investments that are approved in the Capital Budget ultimately provide the Public Service direction to initiate projects and execute them using the City's project management process. As such, the 10-year Capital Plan solidifies the City's strategies and overall goals and how those objectives will be achieved by outlining specific activities, resources and timing.

It should be noted the IP is not a Capital Budget.

The IP has been reformatted to provide a service-based view of prioritized needs that includes projects and programs inclusive of both tax and utility supported services, over $5 million. With the inclusion of programs, this version of the IP constitutes almost 100 percent of the City's total forecasted ($4.8 billion) and unfunded ($8.0 billion) capital needs over the next 10 years with a combined total Capital Plan of $12.8 billion.

The Infrastructure funding level is a metric that represents the ratio between planned investments and the City's total capital needs. The Public Service will continue to use its established methodology for tracking infrastructure investments through on-going assessments of the Infrastructure Deficit.

FINANCIAL IMPACT

Financial Impact Statement

Date: November 1, 2023

Project Name:

2024 City Infrastructure Plan

COMMENTS:

There are no direct financial implications associated with this report.

Mike McGinn Nov. 1, 2023

Mike McGinn, CPA, CA
Manager of Finance

CONSULTATION

This Report has been prepared in consultation with:

- Public Works
- Water and Waste
- Winnipeg Transit
- Community Services
- Winnipeg Fire Paramedic Service
- Winnipeg Police Service
- Corporate Finance
- Customer Service and Communication
- Economic Development & Policy
- Planning Property & Development
- Innovation & Technology
- Audit

OURWINNIPEG POLICY ALIGNMENT

Goal - Leadership and Good Governance

Objective: Achieve community-responsive service delivery through an aligned, integrated, collaborative and results-oriented organizational culture.

1.4 Integrated Knowledge and Resources
Coordinate inter-departmental systems, projects and resources, making the best use of internal and external expertise to better understand service needs, find the most appropriate solutions, optimize resources, and maximize community outcomes.

Objective: Establish and implement priority actions through evidence-informed decision-making processes

1.5 Evidence-Informed Decisions
Invest in data and technology in order to support objective, evidence-informed decision-making; support open government and open data principles for collection and sharing; help coordinate records and information management; and improve process efficiency, results-based service delivery and accountability.

1.6 Results-Based Budgeting
Use this Plan as a foundation for municipal budget priorities to achieve integrated, intergenerational life-cycle planning that maximizes community return on investment.

Goal - Environmental Resilience

Objective: Prioritize the transition to a resilient, low-carbon future through demonstrated organizational and community leadership, and collaborative actions that mitigate and adapt to a changing climate.

2.2 Climate Action Investment
Prioritize the long-term economic benefits of sustainability and climate action in municipal decision-making processes, including the budget, investment planning and procurement processes.

Goal - Economic Prosperity

Objective: Ensure transparent and predictable conditions are in place to support desired business growth through attraction, investment and retention.

3.2 Strategic Enterprise Supports
Incorporate municipal asset investment and divestment criteria into decision-making that promotes sustainable economic growth, through the evaluation of long-term economic impact and community return on investment.

Goal - Good Health and Well-Being

Objective: Support positive health outcomes through the built and natural environment.

4.8 Building Safety
Enforce compliance with building codes and property maintenance standards, to ensure housing quality, safe building occupancy, and extended building lifecycles.

Objective: Proactively identify and address threats to community safety and well-being.

4.10 Transportation Safety
Design, construct, maintain, and regulate an integrated and sustainable transportation system and related infrastructure that optimize safe, connected and reliable mobility, and minimize severe injuries and fatalities for all road users.

Goal - Social Equity

Objective: Advance social cohesion through community development solutions, coordinated, effective partnerships and responsive service delivery.

5.8 Community Cohesion
Provide opportunities for creative, cultural, and artistic expression through municipal facility design, public place-making, and community-led initiatives to promote community relationship-building, identity and sense of belonging.

Goal - City Building

Objective: Responsibly plan, prioritize and accommodate growth in areas that best support complete communities principles to achieve this Plan's sustainable development goals.

6.8 Plan for and Accommodate Forecasted Growth
Provide for predictable development, through the timely delivery of City-funded growth-enabling and growth-supportive infrastructure, within the City's financial capacity.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

Key Directions:

1.2 Understand and Integrate Business and Economic Implications of Climate Action into Decision Making Processes

4.2 Ensure New Areas of Growth are Designed According to the Principles of Complete Communities

5.1 Increase Energy Performance of Existing Buildings

5.2 Improve Energy Performance of New Buildings

6.1 Reduce Consumption and Increase Waste Diversion from Residential, Commercial and Industry

7.3 Preserve and Manage Parks and Natural Areas to Support Climate Change Mitigation

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

Goal 1: Equity and a Culture of Caring are Demonstrated through Implementation and Systems Change

10-year Objectives:

C. Equity and a Culture of Caring are factored into all service planning and budget decisions, resulting in City-wide systems change.

Goal 5: Transportation System Equity is Enhanced

10-year Objectives:
B. Improvements to transportation and transit infrastructure and services prioritize areas of higher poverty, and increased interconnectivity to employment and affordable goods and services.

Goal 6: All City Services are Equitable, Inclusive and Accessible

10-year Objectives:
B. Community development models and collaborative approaches are enhanced or initiated for service planning & delivery in areas of higher poverty.

SUBMITTED BY

Department: Assets and Project Management
Division: Infrastructure Planning Office
Prepared by: Chris Klos, Manager, Corporate Asset Management Office
Date: November 1, 2023

Attachments:

Appendix A - Supplementary info to support the 2024 Infrastructure Plan
https://www.winnipeg.ca/2024infrastructureplan

Appendix B - 2024 – 2033 Project/Program Listing

Appendix C - 2024 Infrastructure Plan
https://www.winnipeg.ca/infrastructureplan