Agenda – Standing Policy Committee on Public Works – June 29, 2026

REPORTS

Item No. 7 Millennium Library Parkade High Priority Repairs Project Cost/Benefit Analysis

WINNIPEG PUBLIC SERVICE RECOMMENDATION:

1. That the updated cost/benefit analysis be received as information.

2. That the Public Service proceed with the Millennium Library Parkade High Priority Repairs project with a reduced scope to include structural repairs only in order to stay within the approved budget.

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

Agenda – Standing Policy Committee on Public Works – June 29, 2026

DECISION MAKING HISTORY:

STANDING COMMITTEE RECOMMENDATION:

On April 15, 2026, the Standing Policy Committee on Public Works concurred in the recommendation of the Winnipeg Public Service and granted an extension of time of 90 days to report back on the following:

1. The Millennium Library Parkade High Priority Repairs Project Cost/Benefit Analysis.

COUNCIL DECISION:

On December 17, 2025, Council concurred in the recommendation of the Executive Policy Committee, as amended, which included the following:

2. That the following recommendations with respect to the 2026 Preliminary Capital Budget and 2027 to 2031 Five-Year Capital Forecast be approved by Council:

    J. That to support informed Council decisions, the Public Service report to the appropriate committee of Council with a cost benefit analysis for the Millennium Library Parkade High Priority Repairs project within 120 days and, in any event, prior to issuing any associated Request for Proposal.

ADMINISTRATIVE REPORT

Title: Millennium Library Parkade High Priority Repairs Project Cost/Benefit Analysis

Critical Path: Standing Policy Committee on Public Works – Executive Policy Committee – Council

AUTHORIZATION

Author	Department Head	CFO	CAO
R. Topolniski	J. Berezowsky	B. D'Avignon, acting for T. Graham	J. Dunford

EXECUTIVE SUMMARY

In 2024, an engineering firm looked at long-term options for the Millennium Library Parkade.

The analysis compared the cost/benefit of four options:

- Option 1 - Repairing the parkade
- Option 2 - Constructing a new parkade
- Option 3 - Demolishing the parkade
- Option 4 - Selling the parkade

The analysis identified that repairing the parkade provided the greatest benefit at the lowest overall cost, compared to other options, and a phased repair approach was recommended.

In 2024, Council approved the first phase of high priority repairs. Later phases are unfunded. Since then, the Public Service has completed detailed design work and has prepared tender documents.

The Public Service was directed to return to Council to revisit the cost/benefit analysis.

This report provides information on the cost/benefit analysis, and notes that:

- While repairing the parkade continues to provide the greatest service benefits of all options, the updated analysis now shows selling the parkade has the best long-term value over 20 years when balancing costs and service delivery. In 2024, repairing the parkade was the preferred option due to lower estimated costs, but costs increased during detailed design, making selling the parkade a less costly option.
- The parkade structurally supports and provides direct access to the library. Any potential structural or operational impacts to the library should be considered as part of the parkade's future. The Public Service recommends completing the necessary structural repairs, even if there is a potential to eventually sell the parkade.
- Following completion of repairs, an expression of interest could be issued to test market demand for selling the parkade and confirm assumptions in the updated analysis. This would help direct long-term investment planning related to the parkade.
- The parkade generates $1.1 million in net income annually. This totals $25 million over 20 years, when adjusted for inflation.

RECOMMENDATIONS

1. That the updated cost/benefit analysis be received as information.

2. That the Public Service proceed with the Millennium Library Parkade High Priority Repairs project with a reduced scope to include structural repairs only in order to stay within the approved budget.

3. 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 December 17, 2025, Council concurred in the recommendation of the Executive Policy Committee, as amended, and adopted the following:

2. That the following recommendations with respect to the 2026 Preliminary Capital Budget and 2027 to 2031 Five-Year Capital Forecast be approved by Council:

    J. That to support informed Council decisions, the Public Service report to the appropriate committee of Council with a cost benefit analysis for the Millennium Library Parkade High Priority Repairs project within 120 days and, in any event, prior to issuing any associated Request for Proposal.

IMPLICATIONS OF THE RECOMMENDATIONS

There are no immediate implications to the recommendations of this report. Proceeding with the reduced scope allows the City to stay within approved budget and maintains the structural integrity of the parkade and library above. The air handler unit would not be replaced with the reduced scope, which could result in a parkade closure if it failed. Undertaking structural repairs now provides the time to explore the possibility of selling the parkade in the longer term, as the cost/benefit analysis identified that is the most favorable option over a 20 year timeframe.

HISTORY/DISCUSSION

Background
The Millennium Library Parkade, built in 1974, is a two-level, underground heated parking facility with 480 stalls centrally located in downtown Winnipeg. The parkade is connected to the Millennium Library and the downtown skywalk system. The parkade supports services and businesses in the downtown by providing parking to people visiting the library and working in the downtown, including WPS staff who work out of the downtown headquarters. It also provides parking for people attending special events at the Canada Life Centre and visiting restaurants and shops in the area, with barrier free access to people with disabilities.

Half of the parkade structure is located directly underneath the Millennium Library, while the other half is located underneath the park that sits at ground level to the library. The parkade provides a structural foundation for the library and has shared mechanical and electrical systems.

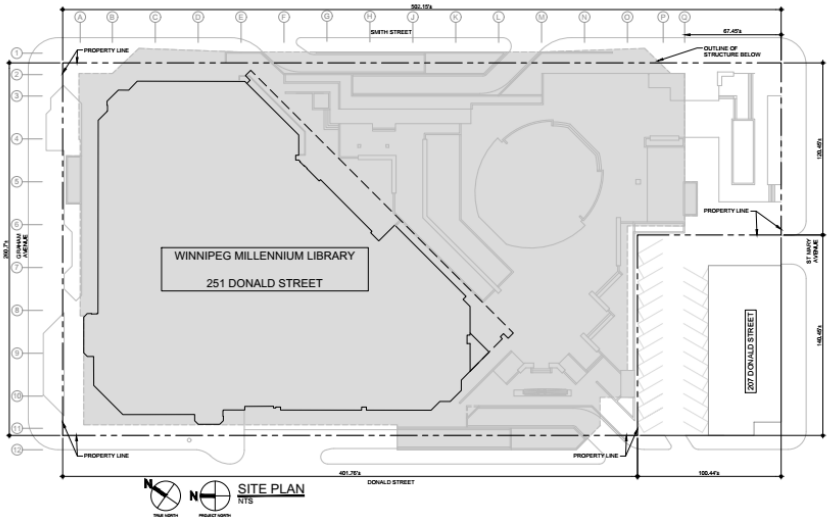

Figure 1: Site Plan for Millennium Library Parkade (grey shading) and Millennium Library

Condition Assessment
In 2021 the City, through Municipal Accommodations, hired an engineering firm, Crosier Kilgour and Partners Ltd. (Crosier Kilgour), to complete a multidisciplinary condition assessment on the parkade. The condition assessment identified $55 million of required repairs for the parkade at Class 5 estimate, of which approximately $25 million were considered to be higher priority repairs recommended to be undertaken in the short to medium term. The condition assessment did not include cost to repair the elevators used to access the parkade, library and skywalk.

Despite structural restoration work undertaken in 2012, a significant amount of concrete deterioration was identified on the P1 level of the parkade. The assessment maintained that, while the structure remained safe for use, the concrete deterioration of the P1 slab needed to be repaired in the short term.

Electrical and mechanical systems, original to the 1974 facility, were shown to be past their useful life, with some high priority systems needing to be replaced in the short term. To enable Council to make informed decisions, the Public Service commissioned Stantec Consulting Ltd. (Stantec) to carry out a feasibility and cost benefit analysis on a variety of options the City could consider pursuing for the parkade.

Cost/Benefit Analysis
2024 Cost/Benefit Analysis
In 2022, Stantec was hired to undertake a feasibility study to assess the best long term investment plan for the parkade.

The feasibility study assessed the cost/benefit of four options including:

1. **Repair the parkade-** The parkade is repaired and the asset's useful life is extended by 25 years with high priority repairs being undertaken first and lower priority repairs later.

2. **Build a new parkade-** The existing parkade is partially demolished and replaced with a new 480-stall above-ground parkade with two small parks built at grade. The portion of the existing parkade beneath the library remains in place but is no longer used as a parkade and is retained for potential future access and maintenance. The portion of the

parkade beneath the park is demolished and backfilled. The new parkade obstructs the glass wall feature of the Millennium Library.

3. **Demolish the parkade and rebuild the park-** The existing parkade is demolished and the park is rebuilt. The portion of the parkade beneath the library remains in place but is no longer used as a parkade and is retained for potential future access and maintenance, while the portion beneath the park is demolished and backfilled.

4. **Sell the parkade-** The shared electrical and mechanical systems between the parkade and the library are separated and the parkade is sold. For the purposes of the cost/benefit analysis, it is assumed the new owner constructs a new above-ground parkade as described in option two but does not build any parks.

For each option considered, service level impacts were assessed and included in Appendix A.

When considering costs, service level benefits, and alignments to Council approved policies and plans, repairing the parkade provided the most advantageous cost/benefit rating. Therefore, repair ranked the highest, followed by building a new parkade, demolishing the parkade and selling the parkade.

On January 25, 2024, the results of the feasibility study were presented to Council and the costs to repair the parkade were referred to the 2024 budget process and ultimately approved the Millennium Library Parkade High Priority Repairs in the amount of $14.462 million. The other two repair projects positioned for 2028 and 2030 remained unfunded. Details on the 2024 cost/benefit analysis can be found here.

High Priority Repairs Project and 2026 Cost/Benefit Analysis Updates
In 2025, Municipal Accommodations retained Crosier Kilgour to complete detailed design for the Millennium Library Parkade High Priority Repairs project. That design is now complete, but the tender has not been issued due to the 2026 budget recommendation for the Public Service to report back to Council on the cost-benefit of the project prior to issuing any tender documents on the project.

The cost of the first phase has changed from $14.462 million to $22.692 million, a difference of $8.230 million; an increase of 56 percent. The public service is not requesting additional funds but intends to work within the existing allocation.

The reasons for the cost increases include:

- Omissions in the original Class 3 estimate related primarily to mechanical and electrical systems that would need to be relocated during concrete restoration (approx. $2.5 million)
- Differences in engineering approaches between the original Class 3 estimate and the detailed design, including a cathodic corrosion protection system with anodes embedded in the concrete that would extend the concrete repair life from 15 to 25 years (approx. $2.5 million). The original Class 3 estimate recommended an anti-corrosion coating typically brushed or sprayed on the exposed rebar which is anticipated to have a reduced lifespan and requires redoing the structural work in a shorter timeframe compared to using a corrosion protection system with anodes embedded in the concrete.
- Increased costs due to the passage of time between preparation of the Class 3 and Class 1 estimates as well as costs that became known as the design progressed to

99% completion requiring higher volumes of material such as rebar and concrete, asbestos abatement and planning for unforeseen costs that are likely to occur when doing repairs in an existing facility compared to a new build (approx. $3 million)

Multiple reviews were undertaken to identify options the Public Service could consider to reduce project scope and stay within budget, along with a list of risks associated with the options.

Updating and re-testing options from the original cost/benefit analysis yielded the following results:

Cost/ Benefit Rank	Description	Net Present Value Cost/Benefit Analysis					Lifecycle Cost		
		Capital ($k)	Operating ($k)	Total ($k)	Benefit Score	Cost/ Benefit	Capital ($k)	Operating ($k)	Total ($k)
1	**Sell Parkade**	$9,953	$17,292	$27,245	2,041	13	$10,954	$30,734	$41,688
2	**Repair***	$45,586	$19,922	$65,508	2,712	24	$61,975	$29,931	$91,906
3	**Build New**	$46,551	$23,043	$69,594	2,041	34	$51,091	$31,862	$82,953
4	**Demolish**	$14,154	$24,974	$39,127	696	56	$15,564	$40,094	$55,658

Table 1: Updated Cost/Benefit Analysis of the Millennium Library Parkade-2026

* Although no additional funds are being requested, the cost-benefit analysis indicates that if the full scope of the high-priority repairs project was undertaken as originally planned, repairing the parkade would be the preferred option, with significantly lower 20-year life-cycle costs than the other options. This is primarily due to savings that could be incurred through using a cathodic corrosion protection system with anodes embedded in the concrete that extends the asset life and not deferring other high priority repairs to future years.

Due to anticipated cost increases required to repair the parkade, retesting the cost/benefit analysis, identifies selling the parkade as the option offering the best value for money when balancing costs and service delivery, followed by repairing the parkade.

A few points to note in the updated analysis:

- As with the original analysis, options to repair the parkade and build a new parkade do not include any net income the parkade makes that can offset repair costs. For those options, when considering inflation, over 20 years, any costs to repair the parkade or build a new parkade are offset by $25 million dollars generated by the asset over 20 years.
- Options to demolish or sell the parkade account for lost net income the parkade would have generated.
- Detailed design work confirmed that the parkade and library are more structurally and functionally integrated than previously understood; as a result, earlier cost estimates for building a new parkade, demolishing the parkade, or selling the parkade likely understated costs, as they did not fully account for the need to shore the parkade slab and maintain the structural stability of the library above. These costs were not adjusted when the cost/benefit was re-tested.
- Due to the structural integrations between the parkade and library, it is more appropriate to view them as a single asset. However, the option to sell the parkade included in the 2024 analysis and the re-testing of the cost/benefit analysis includes the cost to split services between the library and parkade and sell the parkade on its own. In late 2025

consultation with the Planning, Property and Development department confirmed the market appraisal used in the 2024 analysis would remain relevant today as it relates to the option to sell the parkade. The department confirmed there have not been any substantive changes in the market.

- The life cycle cost of all options are higher than it was when it was presented in 2024 in part because all figures were updated to 2026 dollars with construction extended into future years, which increases overall project expenditures.
- Improvements to the parkade net income reduced the life cycle costing impacts related to repairing the parkade or building a new parkade, while increasing life cycle cost related to demolishing or selling the parkade where net income would no longer be available.

Managing Project Cost Increases and Addressing Updated Cost/Benefit Analysis
Based on expected cost increases to repair the parkade and the results from the updated cost/benefit analysis the Public Service recommends that the Millennium Library Parkade High Priority Repairs project proceed with a reduced scope focusing on structural repairs only so that the structural integrity of the parkade and library above it are maintained. Once structural repairs are completed, and prior to undertaking any further repairs to the parkade a report would be submitted to Council to obtain approval to release an expression of interest to gather current market information on possible sale options as selling the parkade may be a more cost-effective option than repairing the parkade when looking at it over a 20 year lens. This will ensure we continue to pursue investment options in the City's best interest.

Parkade Net Income
While the parkade's net income cannot fund all the repairs at the parkade, it is worth noting that since the original analysis was undertaken in 2024 the parkade's net income has grown and is expected to continue to increase. This is because the WPA has seen increases in its revenues at the parkade since the original analysis was undertaken and the WPA continues to look for ways to maximize revenues at the parkade, even during planned construction.

In 2023, the parkade net income was $756,000 per year. In 2025, the parkade's net income grew to $1.1 million. New ways of doing business, such as creating a reservation system for special events and permit rate increases, are expected to see this trend continue.

Concluding Remarks
Based on the updated cost/benefit analysis, selling the parkade provides the best value for money over a 20 year view when balancing costs and service delivery. However, in the short term, ensuring the structural integrity of the parkade and library above it has to be addressed from a life safety perspective. In the longer term, plans to explore the feasibility of selling the parkade could be undertaken prior to committing any further funds to repairing the parkade.

The risks associated with the current condition of the parkade remain and will be addressed and managed as follows:

- Loose pieces of concrete falling as the slab continues to deteriorate. In the short term, this is the highest probability event that can be mitigated by periodic reviews of the slab and removing loose pieces of concrete before they fall (which is a typical approach taken in parkades).
- The air handler unit is past its useful life as it is original to the facility that was built in 1974. If the system fails, the parkade would close. Maintaining a stock of replacement parts is a risk mitigation measure that may reduce the impact of an unplanned closure.

- While the parkade slab remains safe for continued use if the repairs are not undertaken, the concrete will continue to deteriorate, repair costs would increase over time, and there is a risk of unplanned closure if repairs are postponed. While a slab failure is not imminent, repairing it to protect its structural integrity reduces any longer term life safety event, or unplanned closure of the parkade or library located above it.

FINANCIAL IMPACT

Project Name: **First Year of Program** **2026**

Millennium Library Parkade High Priority Repairs Project Cost/Benefit Analysis

COMMENTS:

There are no financial implications associated with the recommendations in this report.

Tracy Graham, June 8, 2026

Tracy Graham, CPA, CA
Chief Financial Officer

CONSULTATION

This Report has been prepared in consultation with:

- Assets and Project Management-Municipal Accommodations
- Community Services Department (as per impact to the Library)
- Property and Development (as per parkade appraisal)
- Chief Construction Officer (as per procurement approach for the Millennium Library Parkade High Priority Repairs project)

OURWINNIPEG POLICY ALIGNMENT

Our Winnipeg Complete Communities 2.0 action item 3.4 that encourages the location of major offices uses in the Downtown is supported by undertaking repairs to the parkade as most people parking the parkade are doing so as they work in the downtown.

Our Winnipeg Complete Communities 2.0 supports attractions in the Sports, Hospitality and Entertainment District and residential/office areas in the downtown is made possible with undertaking repairs to the parkade.

Our Winnipeg Community Communities 2.0 action items 9.10 and 9.11 support parks and public spaces downtown.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

Winnipeg Climate Action Plan Strategic Opportunity #3 – Advancing sustainable transportation – increase mobility options and shift to zero emission vehicles, specifically Key Direction 3.6 Increase the use of electric vehicles, supports the continued use of electric vehicle (EV) charging station and the future additional EV charging stations within the Millennium Library parkade.

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

Consideration was given as to whether this report connects to the Winnipeg Poverty Reduction Strategy (PRS) and its Goals and Objectives, and it was determined that the PRS is not applicable to this specific report.

SUBMITTED BY

Department: Public Works
Division: Winnipeg Parking Authority
Prepared by: Tara Pearce/Ajaleigh Williams
Date: June 8, 2026
File No: WPA-004-2026

Attachments:

Appendix A – Service Level Impact Assessment

Appendix A – Service Level Impact Assessment

Option	Service Level Impacts	
	Pros	Cons
Repair Parkade	▪ Secure and convenient parking with direct skywalk access for library patrons, downtown workers, visitors and people attending downtown events ▪ Barrier-free access for people with disabilities visiting the library or downtown attractions ▪ Continued use of downtown park space	▪ None
Build New Parkade	▪ Secure and convenient parking with direct skywalk access for library patrons, downtown workers, visitors and people attending downtown events ▪ Barrier-free access for people with disabilities visiting the library or downtown attractions	▪ Obstructs library glass wall feature ▪ Park size reduced and broken into two small parks with less functional space ▪ Parkade not heated
Demolish Parkade	▪ Continued use of downtown park space ▪ Potential to advance mode shift by removing parking options in the downtown	▪ Removes secure and convenient parking with direct skywalk access for library patrons, downtown workers (including WPS), visitors and people attending downtown events ▪ Removes barrier-free access for people with disabilities visiting the library or downtown attractions
Sell Parkade	▪ Secure and convenient parking with direct skywalk access for library patrons, downtown workers, visitors and people attending downtown events ▪ Barrier-free access for people with disabilities visiting the library or downtown attractions	▪ Obstructs library glass wall feature ▪ Removes downtown park space as new owner not likely to build a park ▪ Parkade not heated