Agenda – Standing Policy Committee on Property and Development – March 5, 2026

REPORTS

Item No. 7 CentrePlan 2050 Actions

WINNIPEG PUBLIC SERVICE RECOMMENDATION:

1. That the updates about joint City/CentreVenture action items be received as information.

2. That $7,700,000 over a four-year period be referred to the 2027 budget process, to support CentrePlan 2050 actions related to Downtown safety/livability, beautification, placemaking, and cleanliness. Potential actions, descriptions, and estimated projected costs (by year) can be found in Appendix A.

3. That Council delegate to the CAO the authority to enter into grant agreements for funding from external sources (like the Province of Manitoba or the Federation of Canadian Municipalities) if matching funding can be found, without an additional report to Council. Grant funding must support Downtown/CentrePlan projects or the 2027-2030 CentrePlan actions proposed in Appendix A.

4. That the Public Service be directed to report back by March 2027 with updated requests for CentrePlan 2050 actions, to be considered in future years' budget processes.

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:

COUNCIL DECISION:

On September 25, 2025, Council concurred in the recommendation of the Standing Policy Committee on Property and Development and adopted the following:

1. That an extension of time of 180 days be granted for the Winnipeg Public Service to work with CentreVenture and other governments on the following initiatives, reporting back to Council with updates on the progress of initiatives 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.

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

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On September 16, 2025, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development and submitted the matter to Council.

DECISION MAKING HISTORY (continued):

STANDING COMMITTEE RECOMMENDATION:

On September 12, 2025, the Standing Policy Committee on Property and Development concurred in the recommendation of the Winnipeg Public Service and recommended to the Executive Policy Committee and Council that an extension of time of 180 days be granted to report back on the matter.

COUNCIL DECISION:

On July 17, 2025, Council concurred in the recommendation of the Standing Policy Committee on Property and Development and adopted the following:

1. That the recommendation of the Winnipeg Public Service be laid over for 30 days, namely:

    A. That an extension of time of 180 days be granted for the Winnipeg Public Service to report back on the following:

        i. Working 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.

DECISION MAKING HISTORY (continued):

COUNCIL DECISION (continued):

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

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On July 8, 2025, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On July 4, 2025, the Standing Policy Committee on Property and Development submitted the following to the Executive Policy Committee and Council:

1. That the recommendation of the Winnipeg Public Service be laid over for 30 days.

COUNCIL DECISION:

On July 18, 2024, Council adopted the recommendation of the Executive Policy Committee which included the following:

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.

DECISION MAKING HISTORY (continued):

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.

ADMINISTRATIVE REPORT

Title: CentrePlan 2050 Actions

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	T. Graham, acting for J. Dunford

EXECUTIVE SUMMARY

CentrePlan 2050 is the City of Winnipeg's plan for how Downtown should grow and change over the next 25 years. This plan was adopted by Council in September 2024.

The report provides an update on:

- *CentrePlan* actions, and
- Highlights other actions, policies, and projects that require funding.

A list of priority actions and estimated costs are found in Appendix A.

To date, the Public Service and CentreVenture continue to work together on:

- investigating external sources to help fund actions found in *CentrePlan 2050*,
- creating a simple and clear process to assist property owners and developers to get more housing Downtown. This process must make sure that all programs fit well together, and that everyone is working towards the same goal,
- working with the Province of Manitoba to turn provincial/crown parking lots into housing,
- creating ways to encourage developers to build more housing Downtown. This means both financial help and easier processes.

The Public Service is recommending that $7,700,000 over a four-year period be referred to the 2027 budget process. This will be used to support *CentrePlan 2050* actions related to Downtown safety/livability, beautification, placemaking, and cleanliness. The Public Service is also seeking permission to accept grant funding from external sources like the Province of Manitoba or the Federation of Canadian Municipalities.

RECOMMENDATIONS

1. That the updates about joint City/CentreVenture action items be received as information.

2. That $7,700,000 over a four-year period be referred to the 2027 budget process, to support *CentrePlan 2050* actions related to Downtown safety/livability, beautification, placemaking, and cleanliness. Potential actions, descriptions, and estimated projected costs (by year) can be found in Appendix A.

3. That Council delegate to the CAO the authority to enter into grant agreements for funding from external sources (like the Province of Manitoba or the Federation of Canadian Municipalities) if matching funding can be found, without an additional report to Council. Grant funding must support Downtown/*CentrePlan* projects or the 2027-2030 *CentrePlan* actions proposed in Appendix A.

4. That the Public Service be directed to report back by March 2027 with updated requests for *CentrePlan 2050* actions, to be considered in future years' budget processes.

5. 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

On July 18, 2024, Council directed the Public Service to work with CentreVenture and other governments, reporting back to Council with updates on the progress of specific *CentrePlan*-related initiatives, including any budgetary requests.

Council also directed the Public Service to report back to Council with options for establishing a dedicated long-term funding source for *CentrePlan 2050* implementation.

IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendations are approved, the Public Service will prepare for the investment planning process for 2027. If successful, the proposed work plan and funding will support ongoing *CentrePlan 2050* implementation.

HISTORY/DISCUSSION

HISTORY

On July 18, 2024, Council concurred in the recommendation of the Executive Policy Committee and adopted the following *CentrePlan*-related actions:

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 request:*
    A. *Establish a tri-level agreement with the federal and provincial governments (like the Winnipeg Core Area Initiatives 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-owned surface parking lots for residential development.*
    D. *Develop long-term coordinated development initiatives with provincial and federal governments for market and non-market housing to meet our growth targets.*

Other report recommendations involved financial requests for specific priority *CentrePlan* actions. Recommendation 6 of that same report also included direction for the Public Service *"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."*

DISCUSSION

CentrePlan 2050 is the City's Downtown secondary plan, adopted by Council in September 2024. *CentrePlan* functions as a cross-departmental work plan and long-range vision for Downtown Winnipeg. It includes specific action items identified to advance the vision for Downtown while encouraging more people to live and visit Downtown.

CentrePlan includes five strategic moves that focus on creating great urban neighbourhoods; re-envisioning our streets to foster urban life; growing a greener downtown; fostering learning innovation and local businesses; and funding the plan to and measure progress to ensure success.

CentrePlan also has actions that direct the Public Service to work with CentreVenture to support development downtown (5.4.3 & 5.4.5).

Current context and momentum

Since the *CentrePlan 2050* process began, the Downtown Planning team has been deepening relationships across departments and with Downtown partners. Partners include (but are not limited to) CentreVenture, Downtown Winnipeg Business Improvement Zone (BIZ), Exchange District BIZ, West End BIZ, True North Sports and Entertainment, Southern Chiefs' Organization, the Forks North Portage, and organizations participating in the Main Street Area Action Plan.

These partnerships have been pivotal in advancing the *CentrePlan* vision. An example of this is the pedestrianization of a four-block area of Graham Avenue in 2025. In a few short months, City departments and external partners created a new bike and pedestrian area in response to unprecedented changes to the City's transit system.

Economic investments downtown are currently hundreds of millions of dollars.
Diverse projects include Railside at the Forks, the Southern Chiefs' Organization redevelopment of the old Hudson's Bay Building (Wehwehneh Bahgahkinahgohn) and a partnership in the Portage Place redevelopment with True North Real Estate Development. The Manitoba Métis Federation - Government of the Red River Métis is establishing their National Heritage Centre (La Plas Taanshi kaa-Ishipamachihoyaahk) at Portage and Main. There are also two hotels currently under construction and thousands of residential units in various stages of development.

A common question voiced by Downtown investors is "What is the City doing to protect my investment?". *CentrePlan 2050* aims to do just that. The proposed *CentrePlan* actions in Appendix A are tangible ways the City can support existing developments, encourage new development, and fulfil *CentrePlan 2050* commitments related to Downtown cleanliness, safety, placemaking and beautification.

Joint City/CentreVenture Actions

As part of the *CentrePlan 2050* approval process, the Public Service was directed to work with CentreVenture on the following actions.

A. Tri-level agreement for *CentrePlan 2050* implementation

Throughout the *CentrePlan* engagement process, the Project Team heard from stakeholders that long-term, dedicated funding for implementation was key to success. Both stakeholders and decision-makers mentioned past successes with funding programs supported by multiple levels of government like the Winnipeg Partnership Agreement (WPA). This program addressed urban challenges through targeted investments in infrastructure, community development, and economic opportunities.

Downtown has seen other successes from past joint efforts, where funding from multiple levels of government led to an uptick in Downtown development and revitalization. Other projects include the redevelopment of Waterfront Drive and the creation of the Forks National Historic Site. All these developments relied on initial investments and targeted areas and are long term (10+year) ongoing projects that continue to make a large impact Downtown.

The overarching goal of *CentrePlan 2050* is to get more people living and visiting Downtown. This involves a strong focus on constructing housing Downtown. Housing development in Downtown is currently being supported by both federal and provincial funding (e.g. Housing Accelerator Fund (HAF) projects, Wehwehneh Bahgahkinahgohn, Portage Place). Downtown is seeing increased applications for multi-family housing Downtown because of HAF dollars and increased intergovernmental coordination.

Continuing to focus staff time and multi-governmental resources on attracting Downtown residents and delivering on the recommended CentrePlan actions (Appendix A) will enable continued momentum for Downtown housing.

The focus of these actions and programs would be on safety, beautification, placemaking, and cleanliness. An annual City commitment would strengthen the City's ability to secure funding from other sources and would signal to partners the City commitment to protect existing investments, attract future investment, and make Downtown a desirable place to be.

Any future tripartite funding model would be used to implement *CentrePlan* actions and could include housing incentives that may be proposed by the City's HAF team in a future report.

B. Single window approach for intergovernmental collaboration on housing development Downtown

This recommendation was made to ensure programs across governments complement and support one another, and to help meet governmental targets for affordable and social housing. It also ensures that City processes are as efficient as possible. Although no "single window approach" has been officially established, the intent of this recommendation is being fulfilled by ongoing collaboration between governments and within the City of Winnipeg, and through coordination work and development application assistance from HAF offices and CentreVenture.

Since the **Housing Accelerator Fund (HAF) Office** was formed, this team has made headway on housing supply through coordinated programs, agreements, and funding opportunities. The HAF team works across internal departments, and with the Province, Canada Mortgage and Housing Corporation (CMHC), and CentreVenture, administering funding programs and spurring housing development through land enhancement, funding infrastructure improvements to encourage housing and an Affordable Housing Concierge Service. HAF funding programs have had a key focus on both Downtown and Affordable housing.

Since the HAF Office was formed, intergovernmental coordination has been enhanced in multiple ways, including:

- A single application process for HAF funding, provincial funding, and Tax Increment Financing (TIF) programs including Heritage and Economic Development Incentive (HEDI) and Affordable Housing Now (AHN).
- A signed City-Province Housing Supply Partnership Memorandum of Understanding (MOU) to improve outcomes, reduce duplication, and increase housing supply across the city.
- Weekly meetings with the Province, CMHC, and HAF Office on affordable housing projects to ensure alignment across new housing supply.

CentreVenture Development Corporation is an arms-length City agency that plays a key role as a first point of contact for developers Downtown. CentreVenture's mandate focuses on assisting the City of Winnipeg, private developers and not-for-profit developers in the delivery of primarily residential housing construction targets within the official boundaries of Downtown, consistent with *CentrePlan 2050* and HAF objectives. CentreVenture has a deep knowledge of the development community and economic climate and administers the Downtown Heritage Conversion Program.

CentreVenture should continue to lever its unique position as Downtown experts, assisting applicants with Downtown-specific processes, administering programs, working to achieve HAF objectives, and liaising with the City and other government agencies to ensure streamlined development Downtown.

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

The City of Winnipeg has been proactive in addressing housing affordability through various conduits, including the eight HAF initiatives. However, it is recognized that a more strategic and comprehensive approach is necessary to create a sustainable and long-term solution. Creating affordable housing remains a critical challenge that requires collaborative action between all levels of government.

To this end, the Province of Manitoba could choose to support by exploring redevelopment of provincially owned Downtown parking lots and other surplus lands, including those owned by Crown Corporations. The Province is willing to continue conversations about their lots. Developable provincial land Downtown totals 6.16 acres, about the size of the upcoming Railside South development at the Forks.

Using Railside as an example, the goal is to achieve an average density of 80-100 units per acre. Using this as a guide, the province's 6.16 acres could support over 600 residential units. Should Crown parking lots be redeveloped into mixed-use developments that include both market-rate and affordable housing units, structured parking could be provided to meet both current and future demands serviced by these properties. This initiative could be a way to help the Province realize its vision for a vibrant downtown, contribute to solving the housing affordability crisis, and optimize the use of urban land.

CentreVenture is leading ongoing conversations with Crown corporations and the Provincial Government to create development scenarios for Downtown provincial surface parking lots, exploring a mix of housing, commercial/amenity and structured parking. The CAO's office has also discussed this topic in their conversations with political representatives.

CentreVenture's analysis will include Class D costing and conceptual layouts/renderings that will help inform the developability of select surface parking lots. The initiative aims to address broader policy goals - housing, sustainability, reconciliation, affordability - while also developing prime Downtown land to contribute to downtown vibrancy. CentreVenture is leading the conversations and the discussions are ongoing.

With CentreVenture's expertise and the Province's support, the City and its partners can make significant strides in addressing the housing crisis while also encouraging economic development and enhancing "Manitoba's Downtown".

D. Develop long-term coordinated development incentives

In the past, challenges to development in Downtown have been addressed through coordinated incentives and partnership approaches. Recent data analysis indicates that in the past decade, spikes in Downtown housing starts have directly correlated with targeted incentives. In the years when incentives were not available, downtown housing starts significantly declined.

This was exemplified through the Downtown Residential Development Grant Program (DRDG), a 10 or 15-year joint City-Province TIF administered by CentreVenture (10 years for condominium development and 15 years for rental apartments). It was launched in 2010 and supported more than 880 new housing units Downtown. Subsequent TIF programs built on this success and were also fully subscribed. The City has already begun to realize incremental

property tax revenue from this initial investment, which provided TIF grants for developments that would not have been feasible otherwise.

Similarly, housing starts Downtown are increasing because of past and current incentives directed at Downtown development. The average units from 2020-2024 were below the City's Downtown housing targets of 350 units/year. However, because of incentives provided through HAF and TIF, Downtown has exceeded targets for building permits in 2025 and expects to exceed targets in 2026. Without these programs however, the average return on investment for residential construction Downtown would be below 3% - too low for developers to undertake projects.

In July 2025, the City awarded a contract with N. Barry Lyon Consultants (NBLC) to complete an Affordable Housing Policies and Incentives Study. The purpose of this project is to better understand what role the City can play to attract and support affordable housing – both to increase non-market affordable housing development and to encourage the inclusion of affordable housing in market (mixed-income) projects led by private developers. A key element of the study is to explore the market realities for housing development in three areas: Greenfield, Corridors, and Downtown.
It is also expected to identify program options to support housing development downtown that, if implemented, would help carry economic development momentum beyond the end of the HAF program. These recommendations will be coming before Council later this year.

Plan funding and implementation

The Public Service is recommending long-term funding to support *CentrePlan* actions. If approved, the Public Service will work to lever funding from additional sources, which could either reduce the capital spend, or free up funding for additional actions.

Funding for *CentrePlan* actions would be separate from any Council-supported housing incentives, which will be discussed in a forthcoming report from the HAF Office.

***2025 CentrePlan* progress – highlights from key actions and recommendations**

The following section provides an update on progress related to priority actions recommended during the *CentrePlan* approval process. It also notes additional priorities and potential actions that, if funded and implemented, will support existing investments and help carry forward the *CentrePlan* vision of Downtown.

In addition to the CentreVenture actions highlighted above, the administrative report for the *CentrePlan* approval process included the following funding requests:

- **Graham Avenue pilot (item 3A)**. This $250,000 request was approved, and the funding levered additional monetary and in-kind support from numerous stakeholders and led to the creation of a four-block temporary pedestrian area in the heart of the Sports, Hospitality, and Entertainment District (SHED). Additional funding for continuing this pilot ($200,000) is included in the 2026 adopted capital budget, and conversations are underway about how a portion of this funding could be used for a retail recruitment and retention strategy to support businesses on the western side of Graham. Appendix A also outlines a financial request for 2027. Investments in 2025 and 2026 are intended to pilot the street closure as a pedestrian and cycling space, bring more people to the

street to support businesses and add life to the area, and evaluate the successes of this approach. The Public Service is also working on plans for transitioning to more permanent designs as these interim items reach end of life (2-3 years). This project should be timed with True North's repairs to the areaway under Graham, between Hargrave and Donald.

- **Graham Avenue construction and detailed design drawings (item 3B).** The 2024 report and subsequent business case included a request for detailed construction drawings ($1.5M) and capital funds ($20M) to reconstruct the entire nine blocks of Graham Avenue. This request was not funded. However, as part of the upcoming Downtown Streets Renewal Program, the intersections at Hargrave, Carlton, Edmonton, and Kennedy will be reconstructed in 2026, 2027 and 2028. The intersections only will be designed in line with the Graham vision, and will include features like curb extensions, bike lanes, and raised intersections at Carlton and Hargrave to slow traffic. The Public Service will be submitting a revised business case and funding request for three priority blocks in this area, which include the two street segments by Canada Life Centre, as well as the block by the Millennium Library. This initiative falls outside the scope of work currently being undertaken by Public Works and funds are not available for this work within the Regional and Local Street Renewal program as currently projected. Revised estimates are approximately 1/3 of the original estimates, plus inflation. There is potential to explore additional funding opportunities through granting partners for these street segments.

- **Reimbursement of permit fees Downtown (item 3C).** The funding request for a program to reimburse Development Permit fees for Downtown development (estimated at $2.25M annually) was not approved, but work related to development incentives is ongoing. A recent case study of two Downtown developments (one new and one retrofit) showed that permit fees for these developments were similar to one (for the new development) or two (for the retrofit) years of post-development property tax revenues. If this program were approved (even for select development, e.g. affordable housing), the investment would be paid back within a short period of time. It is important to note, however, that projects approved for HAF funding have received grants over and above the costs of permit fees. In addition, The HAF team will soon be submitting a report with recommendations around incentives for affordable housing.

- **Support for community initiatives by Main Street and Higgins Avenue (support for actions outlined in a community-focused plan and for grant funding to assist community groups with Downtown cleanup – items 3D and 3E)**. This funding request was not approved, but work is ongoing. The Main Street Area Action Plan (MSAAP) is a coalition of community-based organizations, non-profit, community advocates, and governmental partners working to build spaces for community where all people feel safe and connected to one another. Plan actions are being funded in large part by the Winnipeg Foundation, but City representatives sit on multiple MSAAP committees and are committed to aligning City work with MSAAP actions when

opportunities arise. Funding for trash cleanup by social enterprises and community groups has also been provided.

2025 has seen significant progress Downtown, spurred by changes through the *Winnipeg Transit Master Plan*, which involved the opening of Portage and Main, as well as the pedestrianization of a four-block segment of Graham Avenue. Investment at Air Canada Park, Odeon Park, Alexander Docks, and along Broadway will make Downtown public spaces more attractive, safer and better able to support both residents and visitors in the coming years. These changes, coupled with increased HAF and private investment across Downtown, suggest renewed commitment and confidence in Downtown's future.

CentrePlan 2050 outlines a roadmap of actions which, if funded and implemented, will help support existing investment and lever new investment Downtown. Appendix A provides a list of priority *CentrePlan 2050* short- to medium-term actions that would help move Downtown forward in the next five years. The groundwork to implement many of these actions has already been laid, but funding is required to complete them. A dedicated long-term funding commitment could help lever funds from other levels of government and be used as the municipal contribution for grants from other funding sources. The Public Service is recommending that funding for these (and other related actions) be provided annually through the 2027-2030 multi-year capital budgeting process.

Although the total cost of all priority *CentrePlan* actions is far greater than the amount recommended above, a longer-term annual commitment will provide certainty, and allow the Public Service to prioritize, lever, scale, and stretch the amount to its fullest potential, with a focus on safety/livability, beautification, placemaking, and cleanliness. Potential future actions, descriptions, and estimated costs are found in more detail in Appendix A.

FINANCIAL IMPACT

Financial Impact Statement

Date: February 5, 2026

Project Name:

First Year of Program 2027

CentrePlan 2050 Actions

	2027	2028	2029	2030	2031
Capital					
Capital Expenditures Required	$ 1,455,000	$ 1,110,000	$ 1,820,000	$ 3,315,000	$ -
Less: Existing Budgeted Costs	-	-	-	-	-
Additional Capital Budget Required	$ 1,455,000	$ 1,110,000	$ 1,820,000	$ 3,315,000	$ -
Funding Sources:					
Debt - Internal	$ -	$ -	$ -	$ -	$ -
Debt - External	-	-	-	-	-
Grants (Enter Description Here)	-	-	-	-	-
Reserves, Equity, Surplus	-	-	-	-	-
Other - Enter Description Here	-	-	-	-	-
	$ -	$ -	$ -	$ -	$ -
Total Additional Capital Budget Required	$ 7,700,000				
Total Additional Debt Required	$ -				
Current Expenditures/Revenues					
Direct Costs	$ -	$ -	$ -	$ -	$ -
Less: Incremental Revenue/Recovery	-	-	-	-	-
Net Cost/(Benefit)	$ -	$ -	$ -	$ -	$ -
Less: Existing Budget Amounts	-	-	-	-	-
Net Budget Adjustment Required	$ -	$ -	$ -	$ -	$ -

Additional Comments: Capital expenditures consist of items outlined in Appendix A (Table 1) to this report. It is recommended that the request for funding be referred to the 2027-2030 budget process.

Mike McGinn Feb. 5, 2026

Mike McGinn, CPA, CA
Manager of Finance

CONSULTATION

This Report has been prepared in consultation with:

Housing Accelerator Program
CentreVenture Development Corporation

OURWINNIPEG POLICY ALIGNMENT

***OurWinnipeg 2045* Goal: Leadership and Good Governance**

Objective 1: Establish and implement priority actions through evidence-informed decision-making processes.

- Evidence-informed actions require transparent and accountable decision-making to determine the long-term public interest and the appropriate trade-offs in levels of service, taxation, and budget priorities.

Applicable Policies for Downtown

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.

***OurWinnipeg 2045* Goal: Economic Prosperity**

Objective 1: Ensure transparent and predictable conditions are in place to support desired business growth through attraction, investment, and retention.

- Create the conditions to support development and business growth that aligns with this Plan's goals, through strategic municipal investments, regulatory processes, service delivery, research, communications, and partnerships.

Applicable Policies for Downtown

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.

3.7 Heritage Investment

- Facilitate the economic viability of heritage conservation by working with agencies, partnerships, and government bodies, including Indigenous, Federal, and Provincial governments, to provide leadership, incentivize the conservation of heritage resources, and districts as defined in Complete Communities.

***OurWinnipeg 2045* Goal: Social Equity**

Objective 3: Build social cohesion through community development solutions, coordinated, effective partnerships and responsive service delivery.

- Learn from community knowledge and leadership, work to be responsive to community needs, and align government processes, resources and services accordingly.

Applicable Policies for Downtown

5.2 Affordable and Supportive Housing Options

- Conserve and increase development of a continuum of affordable and supportive housing throughout the city as a fundamental human right.

Complete Communities Direction Strategy 2.0 Policy Alignment

Section C1. Downtown

Economic Development

- 2.1 Collaborate with stakeholders to prioritize Downtown economic development initiatives and partnerships based on Downtown's unique advantages as the city's primary employment centre.

Vacant and underutilized properties

- 2.2 Facilitate the redevelopment of vacant or underutilized properties, such as surface parking lots, to support increased residential and mixed-use development, when servicing allows, to achieve a sustainable, inclusive and vibrant Downtown.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

Consideration was given as to whether this report connects to any of the specific Goals and Objectives in the *Winnipeg Climate Action Plan* and it was determined that it is not applicable to this specific report.

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

Consideration was given as to whether this report connects to any of the specific Goals and Objectives in the *Winnipeg Poverty Reduction Strategy* and it was determined that it is not applicable to this specific report.

SUBMITTED BY

Department: Planning, Property and Development
Division: Urban Planning and Design
Prepared by: Karin Kliewer, RPP, MCIP
Date: February 5, 2026

Attachment:
Appendix A – Key short to medium term *CentrePlan 2050* priority actions

Appendix A – Key short to medium term *CentrePlan 2050* priority actions.

The following tables outline two things:

- The first table provides a list of proposed *CentrePlan* actions and includes both the budget amount and the estimated year in which the funding could be spent.
- The second table includes a longer description of items and highlights interim progress on certain action items.

Please note that this is not an exhaustive list but rather one that focuses on key shorter-term initiatives of the plan that are either currently underway or are a priority focus for the public service and Downtown partners and require some level of additional funding. If funding is approved, the Public Service will work to lever funding from additional sources, which could either reduce the capital spend, or free up funding for additional actions.

Please also note that not all CentrePlan actions are detailed below. There is more work to do than available funding or staff resources. The list below includes CentrePlan priority actions. A secure funding source will allow for flexibility and prioritization based on partner priorities, efficiencies, and additional funding opportunities (if applicable).

Table 1: Estimated Budget Forecast of Action Items in Table 2

Budget Year		2027	2028	2029	2030
Action Item #	Action Item Description (Shortened)	Estimated Budget			
3.4.3	Construction drawings Graham Avenue: **Carlton to Donald Blocks**	$345,000			
3.4.3	Construction drawings Graham Avenue: **Millennium Library Block**	$175,000			
3.4.2	Reconstruction Graham Avenue: **Carlton to Donald Blocks**				$2,500,000
3.4.2	Reconstruction Graham Avenue: **Millennium Library Block**			$1,000,000	
1.1.3	Broadway median enhancements (seating, landscaping, etc) as per Broadway Rehabilitation Project plan.	$350,000	$350,000	$350,000	$350,000
3.4.2	Neon sign museum startup grant and maintenance		$300,000	$10,000	$10,000
1.1.29 1.4.11	Annual grant to Downtown BIZ for cleanup (litter, graffiti, etc.)	$100,000	$100,000	$100,000	$100,000
1.1.29 1.4.11	Annual grant to Exchange BIZ for cleanup (litter, graffiti, etc.)	$50,000	$50,000	$50,000	$50,000
1.1.29 1.4.11	Annual grant to West End BIZ for cleanup (litter, graffiti, etc.)	$25,000	$25,000	$25,000	$25,000
4.4.5	Enhanced lighting	$200,000	$200,000	$200,000	$200,000

4.1.3	Annual festival permit reimbursement	$50,000	$50,000	$50,000	$50,000
1.1.7	Annual temporary pedestrian areas/placemaking in Exchange District	$100,000	$25,000	$25,000	$25,000
3.4.7	Retail recruitment and retention (Graham)	$50,000			
	Contingency (or for other CentrePlan actions)	10,000	10,000	10,000	5,000
	Total	$1,455,000	$1,110,000	$1,820,000	$3,315,000
	Four-year project total: $7,700,000				

Table 2: Action items and budget estimates with description

Action Item	Action Item Description	Notes	Budget
1.1.3	Enhance Broadway as an image street with special character, with increased street trees, landscaping, private/public gathering space, public art, and pedestrian amenities.	The Broadway rehabilitation project has been partially funded (Phase 1 complete) with some seating installed along select segments of the boulevard, however more funding will be required to complete this action item. It is proposed to complete the work block by block with a goal of one block per year.	Annual Capital Grant 350,000
3.4.2	Transform Graham Avenue into a linear park and plaza that is a unique Downtown destination. The design should include considerations for green infrastructure, public art, programming, urban forest enhancement, green space, cycling infrastructure, and plaza space with amenities, like water and electrical hookup, to support events and vendors.	In July of 2025, boulders and posts were installed along four blocks of Graham Avenue to prevent cars from entering the space while temporary items such as street paint, plantings, lighting, tables and games were installed for pedestrian use. Additional lighting is planned for winter 2026 along with winter foliage while programming will continue. 2026 budget includes funding for continued activations along the street. Intersections at Hargrave, Carlton, Edmonton, and Kennedy will be reconstructed in 2026, 2027 and 2028 as part of the City's road renewal program. No additional funding has been committed for the design and eventual reconstruction of the street. Suggested priority would be the Carlton-Hargrave and Hargrave-Donald street segments, by Canada Life Centre to take advantage of the work already underway to design the intersections of these segments.	Construction Drawings for Celebration Zone: Carlton to Donald $345,000 Reconstruction of Celebration Zone: Carlton to Donald $2,500,000 Construction Drawings for the Millennium Library Block $175,000
3.4.3	Create construction drawings based on Graham Avenue engagement activities.		
3.4.4	In collaboration with Downtown partners, create a Graham Avenue Animation Strategy 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.		

		The Millennium Library Block between Donald and Smith Streets is another opportunity area for Graham Avenue reconstruction. Preliminary discussions with FCM have been initiated to explore funding opportunities. Generally, funding with FCM for this type of project requires a municipal contribution. Neon Sign museums have been popping up in cities across North America. In Canada, the most notable example is in Edmonton, as they have a sign museum located across the street from their arena. These collections of historic signs tell a story about a city's past, and are an interesting way to light up and enliven an area. The museum would be curated by sponsors and the City. Proposed funding would cover design and construction of a steel frame (with electrical connections) where neon signs would be mounted. Neon signs would be restored, funded, and maintained through a combination of ongoing city funding, partnerships, donations, sponsorships, and by seeking additional funding sources. Budgeting $10,000/year for maintenance or ongoing restoration of additional signs.	Reconstruction of the Millennium Library Block $1,000,000 Neon Sign museum frame $300,000 (could be Graham or elsewhere). Maintenance $10,000/year
1.1.29	Provide funding to community efforts and pilot projects (e.g. Main Street community's Litter & Waste Management Plan) that attempt to deal with waste management in the public realm, ensuring timely responses related to litter cleanup.	The cleanliness of downtown is important for its image and attractiveness as a destination for all who work, live, and visit. It is also important to attract investment and spur development. Current service purchase agreement for BIZ area cleanliness are $$57,500 for the Downtown BIZ area, $30,000 for the Exchange, and $24,250 for the West End BIZ (covering the entire BIZ zone, not just the portion within Downtown boundaries. City grants represent a small fraction of overall budgets for these activities. Estimates suggest that a 50% budget increase could help achieve a level of cleanliness similar to what happens at the Forks. Recommended amounts were developed through conversations with BIZ zones about the resources needed to take proactive (and not just reactive) approaches to Downtown cleanliness.	Annual Capital Grant Increase to BIZ for street cleanup: $100,000 Downtown BIZ $50,000 Exchange District BIZ $25,000 West End BIZ Annual Capital Grant for lighting: $200,000
1.4.11	Increase garbage and recycling storage capacity and collection frequency in areas with documented higher service needs, by: • increasing resources dedicated to the City's litter control and clean-up programs; • working collaboratively with Business Improvement Zone (BIZ) organizations, service providers, and other agencies Downtown (e.g. organizations working with vulnerable populations) to ensure waste management approaches meet the specific needs of these areas; • ensuring property owners are aware of their responsibility to have sufficient and secured waste		

	storage capacity and collection frequency; and • ensuring a coordinated and timely response to reports of abandoned waste and other waste complaints (through 311, inspections, bylaw enforcement and clean-up)	Lighting is an important part of a safe downtown where lighting makes it more comfortable for people to navigate streets and parks downtown. The Public Service is recommending pedestrian lighting on all Downtown streets, which requires extra costs. Other areas may need additional lighting replacements or repairs over and above regular maintenance budgets. In addition, there may be advantages associated with assisting with lighting installations on private buildings, similar to the Downtown Lighting Program introduced in 2020. PPD and Public Works may also work together and initiate their own plans, similar to new lighting that will be installed by the Millennium library. The Public Service suggests creating an annual capital grant of $200,000, within PPD for lighting programs Downtown, that could be administered in-house or in partnership with Downtown partners and building owners. This amount would be separate from the $200,000 set aside for Public Works' Lighting Improvements program in 2028 and 2029 and $400,000 in 2031, as these funds are earmarked strictly for dark intersections and unlit Active Transportation paths across the city.	
4.4.5	Create and enhance programs to address Downtown lighting, window cleaning and repair, and graffiti removal.		
4.1.3	Work with the Exchange District BIZ to create an Exchange District Festival Campus (centered around Old Market Square) as a collection of linked entertainment spaces that can be managed as a whole, using bollards and branding to create an appropriately scaled and supported festival area. Approvals and processes would be streamlined to ensure event planning in this area is simple and straightforward.	Discussions are underway between the Exchange BIZ, PPD and Public Works on how to facilitate this process with pre-approved street closure plans. Public Works currently has an in-kind grant program with a static budget $104,000, and few (if any) Exchange District festivals currently are part of this grant process. Additional funds are being requested to ensure participants in the existing program (which include MB Marathon, Pride, and Santa Claus Parade) do not get their funding reduced. In addition, this program only covers traffic services costs, and the Festival Campus Grant would cover additional fees like compensating for loss of paid parking fees. Therefore, the Public Service suggests a capital grant of $50,000 that festival organizers in the Exchange District can apply for, to get city-related event fees (like street closures or parking meter hooding) reimbursed.	Grant to compensate for fees associated with street closures (parking costs, barricade, admin fees) $50,000
1.1.19	Pilot Albert Street as a shared street that prioritizes pedestrian movement and minimizes segregation between different modes of transportation	Placemaking installations that also have traffic calming effects could be piloted in and around the Exchange District Festival Campus. These installations (planters, seating, etc.)	Placemaking installations $100,000 in

		could double as beautification and placemaking items. These could be bought, installed and maintained by the Exchange District BIZ with capital grant funding from the City.	2027, 25,000/year for 2028-2030
3.4.7	Retail recruitment and retention - Initiate a retail strategy to support existing businesses, attract new businesses, encourage affordable rents, assist in animation and decrease vacancy along Graham Avenue.	When the bus route network was changed in 2025, buses came off Graham Avenue. The portion of Graham that was bus and bike only was converted into a pedestrian and bike area. Some businesses on the western portion of Graham (from Vaughan to Carlton) have experienced a decline in business since the changes were introduced. This area already has a high number of empty street-level storefronts. This funding would support retail recruitment and retention for smaller storefronts along Graham Avenue.	$50,000 for 2027