Minutes – Council – July 18, 2024

Minute No. 382
Report – Executive Policy Committee – July 9, 2024

Item No. 11 **Secondary Plan – CentrePlan 2050 – Proposed Downtown Secondary Plan**
File SP 1/2024

COUNCIL DECISION:

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

1. That first reading be given to CentrePlan 2050 Secondary Plan By-law No. 72/2024 (the "By-law", Appendix B of this report), with the following amendments:

    A. In Section 1.3.2, amend the third bullet point by adding the words "and removes the red tape associated with the Downtown Urban Design Standards" after the words "and predictability"

    B. Delete Section 1.3.4 in its entirety and replace with the following:

        "1.3.4 Review the Urban Design Review process to ensure it is clear, concise, and aligns with the Downtown Urban Design Standards, and first consider if it should be eliminated, in order to make development of greenspace, housing, commercial, and entertainment districts in the downtown faster, more efficient, and more affordable."

2. That, upon instruction from the Director of Planning, Property and Development, the Director of Legal Services and City Solicitor be directed to return the By-law directly to Council for second reading and third reading.

3. That the following actions and funding requests be referred to the 2025 Budget Review Process:

    A. Up to $250,000 for a pilot project to animate Graham Avenue once buses come off the street in June 2025 (coordination work to begin immediately in partnership with key Graham stakeholders), including programming at street level, with a timeline to be provided to the Standing Policy Committee on Property and Development in June 2025, to coincide with the transit withdrawal.

Report – Executive Policy Committee – July 9, 2024

COUNCIL DECISION (continued):

B. Up to $1,500,000 for construction and detailed design drawings for Graham Avenue plus a "Graham Avenue Animation Strategy" (both to be implemented in partnership with CentreVenture) that outlines commitments and responsibilities of public, private, and non-profit partners, to ensure the street is a successful, safe, and well-maintained public space year-round.

C. Up to $2,250,000 annually in 2025, 2026, and 2027 to waive/reimburse fees associated with residential development Downtown, in recognition of the increased costs associated with Downtown development. Fees to be reimbursed would include (but may not be limited to) building permits, urban design review, heritage permits, and loss of paid parking for on-street staging.

D. Up to $250,000 to support the development and implementation of a community-focused plan for Thunderbird House and the surrounding area that includes, but is not limited to: safety, site maintenance, housing, single room occupancy (SRO) hotels, expectations for development, public open space, and ongoing support and investment.

E. $46,000 to fund seasonal honorariums for major neighbourhood cleanup events to assist with cleaning the Downtown area.

4. That the Public Service be directed to work with CentreVenture and other governments on the following initiatives, reporting back to Council with updates on the progress of initiative 4.A. through D. below within one year including any budgetary requests:

A. Establish a tri-level agreement with the federal and provincial governments (like the Winnipeg Core Area Initiative model) to assist with CentrePlan 2050 implementation.

B. Create a single window approach for intergovernmental collaboration on housing development Downtown to ensure programs across governments complement and support one another, and to help meet governmental targets for affordable and social housing.

C. Redevelop provincial or crown corporation-owned surface parking lots for residential development.

Report – Executive Policy Committee – July 9, 2024

COUNCIL DECISION (continued):

D. Develop long-term coordinated development incentives with provincial and federal governments for market and non-market housing to meet our growth targets.

5. That the Public Service be directed to work with the Exchange District Business Improvement Zone to create a collection of linked entertainment spaces that can be managed as a whole, centered around Old Market Square. Approvals and processes would be streamlined to ensure event planning in this area is simple and straightforward.

6. That the Public Service be directed to report back to Council with options for establishing a dedicated long-term funding source for CentrePlan 2050 implementation, including exploring potential models for tripartite/multi-governmental agreements.

7. That the Public Service be directed to provide quarterly verbal progress report to the Standing Policy Committee on Property and Development until July, 2025, on ways to make development in the downtown faster, more efficient, and more economical.

8. That the Public Service be directed to report back to the Standing Policy Committee on Public Works on the creation of rideshare curb stops on Portage Avenue.

9. 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 – July 9, 2024

DECISION MAKING HISTORY:

Moved by His Worship Mayor Gillingham,

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

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On July 9, 2024, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development, with the following amendment:

- Delete Recommendation 3.E and replace with the following:

  "E. $46,000 to fund seasonal honorariums for major neighbourhood cleanup events to assist with cleaning the Downtown area."

and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On July 4, 2024, the Standing Policy Committee on Property and Development concurred in the recommendation of the Winnipeg Public Service, with the following amendments:

- In Recommendation 1, delete the words "Attachment B of this report)." and replace with the following:

  "Appendix B of this report), with the following amendments:

  A. In Section 1.3.2, amend the third bullet point by adding the words "and removes the red tape associated with the Downtown Urban Design Standards" after the words "and predictability"

  B. Delete Section 1.3.4 in its entirety and replace with the following:

Report – Executive Policy Committee – July 9, 2024

DECISION MAKING HISTORY (continued):

STANDING COMMITTEE RECOMMENDATION (continued):

> "1.3.4 Review the Urban Design Review process to ensure it is clear, concise, and aligns with the Downtown Urban Design Standards, and first consider if it should be eliminated, in order to make development of greenspace, housing, commercial, and entertainment districts in the downtown faster, more efficient, and more affordable."

- In Recommendation 3.A., delete the period after the words "Graham stakeholders)" and replace with ", including programming at street level, with a timeline to be provided to the Standing Policy Committee on Property and Development in June 2025, to coincide with the transit withdrawal."

- Add the following new Recommendations 7 and 8 and renumber the remaining accordingly:

  "7. That the Public Service be directed to provide quarterly verbal progress report to the Standing Policy Committee on Property and Development until July, 2025, on ways to make development in the downtown faster, more efficient, and more economical.

  8. That the Public Service be directed to report back to the Standing Policy Committee on Public Works on the creation of rideshare curb stops on Portage Avenue."

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

PUBLIC HEARING SUMMARY

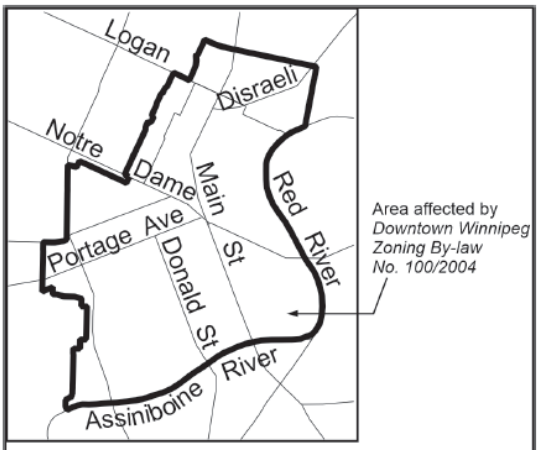
File: **SP 1/2024**

Before: Standing Policy Committee on Property and Development
Councillor Rollins, Chairperson
Councillor Allard
Councillor Dobson
Councillor Duncan

Public Hearing: July 4, 2024
Council Building, 510 Main Street

Applicant: The City of Winnipeg
(Director of Planning, Property and Development)

Subject:



N

CITY CENTRE & LORD SELKIRK
WEST KILDONAN
COMMUNITY

APPLICANT: City of Winnipeg (Richard Mahé)
FILE: SP 1/2024
PROPOSAL: A public hearing (pursuant to Section 234(3) of the City of Winnipeg Charter) will be held regarding a proposal to adopt a secondary plan by-law for the area affected by the Downtown Winnipeg Zoning By-law No. 100/2004. Once adopted by Council, the plan will guide development and municipal investments within the plan area. **For information, phone, R. Mahé Planner at 204-986-8631**
DEMANDEUR: Ville de Winnipeg (Richard Mahé)
N° DE DOSSIER: PS 1/2024
PROJET: En vertu du paragraphe 234(3) de la Charte de la ville de Winnipeg, une audience publique aura lieu relativement à la proposition d'adopter un règlement municipal sur un plan secondaire pour le secteur touché par le Downtown Winnipeg Zoning By-law No. 100/2004 (règlement municipal sur le zonage du centre-ville de Winnipeg). Une fois adopté par le conseil municipal, le plan orientera l'aménagement et les investissements municipaux dans le secteur visé. **Pour plus de renseignements, communiquez avec R. Mahé, urbaniste, au 204-986-8631.**

Premises Affected: The entire downtown area

For submission to: Executive Policy Committee

Prepared by: Leah Cowan, Senior Committee Clerk
Standing Policy Committee on Property and Development

Report date: July 4, 2024

Standing Committee Recommendation:

On July 4, 2024, the Standing Policy Committee on Property and Development concurred in the recommendation of the Winnipeg Public Service, as amended, and recommended to the Executive Policy Committee:

1. That first reading be given to CentrePlan 2050 Secondary Plan By-law No. 72/2024 (the "By-law", ***Appendix B of this report), with the following amendments:***

    A. In Section 1.3.2, amend the third bullet point by adding the words "and removes the red tape associated with the Downtown Urban Design Standards" after the words "and predictability"

    B. Delete Section 1.3.4 in its entirety and replace with the following:

    "1.3.4 Review the Urban Design Review process to ensure it is clear, concise, and aligns with the Downtown Urban Design Standards, and first consider if it should be eliminated, in order to make development of greenspace, housing, commercial, and entertainment districts in the downtown faster, more efficient, and more affordable."

2. That, upon instruction from the Director of Planning, Property and Development, the Director of Legal Services and City Solicitor be directed to return the By-law directly to Council for second reading and third reading.

3. That the following actions and funding requests be referred to the 2025 Budget Review Process:

    A. Up to $250,000 for a pilot project to animate Graham Avenue once buses come off the street in June 2025 (coordination work to begin immediately in partnership with key Graham stakeholders)***, including programming at street level, with a timeline to be provided to the Standing Policy Committee on Property and Development in June 2025, to coincide with the transit withdrawal.***

B. Up to $1,500,000 for construction and detailed design drawings for Graham Avenue plus a "Graham Avenue Animation Strategy" (both to be implemented in partnership with CentreVenture) that outlines commitments and responsibilities of public, private, and non-profit partners, to ensure the street is a successful, safe, and well-maintained public space year-round.

C. Up to $2,250,000 annually in 2025, 2026, and 2027 to waive/reimburse fees associated with residential development Downtown, in recognition of the increased costs associated with Downtown development. Fees to be reimbursed would include (but may not be limited to) building permits, urban design review, heritage permits, and loss of paid parking for on-street staging.

D. Up to $250,000 to support the development and implementation of a community-focused plan for Thunderbird House and the surrounding area that includes, but is not limited to: safety, site maintenance, housing, single room occupancy (SRO) hotels, expectations for development, public open space, and ongoing support and investment.

E. $46,000 to support a request from Main Street Project to fund seasonal honorariums for major neighbourhood cleanup events, as well as Siloam Mission's MOST (Mission off the Streets) employment program, to assist with cleaning the Downtown area.

4. That the Public Service be directed to work with CentreVenture and other governments on the following initiatives, reporting back to Council with updates on the progress of initiative 4.A. through D. below within one year including any budgetary requests:

A. Establish a tri-level agreement with the federal and provincial governments (like the Winnipeg Core Area Initiative model) to assist with CentrePlan 2050 implementation.

B. Create a single window approach for intergovernmental collaboration on housing development Downtown to ensure programs across governments complement and support one another, and to help meet governmental targets for affordable and social housing.

C. Redevelop provincial or crown corporation-owned surface parking lots for residential development.

D. Develop long-term coordinated development incentives with provincial and federal governments for market and non-market housing to meet our growth targets.

5. That the Public Service be directed to work with the Exchange District Business Improvement Zone to create a collection of linked entertainment spaces that can be managed as a whole, centered around Old Market Square. Approvals and processes would be streamlined to ensure event planning in this area is simple and straightforward.

6. That the Public Service be directed to report back to Council with options for establishing a dedicated long-term funding source for CentrePlan 2050 implementation, including exploring potential models for tripartite/multi-governmental agreements.

7. That the Public Service be directed to provide quarterly verbal progress report to the Standing Policy Committee on Property and Development until July, 2025, on ways to make development in the downtown faster, more efficient, and more economical.

8. That the Public Service be directed to report back to the Standing Policy Committee on Public Works on the creation of rideshare curb stops on Portage Avenue.

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

Note: The wording in bold and italics denotes amendments made by the Standing Committee.

The Standing Policy Committee on Property and Development provided the following supporting reasons for its recommendation:

1. In the main, CentrePlan has really taken into account the advocacy and strengths of the downtown stakeholders, indigenous government, and businesses and not for profits that want to invest.

2. Supportive of CentrePlan because it's critical to increasing social and economic downtown success, including safety, including addressing homelessness, and working on transportation equity and placemaking and for those reasons I'm very supportive.

Objections under the Charter:	Total number of **v**alid objections as per section 125(2) – 1 In accordance with section 236.1(1), the threshold for sufficient objection has not been met.
Exhibits Filed:	1. Application dated March 25, 2024 2. Notification of Public Hearing 3. MBEA Amendment – Addition of the Downtown Zoning By-law No. 100/2024 4. Report from the Urban Planning Division dated May 22, 2024 5. Communication dated June 28, 2024 from Beth McKechnie in support of the application 6. Communication dated July 2, 2024 from Jennifer L. Partridge in support of the application 7. Presentation dated July 3, 2024 from the Applicant in support of the application 8. Communication dated July 4, 2024 from Heather Fast in support of the application 9. Communication dated July 4, 2024 from Madeleine Dafoe in support of the application 10. Communication dated July 3, 2024 from Eduard Epp with respect to the application 11. Presentation dated July 4, 2024, with respect to the application submitted by Richard Milgrom at the public hearing 12. Recording of Representations

REPRESENTATIONS:

In Support:

Ken Berg
Cathy Campbell
Alexandra Caporale
Mark Cohoe
Madeleine Dafoe
Heather Fast
Kate Fenske
Wendy Janzen
Karin Kliewer
Paul Loewen
Jamil Mahmood
Beth McKechnie
Jennifer L. Partridge
David Pensato
Brian Pincott
Vivian Santos
Laura Tyler

In Opposition:

David Grant

For Information:

Kevin Donnelly
Eduard Epp
Richard Milgrom

For the City:

H. Borys, Director, Planning, Property and Development Department
K. Kowalke, Principal Planner, Planning, Property and Development Department
J. Veitch, Acting Manager of Urban Planning and Design, Planning, Property and Development Department

Exhibit "4" referred to in File SP 1/2024

ADMINISTRATIVE REPORT

Title: SP 1/2024 – *CentrePlan 2050*, proposed Downtown Secondary Plan – Public Hearing

Critical Path: Standing Policy Committee on Property and Development – Executive Policy Committee – Council

AUTHORIZATION

Author	Department Head	CFO	CAO
J. Veitch	H. Borys	T. Graham	M. Jack

EXECUTIVE SUMMARY

The *Complete Communities Direction Strategy 2.0* ("CCDS 2.0") directs the City to create a Downtown plan and Council's *Strategic Priorities Action Plan* ("SPAP") directs the City to accelerate completion of the Downtown plan.

The draft Downtown plan (*CentrePlan 2050*, Attachment A) is ready for Council consideration as a Secondary Plan By-law. *CentrePlan 2050* will be a roadmap to help coordinate investment and development Downtown over the next 30 years. It also has specific actions and policies to help Downtown change from an area with mostly office workers to one that has more residents. This will get more people on the street, for more hours of the day.

The Public Service conducted online and in-person public and stakeholder engagement involved 7,300 website visits; 3,879 survey responses; two open house events; 10+ workshops and pop-up events; committee participation; and dozens of one-on-one meetings with Downtown developers and stakeholders.

Other parts of the *CentrePlan 2050* process (including an urban design standards document, a streetscape design standards manual, and functional design for key bike routes) will be discussed at decision-making committees later in 2024.

The report recommends approval of *CentrePlan 2050* as a secondary plan by-law, and also includes recommendations related to both immediate and longer-term plan implementation.

RECOMMENDATIONS

1. That Council give first reading to *CentrePlan 2050 Secondary Plan* By-law No. 72/2024 (the "By-law", Attachment B of this report).

2. That, upon instruction from the Director of Planning, Property and Development, the Director of Legal Services and City Solicitor be directed to return the By-law directly to Council for second reading and third reading.

3. That the following actions and funding requests be referred to the 2025 budget process:

    A. Up to $250,000 for a pilot project to animate Graham Avenue once buses come off the street in June 2025 (coordination work to begin immediately in partnership with key Graham stakeholders).

    B. Up to $1,500,000 for construction and detailed design drawings for Graham Avenue plus a “Graham Avenue Animation Strategy” (both to be implemented in partnership with CentreVenture) that outlines commitments and responsibilities of public, private, and non-profit partners, to ensure the street is a successful, safe, and well-maintained public space year-round.

    C. Up to $2,250,000 annually in 2025, 2026, and 2027 to waive/reimburse fees associated with residential development Downtown, in recognition of the increased costs associated with Downtown development. Fees to be reimbursed would include (but may not be limited to) building permits, urban design review, heritage permits, and loss of paid parking for on-street staging.

    D. Up to $250,000 to support the development and implementation of a community-focused plan for Thunderbird House and the surrounding area that includes, but is not limited to: safety, site maintenance, housing, single room occupancy (SRO) hotels, expectations for development, public open space, and ongoing support and investment.

    E. $46,000 to support a request from Main Street Project to fund seasonal honorariums for major neighbourhood cleanup events, as well as Siloam Mission’s MOST (Mission off the Streets) employment program, to assist with cleaning the Downtown area.

4. That the Public Service be directed to work with CentreVenture and other governments on the following initiatives, reporting back to Council with updates on the progress of initiative 4.A. through D. below within one year including any budgetary requests:

    A. Establish a tri-level agreement with the federal and provincial governments (like the Winnipeg Core Area Initiative model) to assist with *CentrePlan 2050* implementation.

    B. Create a single window approach for intergovernmental collaboration on housing development Downtown to ensure programs across governments complement and support one another, and to help meet governmental targets for affordable and social housing.

    C. Redevelop provincial or crown corporation-owned surface parking lots for residential development.

D. Develop long-term coordinated development incentives with provincial and federal governments for market and non-market housing to meet our growth targets.

5. That the Public Service be directed to work with the Exchange District Business Improvement Zone to create a collection of linked entertainment spaces that can be managed as a whole, centered around Old Market Square. Approvals and processes would be streamlined to ensure event planning in this area is simple and straightforward.

6. That the Public Service be directed to report back to Council with options for establishing a dedicated long-term funding source for *CentrePlan 2050* implementation, including exploring potential models for tripartite/multi-governmental agreements.

7. 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

CCDS 2.0 directs the City to create a Downtown plan with a vision, parameters, and policies for future development and redevelopment. It also directs the Public Service to establish related targets and indicators.

SPAP outlines key initiatives and priority themes to shape the future of Winnipeg. One of the five key themes is the Downtown, and a strategic direction within the SPAP is to "accelerate completion of the downtown secondary plan (CentrePlan)."

Only Council can enact a by-law. A public hearing is required to be held in advance of first reading of a secondary plan by-law (Charter sections 234(3) and 236.1(2)).

IMPLICATIONS OF THE RECOMMENDATIONS

If Council concurs with the recommendations, the report will proceed to Council to provide first reading to the proposed *CentrePlan 2050 Secondary Plan Bylaw*. If there are no significant changes or objections, the by-law can proceed for second and third reading.

If the recommendations are concurred in and the plan is approved as a secondary plan by-law, the Public Service can begin implementation of the short-term action plan and will return to Council with options related to long-term funding of plan implementation.

Financial implications of the recommendations involve investment in Graham Avenue (one-time request of up to $1,750,000 for detailed construction drawings, ongoing animation, and a temporary pilot project to animate the street once buses come off the street), investment in areas with higher service needs ($296,000), and investment in Downtown development incentives (estimated at approximately $2,250,000/year, for 2025, 2026, and 2027).

HISTORY/DISCUSSION

Winnipeg's Downtown is the heart of the city and a major economic driver; it has the highest concentration of employment and is our central hub for innovation and creativity.

Over the last decade, the City coordinated with other levels of Government, offered incentives for development, and made significant strides to make Downtown a lively and dynamic place. However, the COVID-19 Pandemic stopped that momentum and revealed that office workers cannot be the only people bringing life and economic activity downtown.

During the pandemic, short-term measures like the Downtown Recovery Strategy were taken to encourage economic recovery. Municipal investments and partnerships contributed to the renewal of Broadway and the redesign of Air Canada Park, but there is more work to be done. *CentrePlan 2050* builds on the positive momentum and short-term initiatives outlined in the Strategy and creates the Downtown vision for the future.

Key to Downtown Winnipeg's success is getting more people on the street, for more hours every day. To do this, a long-term plan is needed to guide investment and development and foster continued coordination and collaboration with stakeholders.

CentrePlan 2050 will be the City's main tool for determining how we experience Downtown over the next 25 years. It will be a roadmap for long-term investment in Downtown Winnipeg and set corporate priorities and actions, guiding investment in parks, open spaces, streets, and buildings. *CentrePlan 2050* will help transform what Downtown's neighbourhoods' look and feel like and change how people get around.

CentrePlan 2050 will apply to the Downtown area, as outlined in the *Downtown Winnipeg Zoning By-law 100/2004* (Plan area included in Attachment E).

Recommendations 1 and 2 – *CentrePlan 2050* secondary plan approval process

The draft *CentrePlan 2050* document is ready for Council consideration as a Secondary Plan By-law. It is organized according to five strategic moves. Every strategic move has a list of goals, each of which has associated actions and policies. These include:

- Strategic Move 1: Create great urban neighbourhoods;
- Strategic Move 2: Re-envision streets to foster urban life;
- Strategic Move 3: Grow a greener Downtown;
- Strategic Move 4: Create a lively Downtown;
- Strategic Move 5: Improve Downtown governance and implementation.

CentrePlan 2050, as submitted, was created by the Public Service with significant input and advice from over 50 experts across City departments, as well as Downtown stakeholders that include private, public, and non-profit sector individuals and organizations.

The process associated with the creation of *CentrePlan 2050* has been underway for over two years. As part of this process, the project team has been reviewing Downtown studies and strategies created by the City, its partners, or by external or community organizations over the past 20 years (e.g. Exchange District Plans; CentreVenture plans and reports). A full list of over

100 documents reviewed throughout this process is included as Attachment C of this report, but a few examples of how existing studies and plans informed *CentrePlan 2050* are below.

- Previous versions of *CentrePlan* (2008, 2001, 1999, 1995) included policy direction to incentivize residential development with a focus on creating a variety of housing options; this is a core theme of *CentrePlan 2050*. These documents also had policy direction to enhance connectivity and the quality of our streetscapes Downtown. To meet these objectives, *CentrePlan 2050* seeks to fast track the implementation of the *Winnipeg Transit Master Plan* Downtown and create a *Streetscape Design Standards Manual*. In addition, it includes policy to improve our streets and public spaces through a proposed "percent for art" policy.
- The *Exchange Waterfront Neighbourhood Development Program* (2014-2018) identified a timeline for implementing the reconstruction of streets within the East Exchange District. *CentrePlan 2050* includes policies and actions to ensure these remaining streets will be redone in a manner that supports residential development.

- Examples of aligned actions within *The Exchange District Community Investment Strategy* (2023 document by the Exchange District BIZ) that influenced *CentrePlan 2050* include:
    - Creating an Arts Festival Campus centered around Old Market Square (more information in discussion section below)
    - Developing Alexander Avenue by Waterfront Drive as a shared street
    - Piloting Albert Street as a shared street with slower traffic speeds, and develop King Street as Chinatown's signature high street
    - Creating residential development incentives and decreasing the amount of surface parking lots
    - Improving pedestrian crossings along Main Street
    - Supporting initiatives that invest in the Neeginan precinct (referred to as Main and Higgins area in *CentrePlan 2050*)
    - Supporting the development at Marketlands

<u>Preparation of *CentrePlan 2050* included three phases of engagement:</u>

- In Phase 1, the public and stakeholders shared insight and ideas on how to attract more people to live and visit Downtown. The project team also reviewed over 100 plans and strategies for our Downtown. Feedback from Phase 1 informed the draft of *CentrePlan 2050*. In Phase 1, the project webpage had 7,300 visits, and the City received 3,879 survey responses. In addition, 213 people attended seven different workshops and pop-up engagement events, and 402 people attended the Open House event.

- Phase 2 focused on stakeholder engagement to identify gaps in the plan, gather feedback on key actions and priorities, understand how the plan may impact stakeholders, and address any concerns. The *CentrePlan 2050* project team met with 37 stakeholders, organizations, and associations. The project team also hosted additional stakeholder workshops and meetings related to Graham Avenue, Urban Design Standards, and functional design of bike lanes Downtown.

- Phase 3 involved presenting the draft document to the public at two open house events on May 15 and 23, 2024. After the public hearing, CentrePlan 2050 will move through the secondary plan approval process. Summaries of input from stakeholders and the

public, and how it helped shape CentrePlan 2050, can be found in Attachment D of this report.

The project team also engaged individually with residents who live, work, and visit the Downtown and community stakeholders, including local businesses, property owners, and service providers, through individual meetings and participation on and presentations to community committees and boards.

Other major components of *CentrePlan 2050*, including a *Streetscape Design Standards Manual*, an *Urban Design Standards* document, and functional design of east-west bike routes Downtown, will be brought to appropriate decision-making committees in the fall of 2024.

Recommendation 3 – actions and funding requests for the 2025 budget process

The following items have been identified by the Public Service as opportunities for immediate action, which (pending Council approval) will enable *CentrePlan 2050* implementation to begin. These immediate actions stem directly from stakeholder input and the Plan itself and capitalize on current needs and opportunities. The items identified for short-term action are highlighted below.

Graham Avenue

As part of the *Winnipeg Transit Master Plan*, buses will move off Graham Avenue in June 2025 and the street will no longer have the activity that was generated by people getting on and off the bus. There is both a need and an opportunity to address this issue by transforming Graham Avenue into a destination, plaza, and linear park for residents, office workers, and all Winnipeg residents. Re-envisioning this street to be a people-oriented space will:

- Support the public, private, and non-profit investment and assets that already exist along Graham Avenue (e.g. Canada Life Place, True North Square, Wawanesa, City Place, many small businesses along west Graham Avenue, heritage resources);
- Support new development at Wehwehneh Bahgahkinahgohn (former HBC building) and Portage Place; and
- Encourage development opportunities on surface parking lots and underutilized sites in the surrounding area.

Transforming Graham Avenue will require proactive work from the City, not only to create construction drawings in a timely manner, but also to plan for how the street will be used, animated, and maintained over the long term. In addition, there is need for an interim plan to animate the street immediately after the buses come off and draw people to support the existing businesses on Graham.

To achieve this in a timely manner, the following funding is being requested:

- Short term interim plan/pilot project to animate the street beginning July 1, 2025 – up to $250,000;
- Construction drawings and long-term animation strategy – up to $1,500,000;
- Long-term Animation Strategy.

Waiving or reimbursing permit fees

Stakeholder conversations throughout the project repeatedly pointed out that, although development Downtown is desirable, it is also more costly and more difficult than elsewhere in the City. This is due to fees associated with the loss of on-street parking due to construction staging, parking fees for tradespeople, and other circumstances not experienced elsewhere.

To encourage development and align with incentives created through the Housing Accelerator Fund, the Public Service is recommending that fees associated with Downtown residential development be waived/reimbursed until Housing Accelerator Funding is dispersed (2027), and that the Public Service be authorized to implement this temporary change.

The Public Service is requesting up to $2,250,000 annually in 2025, 2026, and 2027 to compensate for the lost revenue associated with loss of parking fees (estimated to be approximately $1,000,000 annually) and permitting fees (roughly estimated to be $2,500/unit, multiplied by the housing goal of 500 Downtown units/year for a total of $1,250,000 annually).

When the limited time period of three years is over, there will be an opportunity to reassess the effectiveness of this City incentive.

Community-focused plan for Thunderbird House and surrounding area ($250,000)

Part of the *CentrePlan 2050* process involved staff participation in community committees and attendance at community events. There are many organizations and agencies doing great work in this area who voiced a desire for ongoing coordination to allow them to focus on their work while encouraging communication and collaboration and reducing duplication of efforts. There is an opportunity to support and invest in the community, contribute to well-being for Winnipeg's most vulnerable residents, and establish a level of service that meets the needs in this area (e.g. washrooms, garbage collection, street maintenance, etc.). The Public Service is recommending that discussions begin to determine the City's role in these ongoing planning and coordination efforts, and that funding be allocated to support these efforts. This aligns with action 6.3.1 in the *Poverty Reduction Strategy Implementation Plan*.

Main Street Project and community stakeholder request ($46,000)

A group of community stakeholders convened by Main Street Project received financial support from the Winnipeg Foundation and pro bono waste management expertise from Dillon Consulting to create a litter and waste management plan to address ongoing challenges related to area cleanliness. The aim is to navigate complex and unique community needs while reducing litter, promoting accountability and collaboration, and improving waste management infrastructure and practices within the neighborhood.

Through this plan (which is supported by $140,000 from other funding sources), they are requesting financial and operational support from the City of Winnipeg. The $46,000 would fund seasonal honorariums for major neighbourhood cleanup events, as well as Siloam Mission's MOST (Mission off the Streets) employment program to assist with cleaning the Downtown area.

Recommendation 4 – priority actions from within existing resources

This recommendation includes actions that can be initiated immediately, pending *CentrePlan 2050* approval. These actions involve working with CentreVenture and other governments to align efforts and create more residential development. Ensuring funding is aligned and

programs across governments complement and support one another will help achieve residential goals.

Proposed actions under this recommendation include:

- establishing a tri-level agreement with federal and provincial governments (like the Winnipeg Core Area Initiative model) to fund and assist with *CentrePlan 2050* implementation;
- creating a single window approach for intergovernmental collaboration on housing development Downtown to ensure programs across governments complement and support one another, and to help meet governmental targets for affordable and social housing;
- redeveloping provincial or crown corporation-owned surface parking lots for residential development; and
- developing long-term coordinated development incentives with provincial and federal governments for market and non-market housing to meet our growth targets.

If this recommendation is approved, the public service could begin work on the proposed initiatives and return to Council with any budgetary requests once proposed incentives and plans are developed.

Recommendation 5 – Exchange District Arts Festival Campus.

The *Exchange District Community Investment Strategy* proposes the development of an “Arts Festival Campus”, which would be in the area around Old Market Square, where many events and festivals occur. This would involve the development of a collection of linked entertainment spaces that can be managed as a whole. This initiative would involve a stakeholder partnership that includes the City of Winnipeg, the Exchange District BIZ, and other stakeholders as needed. Shared infrastructure could include furniture for on-street activation and street closures, and processes would be streamlined to ensure event planning in this area is simple and straightforward.

Recommendation 6 – long term funding source

Downtown is the economic driver of the City and all of Winnipeg benefits from this. But Downtown needs immediate attention and investment. There is an opportunity to reverse current downward trends and explore how to fund and maintain the projects that will draw people to live and visit Downtown.

Many organizations, people, and governments are ready to work on priorities, particularly those spurring residential development Downtown. To encourage this over the long term, it is recommended that a long-term and dedicated revenue stream be allocated for Downtown, which will lever funding from other levels of government and private sources and help forge partnerships as we work towards a collective goal.

There is a possibility to reinvest the revenue generated Downtown (through business taxes and parking revenue) into actions and projects that will help achieve the Downtown Winnipeggers want and deserve; there is also potential to explore partnerships with other governments to help lever funding for the plan. Therefore, it is recommended that the Public Service report back with options related to how to support *CentrePlan 2050* implementation over the long term.

FINANCIAL IMPACT

Financial Impact Statement

Date: May 13, 2024

Project Name:

SP 1/2024 – CentrePlan 2050, proposed Downtown Secondary Plan – Public Hearing

First Year of Program 2025

	2025	2026	2027	2028	2026 to 2032
Capital					
Capital Expenditures Required	$ -	$ -	$ -	$ -	$ -
Less: Existing Budgeted Costs	-	-	-	-	-
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	$ 4,296,000	$ 2,250,000	$ 2,250,000	$ -	$ -
Less: Incremental Revenue/Recovery	-	-	-	-	-
Net Cost/(Benefit)	$ 4,296,000	$ 2,250,000	$ 2,250,000	$ -	$ -
Less: Existing Budget Amounts	-	-	-	-	-
Net Budget Adjustment Required	$ 4,296,000	$ 2,250,000	$ 2,250,000	$ -	$ -

Additional Comments: Direct costs in 2025 consist of $1.5 million for the construction drawings, $2.25 million in lost parking revenues & permit fees, $250,000 for the pilot project on Graham Avenue, $250,000 for a community-focused plan for Thunderbird House and $46,000 for Main Street Project honourariums. For 2026 & 2027, direct costs consist of the $2.25 million in lost parking revenues & permit fees. Given that the recommendation is to refer these financial matters to the 2025 budget process, there are currently no existing budget amounts.

Mike McGinn May 13, 2024

Mike McGinn, CPA, CA
Manager of Finance

CONSULTATION

This Report has been prepared in consultation with:

- Legal Services (as to legal issues)
- Public Works

OURWINNIPEG POLICY ALIGNMENT

OurWinnipeg 2045

- Economic Prosperity goal, policy 3.6 (Downtown Economic Investment) directs the City to "*prioritize the Downtown by leveraging private and public investments, including housing, entrepreneurship, arts, entertainment, and tourism, that advance its status as an economic driver*."

- City Building goal, policy 6.19 (Downtown Economic Investment) directs the City to "f*acilitate the intensification of Downtown residential development that supports the diversity of housing needs, and builds on the character of existing Downtown districts and destinations."*

Complete Communities Direction Strategy 2.0

- CCDS 2.0 directs the City to create a Downtown plan that:
    - Clearly articulates/defines a framework of districts, nodes, destinations, and corridors;

    - Defines a vision, parameters, and policies for future development and redevelopment, all modes of transportation, the transportation network, greenspace/open space, and urban design.

- CCDS 2.0 directs the Public Service to define appropriate targets and indicators for redevelopment and intensification.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

CentrePlan 2050 includes specific Downtown land use-related policies and actions that support the strategic opportunities associated with the *Winnipeg Climate Action Plan*, including (but not limited to) encouraging sustainable buildings Downtown, creating the infrastructure to support more sustainable forms of transportation, encouraging EV charging stations, densification, and general greening. These actions support the following strategic opportunities:

- Strategic Opportunity #3, Advancing Sustainable Transportation – Increase Mobility Options and Shift to Zero Emission Vehicles
    - 3.1 Increase Use and Efficiency of Public Transit Systems
    - 3.2 Increase the Density of Urban Development Along Key Transit Corridors
    - 3.4 Increase Active Transportation Rates
    - 3.6 Increase the Use of Electric Vehicles

- Strategic Opportunity #4, Facilitate Compact, Complete Development and Increase Density

- 4.3 Pursue Transit-Oriented Development

- Strategic Opportunity #5, Low Carbon and Energy Efficient Buildings
  - 5.2 Improve Energy Performance of New Buildings

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

Winnipeg's Downtown and surrounding neighbourhoods include areas of higher poverty, which requires a greater focus on providing the services people need to maintain a healthy neighbourhood that works well, and includes investment in the built environment as well as in programs and policies that increase quality of life for people living in poverty. Therefore, the Public Service recommends that *CentrePlan 2050* and the *Poverty Reduction Strategy* be implemented simultaneously.

CentrePlan 2050 includes specific Downtown land use-related policies and actions that support the Goals and Objectives of the *Poverty Reduction Strategy* including but not limited to water stations in public parks, encouraging affordable housing, and policies related to public washrooms. These actions support the following goals:

- Goal 1: Equity and a Culture of Caring are demonstrated through strategy Implementation and systems change
  - Objective A - City roles, responsibilities, and resources to implement the strategy are clearly assigned
  - Objective D - The City advocates for and pursues partnerships to implement the Strategy.

- Goal 2: The City actively plans for and partners in Affordable Housing
  - Objective A - The City's capacity and commitment to advancing affordable housing initiatives are increased.
  - Objective C - Municipal tools, resources and partnerships are developed and used to encourage and facilitate affordable housing development.

- Goal 4: Community well-being supports for those in greatest need are increased
  - Objective A - The immediate needs of residents experiencing homelessness or at risk of homelessness are met through collaboration with community partners and other levels of government.

- Goal 5: Transportation System Equity is Enhanced
  - Objective A - The affordability and accessibility of transportation and transit service is increased.

- Goal 6: All City Services are Equitable, Inclusive and Accessible
  - Objective C - Use of City's tools and resources are maximized to reduce systemic inequities

SUBMITTED BY

Department: Planning, Property and Development
Division: Urban Planning and Design
Prepared by: Richard Mahé
Date: May 22, 2024
File No: SP 1/2024

Attachments:

Attachment A – Draft CentrePlan 2050 Downtown Secondary Plan
Attachment B – By-law No. 72/2024
Attachment C – List of plans reviewed in CentrePlan 2050 process
Attachment D – Engagement summary reports
Attachment E – Plan area