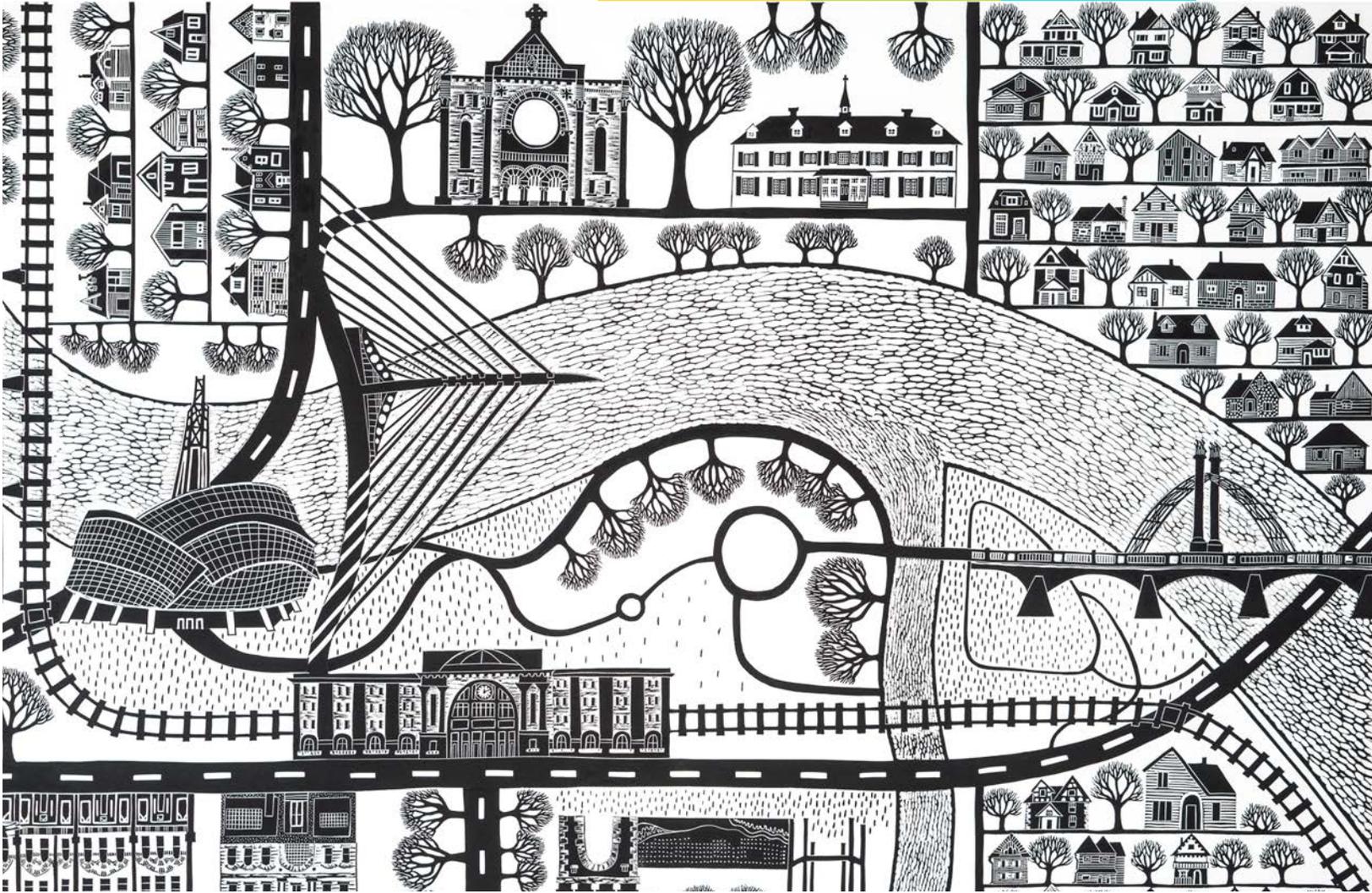


2022



Winnipeg at a Crossroads **Alternative Municipal Budget**



SOCIAL PLANNING COUNCIL of WINNIPEG
A sustainable community that is caring, just and equitable



CCPA
CANADIAN CENTRE
for POLICY ALTERNATIVES
MANITOBA OFFICE

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Introduction

THE 2022 ALTERNATIVE Municipal Budget (AMB) finds the City of Winnipeg at a crossroads. After two pandemic years, Winnipeg, like many other cities across North America, is confronting significant challenges as we plan for the COVID recovery and an increasingly uncertain future.

There are the economic hardships brought on by the Covid recession, which placed unprecedented stress on frontline workers, small businesses, and the City budget. Winnipeg must do its part to reduce GHG emissions dramatically over the next 8 years to avoid the worst effects of climate change – which were already acutely felt during the summer drought of 2021.¹²³ A housing crisis has taken hold – Winnipeg has 709 fewer low-income housing units than it did in 2019 and needs 300 new units per year to meet current needs.⁴

These challenges require immediate action and bold leadership from the City, along with the provincial and federal governments. However, for decades Winnipeg’s municipal leaders have dragged their feet on issues like climate change, poverty, and housing, instead choosing to keep taxes low and direct new funding to roads and policing. This approach is not sustainable.

If the City of Winnipeg is going to get serious about confronting the challenges it faces both a new financial strategy and a new policy approach are required. The provincial government has taken a miserly approach to its relations with the City of Winnipeg, cutting financial support and leaving federal money for infrastructure on the table. As we have pointed out in previous editions of the AMB, the City starved itself of revenue via a 14-year tax freeze between 1998–2012. Since 2012 almost all new property

tax revenue has gone to roads and policing, leaving programming and other infrastructure to deteriorate.

Recognizing its financial pressures the City of Winnipeg has continually turned to spending cuts, to the detriment of public spaces and programs. Hours at libraries have been cut along with access to wading pools and splash pads.⁵ In March 2020, the City cut the annual grant funding it gives to community organizations by 10 per cent across the board, placing youth programs and addictions treatment at risk.⁶

Winnipeggers deserve better. In order to live up to commitments around reconciliation, poverty reduction, ecological sustainability, and a just recovery from COVID the City should look to policy solutions long championed by community organizations and community members. Furthermore, the City must begin to raise revenue to invest in public programming and infrastructure. The 2022 AMB provides a realistic blueprint the city can implement to meet the needs set out in its current budget and invest in desperately needed improvements. Our budget is fully costed and takes a progressive approach to raising revenue, placing the largest burden on those with the most to contribute and structuring incentives to meet policy goals.

Budgets are fundamentally about choices. The 2022 AMB offers an alternative fiscal road map which:

- Centres climate justice and prepares the city for a future without fossil fuels
- Reduce funding for the police and invests in community safety through housing, poverty reduction, and recreation
- Creates a city planning framework which links development to policy goals and incorporates Treaty and inherent rights
- Proposes pathways to community economic development which create employment while circulating income throughout local communities
- Implements calls to action of the Truth and Reconciliation commission and the MMIWG2S+ calls for justice within the City's purview
- Combats social isolation and exclusion through accessible recreation programming
- Cares for our parks, green spaces, riverbanks, and urban forests, and views this green infrastructure as key to reducing the impacts of climate change

- Provides alternatives to car culture by expanding our active transit network and offering efficient public transportation
- Proposes a housing strategy which protects low-rent housing stock and reflects the needs of current and future Winnipeggers.
- Places community at the heart of the post-covid recovery

At the same time, the AMB shows us how we can meet those goals while still balancing the budget. We propose new ways the city can raise revenue to rebuild its starved public services and begin to address its longstanding infrastructure deficit.

The AMB Educates, Challenges, and Inspires

The municipal budget is a highly complex document. Funds are divided between operating budgets, capital expenditures, and various reserve funds which are not easily understandable to the public. Further, the budget follows department boundaries which do not necessarily reflect the ways people think about programs and services they demand from the City.

The AMB simplifies the budget in order to give the public a real say over the priorities that make up the City's fiscal policy. We propose changes solely to the City's operating budget, which is what the City spends on an annual basis and makes up the vast majority of spending on municipal services. Although the City of Winnipeg uses a 4-year budget cycle, by balancing the revenue and expenditure in our annual operating budget we provide an alternative fiscal strategy the city could use for years to come. We include changes to the capital budget by including the annual cost of debt financing for infrastructure upgrades.

In order to break down the departmental boundaries that restrict the municipal budget, we propose sixteen chapters which reflect areas of spending the City should act upon. These areas range from water and river management, to waste diversion, to policing, to recreation and libraries. New to the 2022 AMB are chapters on climate and public art. Each chapter is authored by community leaders and experts in their respective areas who have incorporated public input to develop policy priorities over many years. While transforming the way in which the budget is organized, we maintain references to the existing city governance model so that our proposals can be readily implemented by city council.

As much as the alternative municipal budget is an articulation of community priorities for the City, it is an educational tool that can be used to increase democratic engagement with the budget process.

The AMB Challenges

While creating an alternative budget provides the scope to include many more voices in the budget making process, bringing it out from behind closed doors, drafting an alternative budget also presents an opportunity to challenge dominant narratives around municipal policy. Federal, provincial, and municipal leaders have long presented their decisions to reduce expenditures, cut taxes, and slash programs as the only responsible path forward.

Confronting this narrative has been at the heart of alternative budgeting since its inception. Developing an alternative financial plan, rather than merely criticizing specific policy choices, is challenging because it calls for clarity in the exact levels of taxation and spending required for specific policies. It requires us to work through the difficult exercise of balancing spending priorities with limited financial resources. However, alternative budgets are powerful tools that can expand the political terrain we all operate within. By showing that there are alternatives, we give ourselves the space to demand better from our leaders. As Winnipeg approaches an election in October 2022, the AMB provides us with an alternate narrative we can use to demand better from our next municipal leaders.

Challenging the City...

One of the persistent narratives from the City around budget time is that Winnipeggers should expect ‘tough choices’ and ‘pain’ due to revenue shortfalls and necessary service cuts.⁷⁸ While it is true now more than ever that the City’s finances are in a difficult spot, this is fundamentally due to choices taken by successive municipal administrations to keep taxes low to the detriment of public services. Property tax rates were frozen in Winnipeg between 1998 and 2012, and since 2012 property taxes have only increased by 2.33 per cent per year targeted at infrastructure and rapid transit. Adjusted for inflation, the City’s revenue is lower today than it was three decades ago, which is why services face cuts year after year.

While this low tax policy is popular with municipal leaders, it is not the most popular position among Winnipeg’s citizens. According to a Probe Omnibus survey from March 2022, over two-thirds of Winnipeggers are very

or somewhat willing to pay \$100 more per year in property taxes for better roads, more trees, and more affordable housing. Over half of Winnipeggers are willing to pay \$100 more for park improvements, better transit, more recreation, sustainability upgrades to municipal infrastructure, and active transportation infrastructure. The City's own 2021 Citizen Satisfaction Survey found that housing and social services was the most commonly mentioned area to improve quality of life in Winnipeg, above roads and policing.⁹ It is time to challenge the narrative that the City cannot raise revenue and that the only places the City can spend is on roads and policing. It is critical that the City explore progressive revenue generating strategies and use that revenue to improve starved public services.

To raise revenue we propose initiatives such as a platform tax, a parking lot levy, a commuter fee, and a renewed impact fee as well as property tax increases. These initiatives allow us to raise spending across areas of the budget which have long been neglected while reducing incentives for urban sprawl.

Challenging the Province...

The Government of Manitoba has been an uncooperative partner to the City of Winnipeg in recent years, reducing the City's capacity to act on climate change and improve its outdated infrastructure. The cancellation of the 50/50 transit operating grant and the decision not to use the carbon tax to upgrade Winnipeg's transit system have delayed upgrades that are desperately needed for the City to reduce GHG emissions. With only a few years remaining to significantly decarbonize our society, this is a monumental disappointment. The province has also further delayed upgrades to the North End Sewage Treatment Plant through its ideologically motivated insistence that the project proceed as a public/private partnership. This is a project that is decades overdue and desperately needed to improve the health of Lake Winnipeg.

We understand that the City's power to influence the Province's approach is limited, however we wish to remind the Province of its responsibility to work with municipalities to take action on climate change. Promises of a new approach to relations with Winnipeg City Hall were promised with a change in Provincial leadership in 2021. While there has been progress in advancing funding requests for the North End Sewage Treatment Plant and the Transit Master Plan to the Federal government, much more needs to be done to help Winnipeg prepare for a low-carbon future and deal with its crumbling infrastructure.

Policing

As noted in our policing chapter, Winnipeg spends the highest proportion of its budget on policing (27 per cent) of Canada's top 10 major cities. The police budget has ballooned over the last decade, along with instances of police brutality, violence, and police killings. This year the AMB calls for a 10 per cent reduction in the police budget (\$320 million) and a redirection of those funds towards community services. Recognizing that poverty and marginalization are root causes of crime, community safety can be better secured by ensuring all Winnipeggers have access to housing, food, education, transportation and opportunities for self-expression. Alongside the policing chapter, our housing, food security, recreation, transit, and economic development chapters offer policy options for achieving these goals.

Resourcing the Winnipeg Poverty Reduction Strategy

In 2021 the City of Winnipeg took a historic step forward in passing its first Poverty Reduction Strategy. This strategy emerged out of a long community consultation and aligns with many of the longstanding proposals from Make Poverty History – Manitoba. While the Poverty Reduction Strategy lays out a blueprint for combating poverty, the strategy was passed without funding for its implementation. While a small handful of proposals in the strategy received funding, there was no funding made available for staff to ensure ongoing implementation. Throughout the AMB we call for aspects of the poverty reduction strategy to be funded, to ensure this document can live up to its promise. We have included the priority areas for funding from Make Poverty History Manitoba (MPHM) for the City of Winnipeg as listed on MPHM's website.¹⁰ In the Employment and Training chapter we call on the City to increase staff resources to ensure implementation of the Poverty Reduction Strategy.

The AMB Inspires

The 2022 AMB provides an alternative path to the tired status quo that has been pursued for decades by City Hall. For too long Municipal leaders have taken a 'head in the sand' approach to challenges the City faces while squandering the opportunities for change offered by community partners. Winnipeg needs a budget that takes decisive action on climate change,

reconciliation, housing, and poverty reduction. The investments laid out in the AMB do just that.

The AMB inspires us to imagine a city where high-quality public services provide us with mobility, the opportunity to connect with our friends, families and neighbours, good jobs, and a sense of place. Where high quality public spaces provide us with spaces to meet and relax. Where housing and food are available to those who need it.

Whether it be through increasing spending on youth recreation, offering a living wage to all municipal employees, electrifying the transit system and creating a rapid bus grid, preserving our urban forests, or expanding the stock of affordable housing, this budget makes investments that will improve the lives of Winnipeggers for years to come.

Endnotes

- 1 <https://www.ipcc.ch/sr15/chapter/spm/>
- 2 <https://www.cbc.ca/news/canada/manitoba/hot-weather-breaks-records-1.6054926>
- 3 <https://thenarwhal.ca/manitoba-drought-climate-change/>
- 4 <https://www.winnipegfreepress.com/local/advertising-campaign-aims-to-attract-riders-back-to-transit-576281452.html>
- 5 <https://spcw.mb.ca/wp-content/uploads/2020/01/Proposed-Cuts-to-Community-Services.pdf>
- 6 <https://www.cbc.ca/news/canada/manitoba/winnipeg-budget-2020-community-cuts-1.5489467>
- 7 <https://www.cbc.ca/news/canada/manitoba/mayor-premier-city-budget-1.4287741>
- 8 <https://www.cbc.ca/news/canada/manitoba/winnipeg-budget-2022-pandemic-1.6263736>
- 9 <https://www.winnipeg.ca/cao/pdfs/2021CitizenSurvey.pdf>
- 10 <http://makepovertyhistorymb.com/campaigns/winnipeg-without-poverty/>

Fiscal Framework

Current Revenue

Where the Money Comes From at the City of Winnipeg

The City is constrained in the kinds of taxes it can levy. It is more or less limited to collecting revenue from taxes levied on the value of properties within the city limits. The City of Winnipeg Charter defines the purpose of the City – in part – “to develop and maintain safe, orderly, viable and sustainable communities...and to promote and maintain the health, safety and welfare of the inhabitants” and gives its council the powers “to govern the city in whatever way council considers appropriate within the jurisdiction given to it under this or any other Act...and to enhance the ability of council to respond to present and future issues in the city” (The City of Winnipeg Charter Act, 2002, p. 14–15). As such, it permits the City to, “if authorized by council, establish fees, and the method of calculating and the terms of payment of fees, for applications, filing appeals under this Act or a by-law, permits, licences, consents and approvals, inspections, copies of by-laws and other city records including records of hearings, and other matters in respect of the administration” (The City of Winnipeg Charter Act, 2002, p. 143). Therefore, while the City is limited to collecting taxes only on properties, it is more free to enact fees and levies for city-provided goods and services.

Property taxes, which are levied at a rate (called the mill rate) on the assessed value of residential and commercial property, still constitute the single largest source of revenue. A homeowner’s (or business’) property tax is

calculated by a very convoluted process. The assessed value of the property is first multiplied by a “proportioned percentage” (45 per cent for residential and between 10 per cent for designated recreation area and 65 per cent for commercial or industry property for different kinds of businesses) to get a portioned value. This amount is then taxed at the “mill rate” (13.468 in 2022), which is the rate per \$1,000 of portioned value. In the last few years, the City has been varying the mill rate so that taxes increase modestly every year (2.33 per cent in the 2022 budget).

Example of how property taxes are calculated:

Assessed value × portion per cent × mill rate/1000 = property tax

$315,000 \times 45 \text{ per cent} = 141,750$

$141,750 \times 0.013468 = 1909.09$

If you are a homeowner, this may look low compared to your property tax bill, but it is because this only accounts for the City’s share of the tax. Property tax bills also contain taxes for the school division.

In normal economic times, property taxes are not ideal for revenue generation. Unlike income or sales taxes, the tax base (the economic activity on which the tax is levied) for property taxes does not increase automatically as the economy grows. When the economy expands, revenue that governments collect through income and sales taxes increase even when the tax rate (the percentage of income or sales that is taxed) stays the same. This does not happen with property taxes.

Property taxes are also not ideal from a policy perspective. One of the principles of a good taxation system is “ability to pay,” which means that taxes should be levied on those with the most ability to pay them. Property taxes are levied on the value of property, which has some connection to ability to pay in the sense that people with higher incomes tend to own more expensive houses, but this connection is not perfect. It is entirely possible for someone to live in a house of a reasonable value and earn a fairly modest income. Someone who has purchased their house during their working life and then retired on a limited pension would fall in this category. For these people increases in their property tax can hit quite hard.

An argument can also be made to suggest property taxes are not only less progressive than income taxes, but are actually regressive. In Canada, the distribution of household incomes is more unequal than the distribution of assessed home values, so low-income households pay a greater share of property taxes than the share they earn in income, and vice versa for high income households. This means, for instance, that the bottom 10 per cent of income earners would pay more than 10 per cent of the total property tax.

Results from a 2005 study showed that the lowest income homeowners — those in the bottom income quartile — paid at least twice the amount of tax per dollar of income compared to the highest income homeowners — those in the top income quartile — and in the most regressive municipalities, four to five times more (Palameta and Macredie, 2005). Winnipeg was categorized as a less regressive municipality, with its lowest income residents paying on average 2.55 times as much per dollar of income as its highest income residents in property taxes. In general, municipalities in larger census metropolitan areas, such as Toronto, Vancouver, and Montreal, tended to have more regressive property taxes.

The other problem with property taxes is that they do not fulfill any obvious policy objective. While the income that is earned from property taxes is used for a wide variety of important public services from roads to the fire department, the tax itself does not create economic incentives that move people in a desired policy direction. An example of a tax that both raises money and fulfills public policy goals would be something like a carbon tax, which creates an incentive for people to reduce their consumption of fossil fuels.

In the context of the COVID-19 crisis, however, property tax revenue does not suffer during economic downturns. Since the crisis put millions of Canadians out of work and threatened the remaining hours and earnings of many others, total incomes declined, as did the revenues collected by governments on incomes. At the federal level, total income tax revenues — including personal, corporate, and non-resident income tax — were projected to drop from \$227.1 billion in 2019–20 to \$222.9 billion in 2020–21 (Government of Canada, 2021, p. 329). The provincial budget is in much better shape than the government feared during the height of COVID, in part because of limited spending during COVID compared to other provinces, but also because the economy — and therefore tax revenue — bounced back more quickly than they had predicted. However, it remains the case that income tax revenue fluctuates with economic ups and downs more than property taxes. At the provincial level, total income tax revenues — including individual and corporate income tax — were forecasted to decrease from \$4.250 billion in 2019–20 to \$4.169 billion in 2020–21 (Government of Manitoba, 2020, p. 5; Government of Manitoba, 2021, p. 11). Further, retail sales tax revenues in Manitoba were projected to drop from \$2.293 billion in 2019–20 to \$2.066 billion in 2020–21, since people were not spending as much as they might normally. In contrast, total property tax revenues for Winnipeg increased from \$648.7 million in 2020 to \$658.7 million in 2021 and are projected to

increase further to \$682.1 million in 2022. Despite the imperfections of the property tax, there are few other options available and it remains one of the major mechanisms for municipalities to generate the revenue required to operate, especially in the context of the COVID-19 crisis.

Other sources of municipal tax revenue suffered (City of Winnipeg, 2021, p. 2–15; p. 2–106; City of Winnipeg, 2022, p. 238). Most notably, transit ridership revenues were down by \$38 million from 2020 to 2021 and parking fee revenues declined by \$7 million as a result of the pandemic (City of Winnipeg, 2021, pp. 3–20–3–23). These and other losses were largely offset by a \$74.5 million grant from the Federal Safe Restart Program (Kavanagh, 2021). The City has already said it expects to face yet another COVID-19 related budget shortfall for 2022.

What is less certain is whether or not the federal and provincial governments can be relied upon to provide assistance. The 2022 federal budget has two initiatives to assist municipalities – the Housing Accelerator Fund, which provides financial support for municipal planning and housing creation, and Transit Funding to address public transit shortfalls. The City accuses the Province of being a less willing partner. The Federal Safe Restart Program was not matched by the province. The Manitoba Budget 2022 did not include any new funding for municipalities to deal with COVID or transit ridership declines. The COVID related shortfalls in transit could be softened by a return to the 50/50 cost sharing arrangement between the City and the Province, which the Province unilaterally ended in 2017.

The City also collects what it calls a “business tax,” which is collected on businesses in the City based on the assessed rental value of their business location. The rate was 4.84 percent in 2021, where it remains in 2022, down from 9.75 percent in 2002. This means that the amount that firms pay would equal 4.84 per cent of the assessed annual rental value of their business. Over the past 20 years, the rate has steadily declined. There was no change from 2020 to 2022, but this followed seven consecutive years of rate drops from 2013 to 2020. This yearly rate decrease means that business taxes have been decreasing both as a percentage of city revenue and in real terms. In 2001, the City collected \$60.85 million (in \$2002) in revenues from business taxes or 9.2 per cent of all revenues, compared to \$48.8 million or 6.8 per cent in 2011 and \$41.7 million or 4.9 per cent in 2021. Small businesses, those with a rental value of less than \$44,200 in 2021, did not have to pay this tax.

The business tax has come under criticism because business people argue that it makes Winnipeg less competitive than cities that do not have a business tax. These critics also argue that it is unfair because some busi-

nesses must pay both the business tax and the non-residential property tax. However, this argument is only reasonable if the combined taxes on business are in some way “too high.” It is true that many cities in Western Canada do not have a business tax, but this is compensated for with higher rates on non-residential property taxes. Compared to other selected cities, Winnipeg fell on the lower end of the per cent of municipal tax revenue received from non-residential properties – mostly businesses – in 2019 at 36 per cent, compared to the average at 43 per cent (see *Figure 1*). There could well be an argument for eliminating the business tax in name and unifying the business tax and the non-residential property tax. If the business tax were eliminated, the non-residential commercial property tax should be increased to ensure no loss in revenue to pay for city services businesses rely upon: roads, fire, police and public wellness. This is precisely the change that Edmonton introduced in 2013.

In addition to property and business taxes, the City has looked for new ways to make money. For example, the frontage levy, a tax the City levies on the length of the frontage of a property on a street that has a sewer or water main, is currently \$5.45/foot. According to the City, the frontage levy is separate from the property tax, allowing the City to claim that it is limiting property tax increases while still increasing its revenue through the frontage levy.

Where Does Winnipeg Stand?

We can analyze the state of the City’s finances by comparing them to other comparable cities in Canada and to the City’s own historical record.

Turning first to Winnipeg’s comparison to other cities, the City has been quick to advertise its tax advantages over its municipal rivals. *Figure 2* shows the property taxes levied on an “average” home in selected Canadian cities. Winnipeg’s property taxes were lower in 2021 than any of the cities in the sample, at \$1,857. The next lowest was Halifax at \$2,036 and the highest was Ottawa at \$4,075. Of course, the flip side of the lower property tax coin is that Winnipeg raises less revenue on an “average” home than these other cities.

The low property tax environment in Winnipeg is the result of a 14 year refusal to increase property taxes prior to 2012. While the City has increased property taxes after 2012, between 1998 and 2020, Winnipeg increased its property taxes by much less than its Canadian counterparts (see *Figure 3*). Compared to the average homeowner in other Canadian cities, the percent increase that the average Winnipeg homeowner has experienced to their

municipal tax bill over the last 22 years has been incredibly low at 22 per cent, compared to the average among selected cities at 140 per cent.

Winnipeg's recent tax changes still place them on the lower end of the spectrum for Western Canadian cities. In 2021, only Edmonton's 0 per cent increase and Calgary's 0.2 per cent decrease were lower than the 2.33 per cent increase in Winnipeg. Other cities increased their property taxes by much more than Winnipeg. Saskatoon increased theirs by 3.87 per cent and Vancouver by 5 per cent from 2020 to 2021.

Overall, the comparisons with other cities suggest that Winnipeg has starved itself of much needed revenue to fund public services. It is certainly true that Winnipeg has gone against the grain compared to many other Canadian cities which have increased property taxes over the last twenty years.

The other comparison is to examine how the City has changed its revenue raising and spending decisions over the last several years. *Figure 4* shows the changes to the City's revenue between 2001 and 2021. At first glance it looks as though Winnipeg's total budget expanded dramatically during this period, from \$651 million to \$1.18 billion, an increase of 81.3 percent. However, this number overstates the extent of the growth of the City's budget for two reasons. The first is that it fails to account for inflation. Over time there is a general trend for the average prices we pay for goods and services to rise. This is the distinction that economists make between nominal (the stated price) and real (how much a given amount of money will actually buy) values. In order to calculate the real value of the City's budget, the effect of inflation must be taken into account. Viewing the City's revenues in real terms, then, accounting for inflation using the consumer price index (CPI) with 2002 as a base year, the increase has been much more modest, from \$660 million in 2001 to \$850 million in 2021.

The other reason that it overstates the increase in the city budget is that it fails to account for the increase in Winnipeg's population. More people mean both greater demands on the City's services and more people paying taxes. Accordingly, both revenue and expenses should go up with population growth. So, we should also account for population growth by measuring revenue per person. Over the last 20 years, Winnipeg's population has increased by more than 150 000 people, from 637 100 in 2001 to a forecasted 797 900 in 2021. Viewing the City's revenues on a per capita basis, then, the increase has been miniscule, from \$1036.30 per person in 2001 to \$1065.10 in 2021. Comparing these three approaches, expressed as a percent change from 2001–2021, the City's total revenues in nominal terms increased substantially — by 81.3 per cent — from 2001–2021, in real terms

they increased much more modestly — by 28.7 per cent, and in real terms per capita they increased just barely — by 2.8 per cent.

The City has also changed who it collects money from over time. The long term property tax freeze before 2012 is reflected in property tax revenue falling from 59 per cent of the budget to 56 per cent between 2001 and 2021. However, this seeming reduction in residential homeowners' contribution to city revenues is made up for by the increase in frontage levies and other taxes. The most obvious change is the declining contribution of the business tax to city revenue, which has fallen from 9 per cent of the budget to 5 per cent.

Regulation fees (like photo enforcement) and sales of goods and services (like recreation and ambulance fees), combined, have increased from 9.3 per cent of the budget in 2001 to 10.2 per cent in 2021, and are projected to reach 11 per cent in 2022. While increasing some of these fees, like the amount charged for dumping in the landfill, make sense from a policy standpoint, others, like the fees charged for ambulance rides are more controversial.

Where the money goes has also changed since 2001. In 2021, 57 per cent of the budget went to three areas: police, public works, and fire & paramedics. The big change in city priorities during this period was its expansion of the police budget. In 2021, the police accounted for 27 per cent of total city spending, up dramatically from 18 per cent in 2001. The fire department has also increased, although less dramatically, from 13 per cent in 2001 to 18 per cent in 2021. Police and fire are projected to account for 27 and 18 percent, respectively, of the 2022 budget as well.

Overall, in 2021 the City's spending was greater than its revenues, leaving it in a slightly precarious financial situation for the 2022 budget (City of Winnipeg, 2021b). Strictly speaking, the City is not allowed to run a deficit. In practice, it can draw from a fund called the Financial Stabilization Reserve, which is a rainy day fund set aside for times of budgetary difficulty, to top up revenues. Transferring money from this fund to general revenue allows the budget to technically be balanced when it is really running a deficit. Obviously, the City cannot continuously draw from this fund without depleting it. The twin problems of COVID and, as Winnipeggers will hatefully remember, an unusually high snowfall, has meant a very big draw on this fund in 2021. COVID was particularly hard on Winnipeg Transit, and reduced ridership has meant precipitous falls in revenue. The City exceeded its snow clearing budget by December 2021 by \$11 million. Increases to the employer contribution to the police pension fund increased by \$5 million compared to that which was anticipated in the 2021 budget. As a result, the City's rainy day fund was drawn down from \$120 million at the beginning of 2021 to \$75.1

million at the end (City of Winnipeg 2021). It shouldn't take an accounting wizard to see that drawing down about \$45 million a year on a fund this size is unsustainable. It also places the City dangerously close to the minimum allowable size of the Fiscal Stabilization fund (6 percent of operating costs), of \$72 million in 2022 (Samson 2022). The only silver lining to this cloud is that many of the budgetary problems are unlikely to continue in following years. Hopefully, the worst of COVID is over and it is possible that we won't get quite as much snow next year. However, the precarious state of the rainy day fund has left the City with very little wiggle room in its 2022 budget.

2022 City Budget

As has been the case in recent budgets, the 2022 city budget calls for a 2.33 per cent increase in property taxes. In order to get this increase the City adjusted the mill rate to 13.468. Of this 2.33 per cent, the City will allocate 2 per cent (or \$12.6 million) to the tax-supported operating budget on a one-time basis, and the remaining 0.33 per cent to payments for the Southwest Rapid Transitway. Funnelling 2 percent of the increase into the general operating budget marks a change from previous years that acknowledges the City's precarious financial position. In the 2021 budget, for example, the entire 2.33 percent increase was earmarked for road renewal and the Southwest Rapid Transitway.

In 2022, the City is set to maintain the business tax rate at 4.84 per cent from 2020 and 2021, after seven consecutive years of decreases, dropping from 5.9 per cent in 2013 to 4.84 per cent in 2020. The budget also calls for an extremely slight increase in the annual rental value below which businesses will be exempt from the business tax to \$44,220, up \$20 from \$44,200 in 2021, and up from \$35,700 in 2020.

There are some charges and fees levied by the City that do have obvious policy goals. For example, charges for using the Brady Landfill encourage conservation and recycling while incentivizing people to decrease the amount they take to the landfill. The 2018 adopted budget increased the minimum tipping fee from \$15.00 to \$20.00 for solid waste delivered to the Brady Road landfill as well as a \$15 to \$20 rate increase for additional garbage bags (up to three) at the curbside. Charges for waste delivered to the Brady Road landfill increased by \$1.00 to \$6.00 per tonne (depending on what is being dumped). These utility operations run by the City are kept in a separate Utilities budget line. From 2018 to 2019, the total number of tonnes of solid waste disposed

declined from 332,500 to 319,000 and from 2020 to 2021, increases in tipping fees increased revenues from solid waste disposal by \$850,000. However, in its 2022 preliminary budget, the City predicts a decrease in revenues from solid waste disposal by \$1.6 million from 2021 to 2022.

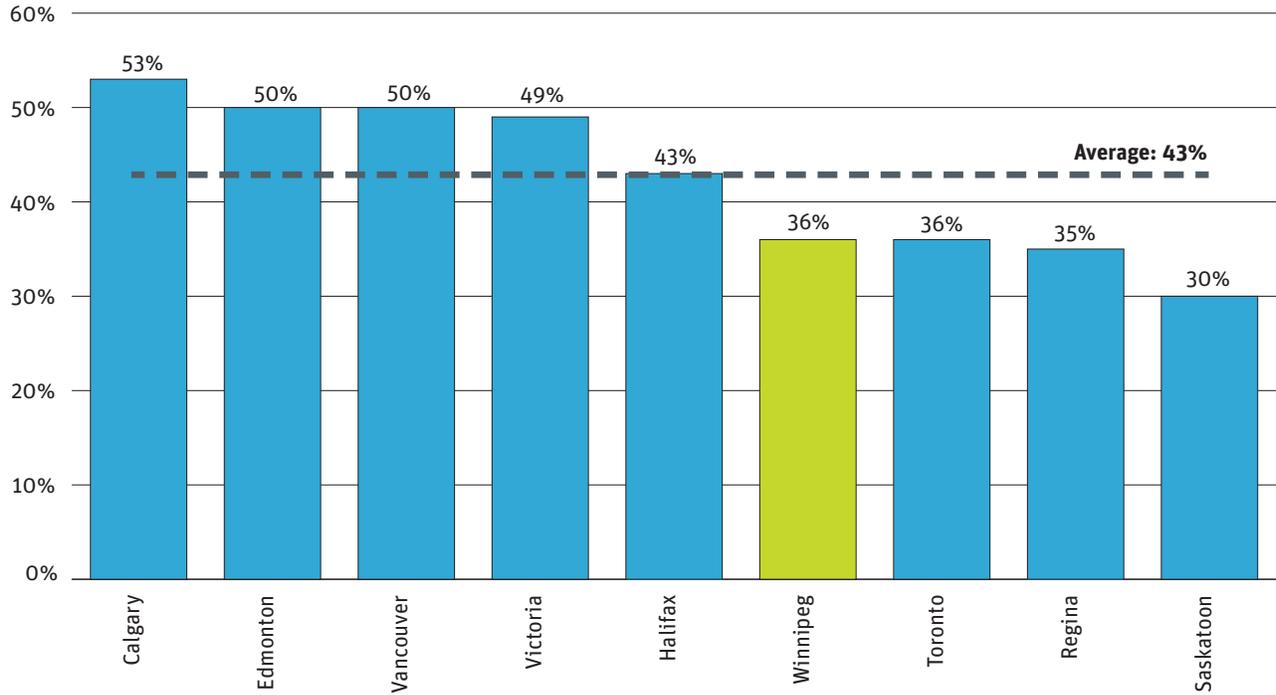
Parking charges also contain an important incentive effect. The Winnipeg Parking Authority charges for downtown and exchange district parking. This has two important effects. On one hand, it increases the cost of driving to these areas, creating an incentive to choose public or active transportation, and reduces the incentive to use parking where spaces are at a premium. On the other, it creates a cost differential between parking in these districts, where fees are levied, and other districts outside these areas, where fees are not charged. As a result, for those that drive, it is less expensive to travel outside these areas than to venture downtown and to the exchange where parking fees are charged. The 2021 adopted budget submitted a decrease of \$0.75 per hour to on-street parking. This decrease showed up in the “other” category. The City intends to maintain these lower rates — \$2.75 per hour in high-demand areas and \$1.75 per hour in lower-demand areas — for 2022.

Winnipeg’s revenues from regulation fees and sales of goods and services are both expected to increase for 2022, by \$10.2 million and \$950,000, respectively, compared to 2021. These two budget lines have suffered in recent years, due in large part to the effects of the COVID-19 pandemic. In 2022, however, the City predicts it will be able to boost revenues from regulation fees, most significantly from the elimination of pandemic adjustments to building, electrical and mechanical revenue, including the elimination of the patio fees waiver. This comprises \$5.8 million of added revenue. It will generate an additional \$3.8 million from increases to property and business tax penalties due to the 2021 waiver of penalties related to the pandemic. Regarding the sales of goods and services, the City expects to generate an additional \$2.2 million compared to its 2021 budget by increasing Recreation Service revenue to partially compensate for the impact of the COVID-19 pandemic. On the flip side, it expects its revenue from ambulance fees to decline by \$1.7 million. The City further estimates a \$400,000 increase from an increase in Environmental Protection Services and a net increase in other goods and services, combined.

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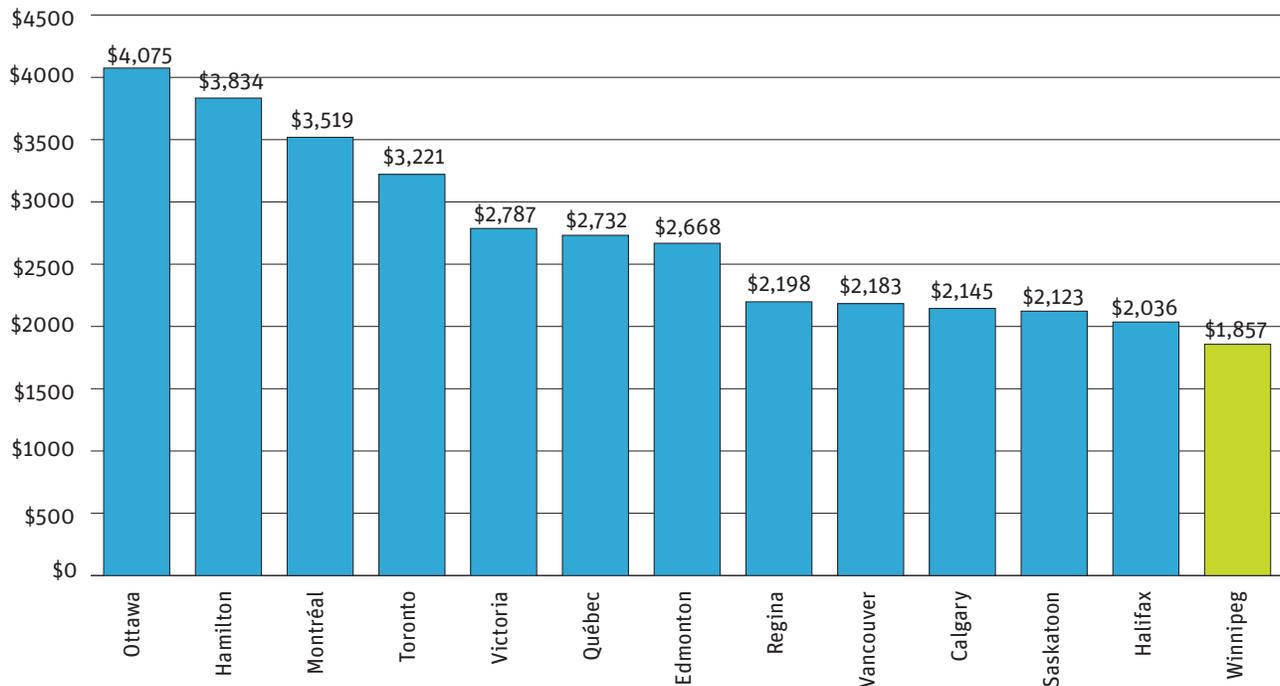
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FIGURE 1 % of Municipal Tax Revenue Received from Non-Residential Properties, 2019



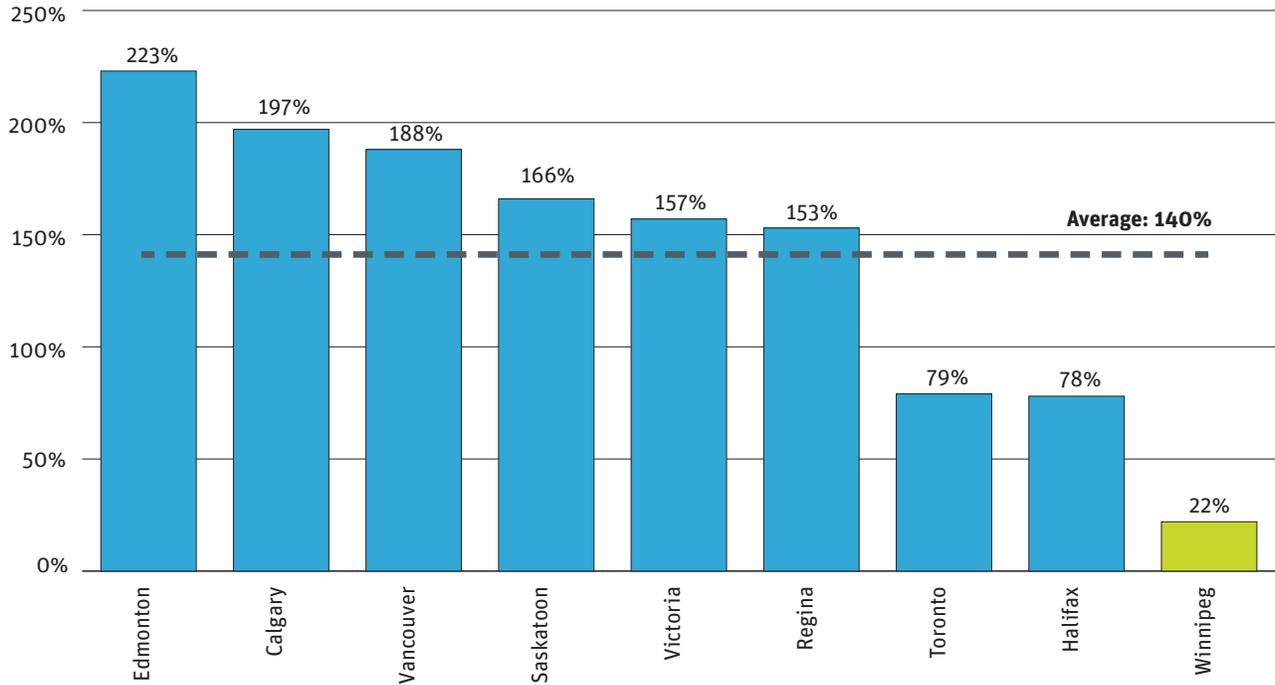
Source City of Winnipeg Community Trends and Performance Report Volume 1 for 2022 Budget.

FIGURE 2 Average Residential Municipal Property Tax Across Major Canadian Cities in 2021



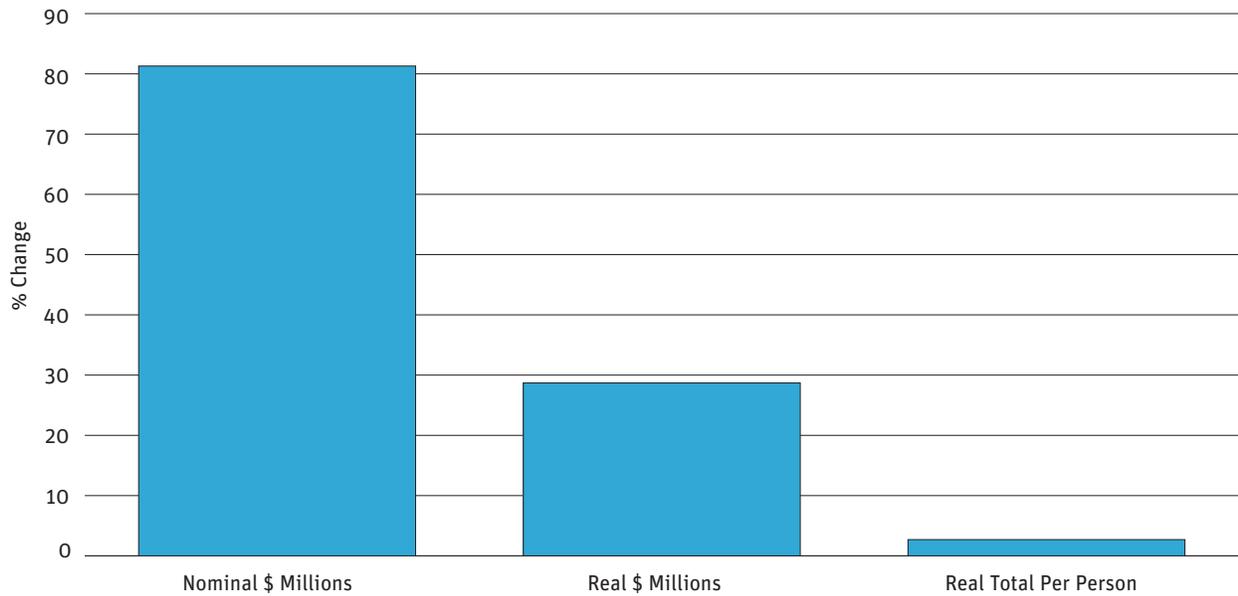
Source City of Winnipeg Community Trends and Performance Report Volume 1 for 2022 Budget.

FIGURE 3 % Increase in Average Homeowner’s Municipal Tax Bill, 1998 to 2020



Source City of Winnipeg Community Trends and Performance Report Volume 1 for 2021 Budget.

FIGURE 4 % Change in City of Winnipeg Total Revenue 2001–2021



Source City of Winnipeg 2021 Preliminary Budget Operating and Capital Volume 2; Statistics Canada: Table 326-0021; Statistics Canada: Table 326-0020; Forecast from the City of Winnipeg.

Revenue Changes for 2022 AMB (all changes are in addition to the City's 2022 Proposed Budget)

Property Taxes

In addition to the City of Winnipeg's 2.33 percent increase, the AMB will increase property taxes by an additional 5 percent for a total of 7.33 percent. This increase goes a small way to reverse the long-term stagnation of real City revenues laid out in "where the money goes" section. The City's 2.33 percent increase is not even predicted to keep pace with inflation in 2022. If we take the average \$1857 City property tax bill for 2021 (*Figure 2*), the total 7.33 per cent increase would increase property taxes by \$136 over 2021 and \$93 above the City's 2.33 per cent increase for 2022.

However, to alleviate the negative income effects of this tax increase on low-income homeowners, the AMB will refund the entire 2022 (City and AMB combined) residential property tax increase. In 2018, Statistics Canada estimated that in "Manitoba large urban centers" 5.3 percent of homeowners are in core housing need, about 10,000 households (Statistics Canada, 2020). Assuming that all of those are in Winnipeg, and that they pay the average property tax, refunding the full \$136 increase for 10,000 households would cost \$1.36 million.

- Property Tax Increase of 5 per cent: \$34 million
- Property Tax Refund for Low Income Homeowners: \$1.36 million
- Net Property Tax Revenue Change \$32.64 million

Impact Fee

The 2014 AMB argued in favor of a growth fee with the following text: "In slow growth cities such as Winnipeg, new subdivisions are developed at the expense of existing neighbourhoods and infrastructure...A Growth Development Fee (GDC) that increases as new property construction is further away from the city center would encourage Winnipeggers to use the existing housing stock and build in existing neighbourhoods. The AMB recommends a \$15,000 fee, which would amount to about 4 percent of a new \$350,000 house, be applied to housing starts in new suburban residential developments in Winnipeg. It will not apply to the replacement or renova-

tion of existing homes. It will also not apply to new units on vacant lots in existing developments or designated areas close to Winnipeg’s urban centre that have not yet been developed” (Canadian Centre for Policy Alternatives Manitoba [CCPA MB], 2014, pp. 16–17).

In 2017, the City implemented an impact fee that applied to new residential developments in new and emerging communities. The initial charge was around \$500 per 100 square feet (\$54.73 per m² or \$508 per 100 square feet) and rose to nearly \$650 per 100 square feet by 2019 (\$59.48 per m² or \$641 per 100 square feet). For a 1,900 square foot home, this fee amounted to just under \$10,000 in 2017 and just over \$12,000 in 2019 for a new home. From 2017 to 2020, the City collected almost \$37 million in impact fees on the construction of more than 3,500 new homes in these areas. The City had been sliding this money into an Impact Fee Reserve Fund, from which it planned to fund infrastructure needs in the growth areas of the city. It had not yet spent the money collected, pending the decision of a court case on the constitutionality of the fee.

In July 2020, however, the Manitoba Court of Queen’s Bench ruled that the impact fee “imposed a constitutionally invalid indirect tax and is not saved as a valid user fee or regulatory charge” (*Ladco Company Limited v. The City of Winnipeg*, 2020). The court decision ordered the City to immediately halt impact fee collection and refund the \$37 million it had collected in fees and interest since 2017 from homebuilders, developers, and homeowners.

As previously noted, the City of Winnipeg Charter gives its council the powers to “establish fees, and the method of calculating and the terms of payment of fees” (The City of Winnipeg Charter Act, 2002, p. 143) in order to maintain and develop sustainable communities within the city and to promote the welfare of its citizens. It was on these grounds that the City justified passing a by-law to begin collecting impact fees in 2017. The fact that the court ruled that the impact fee was actually a tax, rather than a fee, and was therefore invalid, shows the limitations of the City to introduce new fees to generate revenue. An argument, then, could be made to either better define what constitutes a fee under the City charter, to better link the fee to the increased cost of development, or to expand the City’s ability to collect taxes to include a tax on new residential developments in new and emerging communities.

The promising takeaway from the 2020 verdict was that it did not rule out the possibility of the City ever reintroducing an impact fee. In fact, the judge’s ruling outlined that the City was fully within its right to charge for the outsized cost of suburban development, but that it did not properly link

the impact fee to the cost of development in its initial iteration, hence why it was ruled unconstitutional. Therefore, the 2022 AMB would reintroduce the impact fee with the stipulation that revenue raised be earmarked for development costs.

A fee discouraging urban sprawl would help to recuperate some of the expenses associated with infrastructure development in new areas, while simultaneously incentivizing against continually building outward, rather than improving existing neighbourhoods and infrastructure closer to the city centre. Infrastructure costs are influenced by the form of the city. A US study examined the connection between infrastructure costs per capita and urban sprawl. They found that all of their measures of costs (which included not only total direct expenditure, but also subcategories like capital facilities, roadways, police protection, and education) were positively related to urban sprawl (Carruthers and Ulfarsson, 2003). New subdivisions are more costly for the City than infill housing and increased urban density, yet this is the development plan that has been followed.

The quality of life in the city is also affected. More sprawling cities are associated with more driving miles, greater vehicle emissions, less walking, more obesity and even greater hypertension (Ewing et al., 2003). Cities can take a number of actions to promote more liveable, “smart” urban areas. Zoning is perhaps the most obvious measure, but pricing incentives can also play an important role in changing the structure of the city. Taxation can be used to achieve important public policy objectives as well as a mechanism to generate much needed civic revenue.

From the time that the original impact fee was introduced in May 2017 to the time of the court ruling in July 2020, 21 percent of all new housing starts in the city took place in new and emerging communities that were charged the fee. In 2021, 5,700 new homes broke ground in Winnipeg (CMHC, 2022). If we assume that a similar number of new houses will begin construction in 2022, which seems a fairly reasonable assumption based on market expectations, and we assume the same proportion will be in new and emerging communities as was the case between 2017 and 2020, we can expect to charge an impact fee on 1,197 new homes. The AMB would set the new impact fee at \$750 per 100 square feet, an increase from \$650 in 2019. For a 1,900 square foot home which would sell for over \$500,000 in communities such as Waverly West, Ridgewood South, or Sage Creek, this would amount to \$14,250 (about 2.85 percent). This would generate \$17.06 million, and would help to recuperate some of the expenses associated with infrastructure development in new areas, while simultaneously incentiv-

izing against continually building outward, rather than improving existing neighbourhoods and infrastructure closer to the city centre.

Additional Revenue:

- Impact Fee: \$17.06 million

Commuter Charge

One of the challenges facing Winnipeg is that it faces tax competition from municipalities that are within very easy commuting distance from the city, such as Headingley or East St. Paul. If people live in these communities and then commute into Winnipeg for work or leisure, they are, in fact, using Winnipeg infrastructure (most obviously roads) without paying for them. This free riding on city services allows outlying communities to charge lower taxes than is the case in Winnipeg. It also constrains the amount that Winnipeg can increase its property taxes because it has to worry about the incentive to construct new homes outside the perimeter.

The manner in which property taxes are currently structured creates a disincentive for new construction within the city limits. A study conducted by MNP found a substantial difference in property tax rates between the City of Winnipeg and its surrounding communities in the census metropolitan area (CMA) in 2011. For a house valued at \$350,000 in 2016, a resident of Winnipeg could expect to pay \$2,010.65, while property taxes on a home of the same value in the surrounding municipalities ranged from a low of \$1,061.24 in Rosser to \$1,477.35 in Springfield in the surrounding municipalities (Black, 2019, p. 2; MNP, 2016, p. 43). Further, Taylor Farm, a relatively new development in Headingley, boasts more recent comparisons of the property taxes paid by its residents and those living within city limits. For a house valued at \$600,000 — fairly standard for a home in Taylor Farm — the property tax was approximately \$6,900 in Winnipeg in 2017–18, compared to \$5,200 in Headingley (Taylor Farm Blog, 2019).

The regions outside the city limits are growing more rapidly than the city itself. Between 2001 and 2021, the population of Winnipeg has increased by 25 per cent, while the CMA as a whole has grown by 27 per cent. Some of the commuter municipalities have grown much more rapidly. For example, from 2001 to 2016 Headingley grew by 88 per cent. Between 2016 and 2021, the bedroom communities of Niverville and West St. Paul were Manitoba's fastest growing municipalities, growing 29% and 25%

respectively over 5 years. In 2021, there were about 85,000 people living in the CMA but outside Winnipeg.

The City and the Province need to find some way to address the incentive problem caused by this cost differential. This could be done in a variety of ways that equalize property taxes between the municipalities in the CMA or attempt to solve the free rider problem caused by commuters.

One potential mechanism that might address this issue is a commuter charge. This could be administered in a variety of ways. Until 1999, New York had a commuter tax that was 0.45 per cent of the earnings of a suburbanite working in New York and was collected from their paycheque. Another option, which might discourage single vehicle commuting, might be to charge people outside the city per trip into the city. This could be structured in many ways, but one option could be to offer a certain number of free trips into the city in any given time period (perhaps one free trip per week) and then charge per trip after that.

Stockholm charges a toll to enter its city centre. It costs between 10 and 20 Swedish Krona (SEK), depending on the time of day, up to a maximum of 60 SEK (Eliasson, 2014, p. 7). The city uses an automatic camera identification system to check license plates and charge accordingly, which works quite seamlessly. The toll proved to be very successful in Stockholm. Traffic in the area with the congestion charge was reduced 22.1 per cent from 2005 to 2013 (Eliasson, 2014, p. 7). Further, the tax generates a good deal of revenue. In 2013, the municipal government in Stockholm generated 50 million SEK, with variable costs of 250 million SEK (Eliasson, 2014, p. 33). Eliasson also found that the negative effect on economic activity in the taxed zone was “very small or non-existent” (2014, p. 13).

London constructs their congestion charge a little bit differently. It imposes a fee of 10.50 pounds for driving in the designated zone during the hours of 7 am and 6 pm. To enforce this, the city uses the same system as the Swedes, except if a person has not bought the pass for that day, they will be ticketed to the amount of 160 pounds. From 2003–2013, the congestion charge “reduced traffic levels by 30 per cent” (De Payer, 2014). It also generated 200 million pounds in the 2013–14 fiscal year (De Payer, 2014).

Winnipeg could levy a commuter fee that would help pay for Winnipeg’s road infrastructure on a beneficiary pays principle and help to mitigate the free riding/tax competition issue with surrounding municipalities. This could take one of two forms — either as a payroll charge, taken as a portion of an employee’s income if they work inside the city but reside outside of it, or as a tolling system around the city, which would use license plate recognition

software to charge non-Winnipeggers who commute into the city for work, per entry. A 2019 report commissioned by the CCPA Manitoba office and authored by Riley Black weighed the pros and cons of these two options. The appeal of a payroll charge lies primarily in its ease of application, but it does not do much to discourage lone vehicle commutes over options such as carpooling, bussing, or cycling into the city. Further, it has the potential to run into legislative roadblocks. On the other hand, a per-trip fee monitored by license plate recognition would be more costly to implement and continually operate, but would do a much better job of directly addressing the marginal costs of driving by charging commuters per trip, and might therefore incentivize them to consider other options or at least, force them to pay their fair share per commute (Black, 2019). It is for these reasons that the latter is preferable.

As noted above, about 85,000 people live in the Winnipeg CMA, but not within city limits. If we assume that even 50,000 of those 85,000 commute, plus at least 15,000 more that live around the CMA commute, using their own cars, into the city for work five days a week and once on the weekend, and we allow for one free trip per vehicle per week, that would result in around 325,000 chargeable trips per week, or 16.9 million trips per year. If we charged \$3 each time a vehicle entered the perimeter from outside the city, whose license plate was registered to an address outside city limits, after allowing for one free trip per week, this would generate \$50.7 million. A regular commuter making five chargeable trips per week at \$3 per trip would pay a total of \$780 per year. In Stockholm, the automatic camera identification system cost approximately 1,900 MSEK, or \$250 million to implement, and costs 220 MSEK, or \$29 million per year to operate (Eliasson, 2014, p. 35). Given that Winnipeg has around half of the entry points – or potential toll stations – that Stockholm’s city centre does, we can assume the total start-up capital costs and yearly operational costs would also be cut in half, totaling around \$125 million to initially implement and \$14.5 million to operate annually. If we assume a 2.75 percent interest rate and a 20-year payment term, the capital costs associated with start-up for one year would be \$8 million. Therefore, deducting annual capital and operational costs, the commuter charge would generate \$28.2 million.

Additional Revenue:

- Commuter Fee: \$28.2M

Parking Space Levy

Although lack of accessible parking is often seen as a deterrent, it is entirely possible that Winnipeg has too much parking, not too little. This is especially true of surface level (single story) suburban parking. Massive parking lots take up land that could be used for retail or housing. It makes active transportation more difficult by increasing the distance between destinations. Free parking in suburban malls acts as a disincentive to go downtown. Generally, it facilitates the use of more vehicles and the expensive infrastructure that must be developed to support them.

In 2017, Mexico City became a trailblazer for North American cities, when it changed its parking regulation policy to put a maximum on parking spaces at a new development as opposed to a minimum. The law states that there be a maximum of one parking space for every 30 square meters of business space (Kopf, 2011). Once a business reaches half of this maximum, they are required to pay a fee. There is also a maximum of three parking spaces per housing unit for multi-family dwellings. The laws are too new for there to be any meaningful results yet, but in the coming years, we will see the effect of these new parking regulations in Mexico City.

Outside Winnipeg's downtown and exchange, parking is largely governed by zoning. Generally, in Winnipeg, the zoning rules lay out parking minimums, presumably to allay nearby residents' concerns about on street parking congestion. The result is massive parking lots that blight the city. The AMB would place a parking space levy on all surface area parking spots that are not currently metered by the city. For new developments, it would also convert the current zoning regulations from a minimum number of parking spots to a maximum.

There are some noteworthy benefits to using a parking space levy. Because parking lots are property, the amount of the levy can easily be added to a business' property tax bill. This means there will be relatively low additional administrative costs to implement the tax (KPMG, 2016, p. 49). Another consideration is that the levy could incentivize businesses to convert existing parking spaces into productive office or retail space, increasing the value of the property. This means higher property tax revenue for the city.

Calculating the net revenue for a city-wide parking space levy is difficult. Unfortunately, no data exists for how many parking spots are in the entire city. Consequently, the following results are therefore quite broad and represent estimates with a high variance. However, there is some public data on which we can base a general estimate. Data exists on the number of offices

and retail stores in the city, and the size of these establishments in square feet. These two categories of buildings would have the most parking spots.

According to the City’s 2006 zoning by-law, the minimum parking requirements in Winnipeg are one parking spot for every 750 ft for offices and one spot for every 250 ft for retail stores. The minimum number of parking spaces provides a conservative estimate for the number of parking spots actually constructed. We can also use the data from Tables 1 and 2 on the different types of office and retail buildings. Since building size is given as a range, an average was chosen for each category.

Based on these numbers, there are around 92,200 retail and office parking spots in Winnipeg. If the parking lot levy were set at \$182.5 per space per year (\$27,375 on a 37,500 square foot retail space requiring 150 spots), it would generate approximately \$17 million.

Additional Revenue:

- Parking Lot Levy: \$17 million

Platform Fee

A much more recent challenge facing the City of Winnipeg — and indeed, most North American and European cities — is the emergence and fast-paced growth of the platform economy, sometimes referred to as the sharing economy. The platform economy describes a relatively new phenomenon, through which economic and social transactions are conducted via digital platforms. Some of the most notable examples include Airbnb, Vrbo, Uber, Lyft, SkipTheDishes, DoorDash, and Rover.

Many cities have found themselves in uncharted waters attempting to regulate or to manage the effects of various platforms. While some have opted not to apply any regulations whatsoever and welcome them with open arms, others have issued total bans on the operation of one or more platforms within their jurisdictions. Frankfurt, Budapest, Oregon, and Vancouver, to name a few, have all banned Uber at one point or another, with the service still unable to operate in all but Vancouver, who only welcomed it for the first time in January 2020 (Chan, 2021).

Meanwhile, in August 2021, Barcelona became the first city to issue an outright ban on short-term private-room rentals, which represents the core of Airbnb’s original model, following similar attempts by Amsterdam and Vienna (Erdem, 2021). In between the two extremes of “entirely permissive”

to “entirely restrictive” of the platform economy are a range of regulations and fees levied on the operators or users of the platforms.

While it would be entirely reasonable to target the entire platform economy, we can single out Airbnb, both because it poses some unique challenges and because it produces the most readily-available data. Airbnb creates problems for Winnipeg’s development prospects, since it converts the city’s available housing stock from long-term to short-term. It also creates more immediate disturbances for the neighbours and fellow tenants of Airbnb hosts. Therefore, it would be desirable to disincentivize the further proliferation of Airbnb – and other short-term rental platforms, like Vrbo – into the housing market, while simultaneously generating revenue off of listings that already exist.

Hotels and motels within the City of Winnipeg already pay a 5 per cent accommodations tax, but those listing properties on Airbnb – and on a much smaller scale, Vrbo – do not. The AMB, then, would introduce a 5 per cent platform fee on Airbnb and Vrbo listings to equalize the tax on other accommodations within the city. A number of other North American cities have already instituted similar fees on short-term rentals, including Austin, Chicago, Nashville, Denver, and New Orleans (Spicer, 2018). They all also charge operator fees, which serve as the base amount that Airbnb providers would have to pay per year, succeeded by a percentage or per night fee on each stay. The City of Winnipeg itself has recently said that it is considering regulating short-term rentals, such as those listed on Airbnb and Vrbo – including subjecting them to the 5 percent accommodation tax, requiring them to register with the City, and limiting the number of rentals on a specific block or in a specific unit – in light of concerns about fairness, noise in high-density areas, and crime (Kives, 2022). The AMB would charge an annual \$50 operator fee, followed by the 5 per cent fee per stay. The purpose of the fee would be to target short-term rentals, and therefore anyone who rents out their unit or house to a single party for more than 30 consecutive days would be exempt.

According to AirDNA, which keeps track of the short-term vacation rental markets in cities all over the world, the average number of active rentals in Winnipeg listed on Airbnb, Vrbo, or both over the last year was 1,154. Of these, the average daily rate was \$115 and the occupancy rate was 67 per cent. Therefore, if we were to charge a 5 per cent per night fee for 245 nights, in line with the occupancy rate, which would amount to \$5.75 per listing per night or \$1,409 per year on average, the platform fee would generate \$1.625

million. Add to this \$57,700 from the operator fee applied to all listings for a total of \$1.68 million in added revenue from Airbnb and Vrbo listings.

Additional Revenue:

- Platform Fee on Airbnb and Vrbo Listings: \$1.68 million

Summary of Revenue Changes (\$ millions)

From Chapters

- Housing – Fines from by-law enforcement, recirculated into HRIR \$0.5 million
- Housing – Opt-out fees for affordable housing replacement demolition/conversion replacement \$1 million
- Surplus Food Charge \$3.4 million
- Riparian Levy \$6.79 million

From Revenue Section

- Property Tax \$32.6 million
- Impact Fee \$17 million
- Commuter Charge \$28 million
- Parking Lot Levy \$17 million
- Platform Fee \$1.7 million

Total New Revenue AMB 2022 \$107.99 million

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TABLE 1 Office Buildings, Average Sizes, and Total Spaces

Size in Square Ft.	Number of Office Buildings	Parking Spaces Required	Total Spaces
<5,000	415	3,000 / 750 = 4	1,600
5,000–15,000	340	9,750 / 750 = 13	4,420
15,000–30,000	106	22,500 / 750 = 30	3,180
>30,000	175	37,500 / 750 = 50	8,750
Total	1,036		17,950

Source City of Winnipeg Valuation of Income-Producing Properties 2020 General Assessment.

TABLE 2 Retail Stores, Average Sizes, and Total Spaces

Size in Square Ft.	Number of Retail Stores	Parking Spaces Required	Total Spaces
<5,000	1,178	3,000 / 250 = 12	14,136
5,000–15,000	504	9,750 / 250 = 39	19,656
15,000–30,000	150	22,500 / 250 = 90	13,500
>30,000	180	37,500 / 250 = 150	27,000
Total	2,020		74,292

Source City of Winnipeg Valuation of Income-Producing Properties 2020 General Assessment.

TABLE 3 City of Winnipeg Spending

	2021	% of budget	2022	% of budget	2022	% of budget
	Adopted		Projection		AMB	
Police	301.2	25.5	310.6	26.0	279.6	21.5
Public Works	153.2	13.0	154.1	12.9	169.0	13.0
Fire and Paramedic	210.8	17.9	215.0	18.0	215.0	16.5
Community Services	109.9	9.3	111.1	9.3	145.9	11.2
Planning Property and Development	42.4	3.6	43.2	3.6	50.5	3.9
Water and Waste	24.6	2.1	22.4	1.9	47.4	3.6
Contribution to Transit	104.3	8.8	97.6	8.2	154.5	11.9
Debt and Finance Charges	39.2	3.3	39.8	3.3	39.8	3.1
Other	194.7	16.5	200.8	16.8	200.8	15.4
Total	1180.3	100.0	1194.6	100.0	1302.5	100.0

Note The 2022 budget line for PPandD also includes Assets and management.

Note Spending is based on departmental operating expenditures and are net of capital related expenditures – pg 239–240 of the 2022 Preliminary Operating Budget.

TABLE 4 Revenue

	2021	% of budget	2022	% of budget	2022	% of budget
Nominal \$ millions	Adopted		Preliminary		AMB	
Property Tax	658.7	55.8	682.2	57.1	715.0	54.9
Business Tax	57.9	4.9	57.0	4.8	57.0	4.4
Frontage Levy and other tax	90.3	7.6	92.4	7.7	167.8	12.9
Government Transfers	149.2	12.6	150.8	12.6	150.8	11.6
Regulations and Fees	69.3	5.9	79.5	6.7	79.5	6.1
Sales of Goods and Services	50.9	4.3	51.8	4.3	51.8	4.0
Interest	7.5	0.6	7.3	0.6	7.3	0.6
Transfers from other Funds	37.7	3.2	17.9	1.5	17.9	1.4
Utility Dividends	36	108.1	37.3	3.1	37.3	2.9
Other	23.3	2.0	18.4	1.5	18.4	1.4
Total	1180.4	100.0	1194.6	100.0	1302.7	100.0

Active Transportation

MEETING OUR WINNIPEG 2045'S Objective to "Prioritize sustainable transportation as the mobility options of choice"¹ represents a major challenge for a city that has been planned and built for the benefit of cars rather than people over the last 70 years. Despite some significant investments in the walking and cycling networks over the past decade, the vast majority of trips in Winnipeg are still undertaken by vehicle.² If we have any hope of meeting our climate change goals, we need to institute a drastic shift in the way people get around.

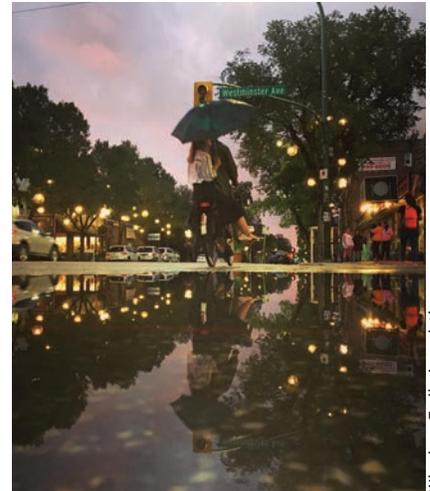
By making the alternatives to driving more attractive, we can get many more people walking and biking.

Fortunately, most trips being made in Winnipeg are not that long. The median commute to work in the city is just 6.6km,³ and many trips stay within local communities, distances where walking and/or riding a bike are time-competitive with driving. By making the alternatives to driving more attractive, we can get many more people walking and biking.

Polling on transportation provides good evidence of the potential to change transportation habits. When asked which factors prevent people from switching to active transportation:

- 20 per cent of people polled in a 2018 CAA Manitoba/Bike Winnipeg survey indicated that they would choose to ride their bikes daily in good weather if provided with a better cycling network where they felt safe.
- 45 per cent of respondents said that they would ride daily to a few times a week under those circumstances.⁴

- 39 per cent of those polled in a 2020 City of Winnipeg survey indicated that they drive more often than they would like to.
 - A majority of those polled stated that bad or angry drivers, gaps in the bicycle network, a lack of safe spaces to lock their bikes, and feeling forced to ride sidewalks on busy streets were a big problem in Winnipeg.
 - “Feeling unsafe walking at night” and “Poor sidewalk surface conditions, such as cracks or lack of snow removal” ranked as top reasons people did not walk as often as they would like.⁵



Winnipeg Trails Association

Completing Winnipeg’s Sidewalk and Bicycle Networks

While the city has taken strides to improve its bike network over the last 10 years, much of the city remains unconnected or poorly connected to people on bikes. Funding to build out the network has fallen far short of what is needed and must be significantly increased to provide the comfortable and connected network needed to get more people out of their cars and onto their bikes.

This budget allocates 20 per cent of roadway funding to the completion of Winnipeg’s walking and cycling networks, amounting to an annual budget of \$27.5 million for the Pedestrian and Cycling Program.

This would allow the city to:

- Add 15–20km of low stress bikeways to the city’s bike network each year by;
 - Adhering to city policy by including walk/bike improvements in all roadway rehabilitation projects that overlap the proposed bike network;
 - Dedicating \$2.5 million from the Local Street Renewals program to ensure walk/bike improvements included with roadway rehabilitations can be extended to logical end points;
 - Providing an additional \$2.23 million for the Pedestrian and Cycling Program that would be used to increase development outside of the road renewals program and increase programming for things like encouragement and community bike shops.

- Continue adding sidewalks where missing;
- Double the amount of spending for sidewalk maintenance within the Local Street Renewals program.
- Double the amount of spending for detectable warning surfaces within the Regional Street Renewals program.
- Provide traffic calming for up to eight neighbourhoods per year as a new line item within the Local Street Renewals program.

Most of this increase would be facilitated through better use of the city’s road renewals budget. Additional funding of \$1.2 million would be provided through the Federal Government’s Active Transportation Fund. A small difference of \$1.03 million would need to be sourced via other means.

We are also asking for an update to the Benefit Evaluation Procedure so that improvements to walking and cycling are no longer considered as mere enhancements to Level of Service warranting only a low weighting (7 per cent compared to 31 per cent weighting to maintain level of service) toward a project’s prioritization.

Matching the safety requirements of vulnerable pedestrians and cyclists moving amongst vehicles to best practices should not be considered an enhanced level of service, it should be considered as a requirement to meet the basic level of service

Revenue Sources:

- Local & regional Road Renewals Program
 - Better inclusion of walk/bike improvements: \$ 13.325 million
 - Extension of walk/bike improvements to logical end: \$ 2.500 million
 - Doubling of sidewalk maintenance: \$ 0.800 million
 - Neighbourhood Traffic Calming: \$ 0.800 million
 - Doubling of detectable warning tiles: \$ 0.100 million
- Federal funding through Active Transportation Program: \$ 1.200 million
- Other sources: \$ 1.030 million

Ensuring Equity

The need for better walking and cycling facilities is especially acute in areas of the city identified as “Higher Needs”. Residents of these areas often have less access to private vehicles, and less income that they can (or that they would like to) dedicate to transportation.

For transportation projects, an equity lens that better addresses both the burdens and the benefits generated by transportation projects is needed. Affected communities need to be fully engaged throughout project development, measuring support for or opposition to projects, soliciting weighting for criteria, and identifying and evaluating alternatives early in the process.

Burdens that negatively affect higher needs areas should receive negative weighting in evaluation criteria. Benefits need to go beyond simple spatial measures such as proximity to a higher needs area. Equity weighting should be applied to criteria such as safety, health, access, connectivity, and/or affordability.

Increased Snow Clearing

Winnipeg is a winter city, so the extent and quality of snow removal along the city’s walking and cycling networks has a huge impact on the ability of people to choose walking, cycling, or transit through the winter months. If we want to encourage more people to use sustainable transportation, we need to maintain our walking and cycling networks year round.

Snow clearing and sanding in Winnipeg is managed through the city’s Snow Clearing & Ice Control Policy. The policy divides the city’s roadways, sidewalks, bikeways, and pathways into 3 levels of prioritization (P1, P2, P3), with thresholds set for how much snow must fall to initiate clearing, and standards set for the amount of time needed to clear snow when that threshold is met.

Major routes are generally designated P1, collector streets and non-regional bur-routes get designated P2, and residential streets get designated P3.

Sidewalks, bike lanes, and pathways are generally given the same priority as the adjacent street, but the policy allows for sidewalks, bike lanes, or pathways to be designated as Active Transportation Priority Routes (P1AT, P2AT, P3AT), which will be cleared and sanded to the same service level as all Priority 1 infrastructure.

TABLE 1 Snow Clearing

Snow Clearing Priority Level	Street Clearing Threshold	Pathway Clearing Threshold	Sidewalk/ Threshold	Expected Completion Time
P1	3cm		5cm	36 hours
P2	5cm		5cm	36 hours
P3	10cm – on inspection		8cm	5 working days
Back lane	5cm		N/A	48 hours
P1AT, P2AT	N/A		5cm	36 hours
P3AT	N/A		8cm	5 working days
P3 Enhanced*	N/A		5cm	36 hours

* P3 Enhanced – Sidewalks in the vicinity of elementary schools & active living centres

The city’s snow removal budget is based on the need to perform an averaged number of snow clearing and sanding events per year on each km of roadway, sidewalk, or pathway within each priority designation.

In this budget, we have increased funding for snow clearing to allow for 200km of P2 and P3 sidewalks to be reclassified as P1AT, and for 100km of P3 streets and pathways to be reclassified as P1AT. The improved sidewalk clearing could be used to improve access to transit by widening snow clearing to the full walkshed of the transit route instead of just the corridor that the buses run down. Both the sidewalk and bikeway improvements could be prioritized to benefit higher needs areas.

New Expenditures:

- One Time Startup Costs (signing): \$ 84,000
- Ongoing Annual Costs: \$ 619,700

Encouraging the Shift to Sustainable Transportation

Having walking and cycling networks that provide comfortable connections to the places we visit throughout our daily lives is crucial in our shift to sustainable modes of transportation like walking, cycling, and transit, but having those networks in place is only part of the solution. To gain the most from our investments in sustainable transportation, we need to actively encourage people to use those networks.

Targeted marketing campaigns, or individualized marketing, provide tailored outreach to educate people about their travel choices. This customized

information allows each marketing program to focus on the unique travel needs of an individual neighbourhood, institution, or audience. It's an effective way to bridge the information gap and support a change in travel behaviour – driving less and using alternative travel options more. It's been shown to decrease the number of kilometers being traveled, especially when initiated alongside major transit service and/or infrastructure projects that make it easier to walk, bike, or bus.

Targeted marketing campaigns, or individualized marketing, provide tailored outreach to educate people about their travel choices.

For instance, a Portland study showed that areas targeted for individualized marketing after installation of a new rapid transit line saw a near doubling in the shift to transit use compared to a similar area not targeted with individualized travel marketing.⁶⁷ Households near the rapid transit line that hadn't been reached by Smart Trips, Portland's individualized marketing program, cut car use by 3 per cent. Those contacted by the Smart Trips program reduced car use by 12 per cent.⁸

A 2009 Winnipeg based targeted/individualized marketing case study, the WinSmart Community Based Travel Marketing Pilot program, showed that this type of program could be quite successful in Winnipeg. Results from the project showed an 11.7 per cent reduction in drive-alone and an 18.2 per cent reduction in trip-related CO₂ emissions. This was supported by a 54.3 per cent relative increase in cycling, 3.4 per cent increase in walking and 8 per cent increase in carpooling. There was also a 5.4 per cent reduction in vehicle kilometers traveled (VKT).⁹

To develop and run an individualized marketing program in Winnipeg, we are suggesting that 1 per cent of the city's road rehabilitation budget be directed to a new TravelSmart Winnipeg program.

New Expenditure:

- \$ 1.369 million

The city should look into the Federal Climate Action Incentive Fund (CAIF) **MUSH Retrofit** stream as a potential funding source for this program.

Monitoring Progress

Monitoring the development and uptake of the pedestrian and cycling networks is an important task in need of improvement. We need to go beyond the strictly quantitative measures currently being reported and

provide a more holistic set of connectivity and performance measures for the transportation system.

To measure network connectivity, the US FHWA Guidebook for Measuring Multimodal Network Connectivity recommends consideration of the following:

- Network completeness – How much of the transportation network is available to bicyclists and pedestrians?
- Network density – How dense are the available links and nodes of the bicycle and pedestrian network?
- Route directness – How far out of their way do users have to travel to find a facility they can or want to use?
- Access to destinations – What Destinations can be reached using the transportation network?
- Network quality – How does the network support users of varying levels of experience, ages, abilities, and comfort with bicycling or walking?¹⁰

These network connectivity measures should be supplemented to show connectivity measures for higher needs areas. Annual reporting of transportation model shares should be included in the annual budgeting process.

Total New Expenditure:

- \$.70 million – Increased snow clearing
- \$1.37 million – New Travel Smart Winnipeg Program
- \$.067 million – Debt financing for new active transportation infrastructure (\$1.03 million @ 2.75%/20 years)

Total: \$2.2 million

Endnotes

1 City of Winnipeg/ “OurWinnipeg 2045 Development Plan”, July 2021 Draft, Available at: <https://clkapps.winnipeg.ca/DMIS/ViewDoc.asp?DocId=21098&SectionId=612079&InitUrl=>

2 Statistics Canada 2016 Census data on trips to work, show that 78% of trips to work are made by automobile (driver and passenger)

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4 CAA Manitoba, Bike Winnipeg.”Views on Cycling and Driving in Winnipeg”, June 2018. Available at:

- 5** City of Winnipeg. Transportation Master Plan Study Report, Appendix E, November 2020. Available at:
- 6** Brög et al. as reported in TCRP Report 95. “Chapter 16: Pedestrian and Bicycle Facilities.” 2009. p. 16–220
- 7** Individualized Marketing Programs, Oregon Department of Transportation
- 8** City’s ‘SmartTrips’ marketing program shifts focus, BikePortland.org, 2014
- 9** Section 7, WinSmart CBTM Project Report: WinSmart Community-Based Travel Marketing Pilot Project, Resource Conservation Manitoba, 2009
- 10** Hannah Twaddell et al (2018), “Guidebook for Measuring Multimodal Network Connectivity”, pg. 3.

City Planning

EQUITY, SUSTAINABILITY AND resilience are integral components of planning. It is also essential to address Indigenous rights in a meaningful way. The City of Winnipeg is currently in the process of adopting *OurWinnipeg 2045*, a development plan that emphasizes good governance, environmental resilience, community well-being, and social equity.¹ The CCPA-MB Alternative Budget proposes several strategies aimed at addressing these principles, including:

- Redirect engagement resources to support equity-deserving communities;
- Address Treaty, Aboriginal and inherent rights in planning policies;
- Align planning goals with budgets and policies;
- Support planning goals through taxation policy.

These strategies are designed to ensure that financial resources and benefits align with the vision set out in planning documents, to increase capacity and fairness in how communities participate in planning processes, and to promote equity in the distribution of financial resources.

1. Redirect Engagement Resources to Support Equity-Deserving Communities

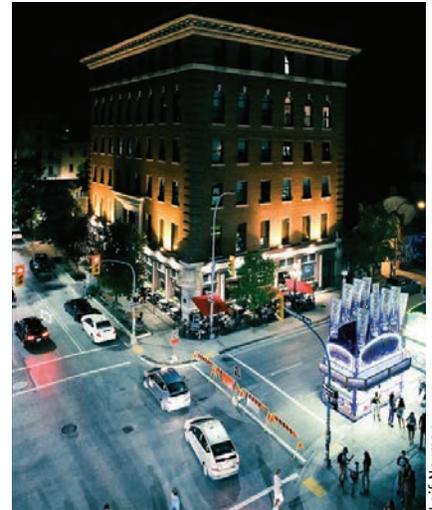
Public participation and involvement in decision-making is the foundation for equitable planning. The City of Winnipeg is required to consult on major

planning decisions, such as when creating new development plans, and frequently undertakes consultation for other types of projects. In many cases, these can be months-long processes, with open houses, surveys, workshops, and stakeholder committees. While these processes can be extensive, engagement and consultation often do not reflect the diversity of the city, nor adequately reflect the needs of hard-to-reach populations. Uneven resources and power dynamics make it difficult for all to participate equally.² This is exacerbated by a lack of representation and understanding of the experiences of equity-deserving groups by the professionals involved in planning and engagement processes.³ The shift to online consultation during the pandemic may have increased access for some, but worsened it for the many people that face barriers related to internet and technology access, furthering exclusion from participation processes. As social equity and reconciliation are key goals of *OurWinnipeg 2045*, consultation must adequately reflect the experiences of equity-deserving groups, and is designed in partnership with communities.

There are several ways to improve participation processes, including by working with community-based organizations that have established relationships with equity-deserving communities, providing mentorship to non-traditional providers to support engagement, and changing procurement processes to allow for more diverse engagement providers. While more equitable engagement and consultation is important, it must also be accompanied by a commitment to equitable outcomes, and ensuring that equity-deserving groups have *meaningful* influence in decision-making.

Work With Community-Based Organizations On Outreach

One strategy for improving engagement processes is to contract with established community-based organizations that have experience working with diverse communities. This can be particularly important for communities with non-English speakers, those with distrust of government processes, or those facing additional barriers.⁴ For example, Metro Transit in Minneapolis-St. Paul developed a program to contract with multiple community-based organizations to lead engagement processes in different neighbourhoods.⁵ The contracted organizations had a deep understanding of the communities they worked with, making them able to improve the representativeness of survey responses, and ultimately improve services for equity-deserving groups.



Leif Norman

A key principle for partnering with community-based organizations is that they must be fairly compensated for this work, similar to other consultants. We recommend earmarking specific engagement funding to be allocated to community-based organizations, and increasing funding for outreach that follows this model. Partnering with community-based organizations to undertake engagement processes may also require changes to the procurement process, such as issuing smaller contracts, providing more support for applicants, and reassessing minimum conditions.

Create a Training Program to Support Non-Traditional Engagement Providers

To include more diverse providers for engagement services may require training and support. Successful models have trained facilitators with the aim of bridging gaps between community members and institutions. For example, the State Parks Authority in Los Angeles developed a promotores program which trained community members as outreach ambassadors. This led to increased access for under-represented groups, and co-production of the built environment.⁶ We propose the development of a training program to increase capacity for organizations or individuals that could expand the pool of applicants that can work with the City on community consultation and

engagement. This program will require funding for training, staff to support the program, and support for expenses such as translation, childcare and transportation to increase access.

We recommend that budget funds be allocated to undertake a full review of the implementation of TRC recommendations on planning policy and processes, with attention to identifying actual and potential impacts of City of Winnipeg planning policies for Treaty, Aboriginal and inherent rights.

2. Address Treaty, Indigenous and Inherent Rights in Planning Policies

The City of Winnipeg has made a commitment to reconciliation, including adopting the *Winnipeg Indigenous Accord* and committing to addressing five Calls to Action from the Truth and Reconciliation Commission.⁷ One of the commitments is to “repudiate concepts used to justify European sovereignty over Indigenous peoples and lands... and to reform those laws, government policies, and litigation strategies that continue to rely on such concepts.”⁸ As noted in a staff report, this requires assessing City of Winnipeg by-laws, policies and litigation strategies.⁹ While this likely has impacts in

many areas of City governance, there are clear implications for planning and development. The most recent Winnipeg Indigenous Accord report states that little progress has been made in this area.¹⁰ We recommend that budget funds be allocated to undertake a full review of the implementation of TRC recommendations on planning policy and processes, with attention to identifying actual and potential impacts of City of Winnipeg planning policies for Treaty, Aboriginal and inherent rights. As well, a process for consultation with First Nation and Métis governments and Indigenous organizations should be established in order to address Treaty, Aboriginal and inherent rights in planning and development activities into the future. Lastly, other TRC Calls to Action have not been addressed by the municipal government, including language rights. This might include public signs and markers, and the renaming of districts.

TRC Calls to Action have not been addressed by the municipal government, including language rights. This might include public signs and markers, and the renaming of districts.

3. Align Planning Goals With Budgets and Policies

Budget priorities often conflict with achieving planning goals. We recommend two strategies to address this: linking capital and operating budgets to planning goals, and undertaking analysis on the full costs of development.

a. Linking Capital and Operating Budgets to Planning Goals

While planning goals focus on environmental, social and fiscal sustainability, these are often at odds with capital and operating budgets. For example, while plans support mixed-use, compact development to reduce transportation emissions, capital budgets include funding for new road networks that will likely increase emission. There are also inequities in how spending decisions impact communities, such as in recreational facilities and maintenance, with little opportunity for community members to influence spending decisions. As such, we recommend that the City link planning goals to budgets, by conducting spatial and socio-economic impact analysis of capital and operations spending, including how it aligns with planning goals, and by developing concrete evaluation criteria and benchmarks on alignment between plans and budgets.

b. Undertaking Analysis on the Full Costs of Development

A related concern is that the full costs of different types of development are not accounted for in approval processes. Water, sewer costs and local road costs may be borne by developers but do not include the long-term costs for maintenance, education, recreation or leisure. While new developments may have active transportation investments paid for by developers, they do not include connections to existing networks, limiting their utility. Relatedly, the City of Winnipeg lacks holistic models about the potential long-term costs and benefits of development and capital projects. We recommend that integrated models be developed that assess the full costs of different types of development, and be used in decision-making processes. While impact fees that account for the full cost of development are currently not in force in Winnipeg, the long-term costs should inform the decision-making process.

The City of Winnipeg lacks holistic models about the potential long-term costs and benefits of development and capital projects.

4. Support Planning Goals Through Taxation Policy

Taxation policies can support – or undermine – land use policies and objectives.¹¹ There are several areas where taxation policy should be revised to support planning goals. One area is surface parking lots, which create a hostile environment for pedestrians, can contribute to safety concerns, and detract from neighbourhood vitality.¹² While they could be used for more productive purposes, a large percentage of downtown is devoted to surface parking. The revenue from surface parking, combined with low tax rates, discourages their sale and conversion. Bringing surface parking lots' tax rate in line with their future potential would provide additional revenue for the City, as well as create incentives for owners to either develop their properties or sell them to those willing to develop. Another area for alignment is residential taxation policies. The benefits to the city from higher density developments are not reflected in property taxes, with condominiums and apartments taxed at the same rate as single-detached homes, despite the lower long-term infrastructure costs associated with higher density development in established communities. Lastly, we continue to advocate for impact fees that account for the long-term costs of infrastructure,

Bringing surface parking lots' tax rate in line with their future potential would provide additional revenue for the City, as well as create incentives for owners to either develop their properties or sell them to those willing to develop.

serving and operation be used as a growth management tool. We recommend that property tax strategies be aligned more closely with planning goals to encourage the types of communities envisioned by *OurWinnipeg*.

We continue to advocate for impact fees that account for the long-term costs of infrastructure, serving and operation be used as a growth management tool.

Total New Expenditure:

- \$70,000 – 1 FTE to coordinate linking operating and capital budgets to planning goals
- \$152,500 – Improve resources for public engagement
- \$35,000 – 0.5 FTE to address Treaty and inherent rights in planning
- \$100,000 – Implement a full-cost accounting method for future development

Total: \$357,500

Endnotes

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11 Bengston, David N., Jennifer O. Fletcher, and Kristen C. Nelson. “Public Policies for Managing Urban Growth and Protecting Open Space: Policy Instruments and Lessons Learned in the United States.” *Landscape and Urban Planning* 69, no. 2: 271–86.

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Climate

THE IPCC REPORT released in April 2022 offered a dire warning on climate change. If we are to avoid the worst effects of climate change, global emissions need to peak by 2025 at the latest, and need to be reduced by 43 per cent by 2030.¹ Cities can play a significant role in meeting this target through “lower energy consumption (such as by creating compact, walkable cities), electrification of transportation in combination with low-emissions energy sources, and enhanced carbon uptake and storage using nature.”²

Personal vehicles account for 32.1 per cent of emissions in Winnipeg while Transit accounts for just 0.8 per cent.

The 2022 AMB includes spending which touches upon each of these elements. The City Planning and Active Transportation chapters include spending that would rapidly transform the urban environment to make active transportation a viable option for a large share of trips currently taken by car. Spending in our Public Transportation chapter would create a more frequent and reliable transit service while electrifying half of the current Winnipeg Transit bus fleet, dramatically reducing emissions. Personal vehicles account for 32.1 per cent of emissions in Winnipeg while Transit accounts for just 0.8 per cent.³ Shifting more people from driving to walking, cycling, and transit would go a long way in reducing emissions.

The City of Winnipeg released its own *Climate Action Plan* in 2019, however the City has not allocated sufficient resources to meet the goals set out in their climate strategy, and the strategy does not go far enough to begin reducing overall emissions by 2025. This is particularly true of



the City’s funding for green buildings and sustainability planning, which receive virtually no funding. This is a significant gap in the City’s climate strategy. The remainder of this chapter will respond to these shortcomings by outlining policy and spending which would reduce energy use in existing buildings and begin transitioning new building and home construction towards net zero emissions.

Sustainable Buildings are Key to Reducing Emissions

In 2019, natural gas used for space and water heating in Winnipeg accounted for 34.6 per cent of the city’s total greenhouse gas (GHG) emissions. This makes buildings our second-largest source of GHG emissions, after transportation.⁴ Building or retrofitting a home to a zero-emission standard is a lengthier and more complex process than buying an electric car from a dealership, but the technology to heat our buildings affordably and without emissions exists today.

The City’s Climate Action Plan sets GHG emission goals for 2030 and 2050. By 2030, the goal for buildings is an *increase* of 8 per cent relative to total city emissions in 2011. Goals for 2050 are not broken down by sector but target an 80 per cent overall reduction in GHGs compared to 2011. This 80

A zero-emission home in Manitoba adds as little as 8 per cent to the initial cost of construction versus a home built to code, but the savings more than pay for the entire cost of construction over the life of the building.

A request in 2020 by the City’s Office of Sustainability for funding to undertake a cost-benefit analysis of implementing the Climate Action Plan was denied; as a result, work is years behind schedule. A request to fund the Climate Action Reserve Fund was also denied.

per cent reduction in GHG emissions will require significant action to reduce natural gas use by buildings.

Building to a high level of energy efficiency does increase initial construction costs, but not by as much as is commonly assumed. Considering the savings realized over the lifespan of the building through lower energy and maintenance costs, the modest increase in the required budget for a new project is a no-brainer. Modelling by SRP Canada suggests a zero-emission home in Manitoba adds as little as 8 per cent to the initial cost of construction versus a home built to code, and the savings realized over the life of the building more than pay for the entire cost of construction.⁵ The Forks completed the installation of a ground source (geothermal) heat pump system for heating and cooling The Forks Market in 2011. This system eliminated the need for natural gas and paid for itself in ten years.⁶

Investing in energy efficient, zero-emission buildings is not only necessary to meet our GHG reduction goals but will also play an important role in keeping the City’s balance sheet healthy.

The City’s Climate Action Plan identifies many crucial actions required to decarbonize our buildings, but requests for funding are frequently thwarted by council. A request in 2020 by the City’s Office of Sustainability for funding to undertake a cost-benefit analysis of implementing the Climate Action Plan was denied; as a result, work is years behind schedule. A request to fund the Climate Action Reserve Fund was also denied.⁷

TABLE 1 Office of Sustainability Staffing Levels in Selected Cities

	Staff	Population	Staff p/100k
Vancouver	34	631,486	5.38
Edmonton	37	972,223	3.80
Thunder Bay	4	108,843	3.68
Toronto	66	2,731,571	2.42
Cleveland	8	372,600	2.15
Minneapolis	4	429,954	0.93
Winnipeg	4	705,244	0.57

The Office of Sustainability is critically understaffed compared to other cities, as shown in *Table 1*. This has created bottlenecks to climate action in every area of concern.

New Expenditure:

- Hire three additional staff for the Office of Sustainability. \$245,000 per year.
- Fund the Climate Action Reserve Fund: \$500,000

Green Building Policy

The City’s Green Building Policy was last amended in 2011. This policy requires new City-owned buildings and major additions to existing buildings to be certified to a minimum LEED Silver standard (or similar level of certification) and be certified by the Manitoba Hydro Power Smart New Buildings Program. The Power Smart program no longer exists, although similar programming now exists at Efficiency Manitoba. This policy needs an update.

LEED buildings tend on average to be more energy efficient, but even the higher levels of certification do not guarantee a sufficient level of energy efficiency or GHG emissions reduction to meet our overall reduction goal. Some analysis suggests as many as 28–35 per cent of LEED buildings use more energy than their conventional counterparts.⁸ This highlights the importance of setting specific performance targets and implementing ongoing energy management programs to ensure that buildings function as designed.

In Manitoba, we are lucky that our electricity grid is nearly 100 per cent renewable. This fact offers us a simple pathway forward to reducing emissions: mandate that new city buildings and major additions use only renewable energy sources for heating and cooling. Energy efficiency measures, such as installing high-insulation walls and windows and ensuring a tight building envelope are still required to keep energy costs low. An energy audit of all city buildings is supposed to be completed by 2022 under the City’s Climate Action Plan. This information would be used to prioritize the installation of energy efficiency upgrades but as of their most recent report, the Office of Sustainability was still trying to secure funding to hire an energy auditor to do this work.⁹

A simple pathway forward to reducing emissions: mandate that new city buildings and major additions use only renewable energy sources for heating and cooling.

Recommendation:

Amend the City’s Green Building Policy to require new City-owned buildings and major additions to existing buildings be zero-emissions.

Municipal Building and Energy Standards

Manitoba’s building codes are startlingly out of date. Manitoba and New Brunswick are the only provinces that did not harmonize our provincial building code with the 2015 National Model Building Code updates. As a result we are still using the 2011 code.¹⁰ The City of Winnipeg, like most Canadian municipalities, does not presently have the authority to develop its own building code, but there are non-code approaches it can implement to encourage private sector construction to be more sustainable.

The Toronto Green Standard was first introduced in 2006 and offers rebates on development fees that increase depending on the level of energy efficiency the building achieves. A similar scheme that increases basic development fees, but offers refunds for meeting efficiency targets, could ensure that new construction does its share to achieving our emissions reduction goals. A program like this may marginally increase the cost of new homes, but delaying this work just kicks that cost down the road to the future owners of those buildings.

The 300-acre Waverley West subdivision was originally intended to have a district geothermal heating and cooling system. This plan was abandoned in 2008 after Manitoba Hydro determined it would be “cost-prohibitive”.¹¹ To meet emissions goals, these homes will have to be retrofitted in the future, likely at an even greater cost. The opportunity to achieve economies of scale has been lost, it is less expensive to implement zero-emissions technologies at the construction stage, and the gas infrastructure installed by Hydro in this neighborhood will be underutilized or even obsolete long before the end of its useful life. We need to get every new building right the first time.

Recommendation:

Develop a green buildings standard that creates incentives for private developers to make new buildings highly energy efficient.

Retrofitting

Most of the buildings Winnipeg will have in 2050 already exist. To meet emissions reduction targets, we must undertake a large retrofitting campaign of our existing building stock. Estimates for Winnipeg have not been developed but for comparison, the City of Edmonton has estimated that it needs to retrofit over 350,000 residential buildings and 11 million square feet of commercial space to meet its emissions reduction goals.¹² Since individual building owners will be responsible for initiating their own retrofitting projects, financial incentives will be essential to ensuring this happens.

Current subsidies and loan programs are delivered by a patchwork of different agencies and levels of government. The federal government rolled out its Greener Homes Grant last year, which will subsidize eligible retrofits by up to \$5,600.¹³ Efficiency Manitoba provides subsidies for a variety of energy efficiency improvements and has a program that will pay up to 100 per cent of eligible costs for low-income homeowners or tenants of low-income housing.¹⁴

Manitoba Hydro currently offers loans for home energy efficiency upgrades, but at 4.8 per cent their interest rate is relatively high.¹⁵ Compare this to Saskatoon's HELP (Home Energy Loan Program), which provides loans of up to \$60,000 at an interest rate of between 1.68 per cent and 2.72 per cent depending on the length of the repayment period.¹⁶ Unlike Hydro's loan program, a loan through HELP is attached to the property, not to the owner. This is very important, as it means a homeowner can sell their home without having to settle the loan, which could have a term length of up to 20 years. Instead, the new owner assumes both the benefits of the energy efficiency upgrades and the remaining loan obligations. Given the low interest rates offered by Saskatoon, we can expect that the energy savings from these upgrades will more than pay for the costs of servicing the loan. Programs like this are referred to as PACE (Property Assessed Clean Energy). Some municipalities are going even further. Ottawa's Better Homes program offers zero-interest loans of up to \$125,000 for energy efficiency upgrades, also delivered as a PACE program.¹⁷

To meet emissions reduction targets, we must undertake a large retrofitting campaign of our existing building stock.

New Expenditure:

Commission a report to determine what changes within the City's Assessment and Taxation department are required to enable PACE. Draft the legislation that is required to enable this program, and advocate for the province to adopt it: \$200,000

To facilitate the sale of homes that may have a loan outstanding due to energy efficiency upgrades, information about a building's energy performance needs to be available so potential buyers can feel secure that the loan is worth paying. The PACE programs referenced above require post-retrofit energy audits so this information will be available, it just needs to be accessible and understandable to the public.

A successful retrofit strategy will involve the City implementing its own PACE program and may require the City to “top-up” the existing financial incentives offered by other levels of government. Once concrete targets for the number of retrofits are established, the City should consider what its contribution to the retrofitting effort must be.

Recommendation:

Expand the Sustainability Office's Building Energy Disclosure Project to include residential buildings, and work with Winnipeg Regional Real Estate Board to communicate information about a residence's energy efficiency to potential buyers.

Recommendation:

Determine the sector specific GHG emissions reduction goal for buildings for 2050. Use this information to develop a target for the number of required retrofits.

New Expenditure:

Commission a study to determine what financial incentives, marketing, education, and program support the City of Winnipeg must offer to achieve the targeted number of retrofits, once determined: \$200,000.

Retrofit City Arenas

Indoor arenas present a significant opportunity for the City to lead on energy efficiency retrofits and reduce natural gas consumption. These buildings give off large amounts of “waste” heat that can instead be captured and redistributed to nearby buildings through a district geothermal system. Providing both heating and cooling energy in this manner could become a revenue stream for the City. For example, one geothermal design proposal found that the waste heat from the two indoor rinks at Dakota Community Centre in St. Vital could cover the heating and cooling needs of that entire recreation complex plus the adjacent City-owned library, a high school, personal care home, and over 100 nearby residential homes.¹⁸ The design and installation

costs for these kinds of projects are site-specific, but typically have a simple payback period of less than ten years and quite often less than five years. The City of Winnipeg could use some or all of the \$8 million allocated to arena projects in this year's budget, on top of the \$4.5 million in additional funding proposed, to reduce its GHG emissions, save costs and earn new revenue.

New Expenditure:

\$4.5 million – Funding for the installation of district heating and cooling systems at City of Winnipeg Arenas

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- 4** City of Winnipeg. (2019). *Winnipeg's Climate Action Plan Summary* (p. 10).
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- 6** The Forks North Portage Corporation. (2020). *A Virtual Year in Review: The Forks Annual Information Meeting 2019/2020*. Retrieved February 8, 2022, from https://www.youtube.com/watch?v=bBgrwz7_kYM. Timestamp: 22:10 – 23:15
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- 13** <https://www.nrcan.gc.ca/energy-efficiency/homes/canada-greener-homes-grant/23441>
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- 15** https://www.hydro.mb.ca/your_home/residential_loan/
- 16** <https://www.saskatoon.ca/environmental-initiatives/energy/home-energy-loan-program-help>
- 17** <https://betterhomesottawa.ca/rebate-and-incentive-programs/better-homes-loan-program/>
- 18** Proposal developed by Ed Lohrenz, GEOptimize Inc.

Food Access

NEARLY ONE IN six (15.7 per cent) Winnipeg households are food insecure, meaning they do not have the financial resources to buy enough food (Tarasuk and Mitchell, 2020). This is a serious social equity issue with significant impacts on public health. While income is the most reliable indicator of Household Food Insecurity (HFI), other financial assets and liabilities have significant impacts on access to food, suggesting that HFI is more precisely a measure of poverty or overall material deprivation.

In Manitoba, nearly three quarters (71.8 per cent) of households who rely on social assistance as their primary income are food insecure.

Although there is no available data on HFI in Winnipeg and very few publicly-available data sources for Manitoba, national trends indicate that households that identify as Indigenous or black are more than twice as likely as the average household to experience HFI; recent immigrant households experience higher levels of HFI than the average household, and female lone parent households experience household food insecurity at twice the rate of couples with children and 1.5 times that reported by male lone-parent households (Tarasuk and Mitchell, 2020). In Manitoba, nearly three quarters (71.8 per cent) of households who rely on social assistance as their primary income are food insecure, which reveals that social assistance does not provide enough income for Winnipeggers to afford basic necessities. At the same time, nearly two-thirds (65 per cent) of all households that report being food insecure rely on employment income as their primary source (Tarasuk and Mitchell, 2020), suggesting that for many employment income does not cover the basics.



Food Matters

Community meal (pre-pandemic)

Below, three different pillars of food insecurity will be outlined; these are income, built environments, and transportation. Working through these three pillars will offer policy options that are implementable and achievable by the City of Winnipeg and would help to sustainably reduce HFI rates in the city.

These include introducing: a living wage policy; a city-wide food availability assessment with actionable targets; additional public transportation supports; and a means of generating revenue to ensure economic and social sustainability for the city.

Income

At the onset of the COVID-19 pandemic, global food security gradually declined due to economic losses as well as other variables. As restrictions were implemented and some businesses were forced to temporarily discontinue, jobs were lost and income was disrupted. In Canada, employment declined by 15 per cent during the first quarter of 2020; this primarily affected women, immigrants, and younger populations working in hospitality and the food service industry (Men and Tarasuk, 2021). These cohorts relied on income

to sustain their essential needs, which aggravated the prevalence of food insecurity during the pandemic. Of the 15 per cent of the country's workforce whose jobs were disrupted during the pandemic, one-quarter of these individuals reported experiencing food insecurity due to a corresponding income disruption (Men and Tarasuk, 2021). Currently, a noticeable rise in food prices is being observed across the country due to inflation and supply disruptions, thereby also decreasing the economic accessibility of food. Overall, Statistics Canada (2020) has estimated that the prevalence of food insecurity rose by 39 per cent due to the pandemic.

Community-based interventions, including food banks, soup kitchens, mobile markets, and community gardens have tried to mitigate the impacts of HFI. Further, home-based interventions such as gardening and grocery budgeting have been positioned as solutions to food insecurity. However, all these have ultimately been proven ineffective in systemically addressing HFI among low-income people, employed or otherwise (Tarasuk et al., 2019). As an example, a survey conducted by Statistics Canada in the spring of 2020 found that only 7.4 per cent of HFI individuals used food charity interventions (Men and Tarasuk, 2021). Furthermore, despite an injection of \$250 million from the Federal Government into the charitable food sector, the majority of HFI individuals reported that they did not receive additional charitable assistance (Men and Tarasuk, 2021).

What does make a difference in decreasing rates of HFI is income redistribution.

What does make a difference in decreasing rates of HFI is income redistribution. For example, Canada's Old Age Security and Guaranteed Income Supplement has been shown to reduce rates of HFI by as much as half (McIntyre et al., 2016) and adjustments to social assistance programs in Newfoundland and Labrador resulted in drastic declines in HFI in that province (Loopstra, Dachner, and Tarasuk, 2015).

Recommendation

The City of Winnipeg should work with the Province of Manitoba towards compatible provincial and municipal poverty reduction strategies with target increases in employment and income equity and reductions in household food insecurity in Winnipeg.

Establish a living wage policy for all City of Winnipeg employees (See Living Wage, Employment and Training).

Built Environments

An assessment conducted by Wiebe and Distasio (2016) suggest that over 120,000 people in Winnipeg live in “severely unsupportive food environments”. This definition encompasses food desert and food mirage areas, where sufficiently nutritious food is geographically unavailable (defined as within walking distance, or one kilometer) or physically available food is not affordable to local residents (defined by a calculated “social deprivation score”). More than two-thirds of these “severely unsupportive food environments” are found in the inner-city, where a modest increase of geographic food availability is overridden by a corresponding increase in food unaffordability. Newcomers and Indigenous peoples (especially those migrating from Northern and remote communities) often face additional geographic and social barriers in accessing culturally appropriate or preferred foods, which are less commonly available and often sparsely distributed.

More than two-thirds of these “severely unsupportive food environments” are found in the inner-city.

During the COVID-19 pandemic, people also faced difficulty in accessing foods due to social distancing restrictions, especially for the elderly, disabled, and those with health conditions. Further barriers included food supply chain disruptions and the shortages of frozen and processed foods (Rounce and Levasseur, 2020). Some iterations of provincially-mandated public health restrictions added additional considerations; this includes the one-month period where only one member of a household could enter a food store (Province of Manitoba, 2021), and mandated capacity limits for stores also adding to the time spent needed to enter and navigate a food store (Rounce and Levasseur, 2020).

Recommendation

The City of Winnipeg should commission and fund the Winnipeg Food Council to conduct a Winnipeg Food Assessment, including food assessments for each ward, to identify additional and location-specific assets, opportunities, and barriers to equitable food distribution and availability. This information should be publically available and used to supplement the already-existing Winnipeg Food Atlas.

New Expenditures:

Coordinate a review of zoning-bylaws and tax structures, with recommendations to incentivize the equitable distribution of sufficient, safe, and culturally-appropriate food throughout the city. \$200,000

Transportation

Due to the combined factors discussed above, especially limited household income, unsupportive food environments (both physically and economically) and the sparse distribution of culturally appropriate foods, many residents in low-income neighbourhoods must rely on public and for-hire transportation, where and when available, to access preferred food choices. Because of the limitations on the amount of groceries one can carry onto a Transit Plus vehicle, coupled with the lack of reliable service, many low-income people with disabilities in Winnipeg use taxis to grocery shop. This added cost, along with recent increases in Winnipeg Transit fares, has cut into the already stretched grocery budgets of low-income people in Winnipeg.

Winnipeg Transit slowly started phasing in a low-income transit pass, the WINNpass, in May 2020 for households under the low-income cut-off, citizens on Employment and Income Assistance (EIA), and recent newcomers. However, while this is helping solve the issue of affordability. A 50 per cent fare reduction is unattainable for some citizens, especially with consistent year-to-year increases in overall fare prices. This is evidenced by the fact that Winnipeg Transit estimates that it will only sell 78,000 of these passes (CBC News, 2019), when there are roughly 90,000 individuals (Statistics Canada, 2021) that fall under the low-income cut-off group alone (one of the three eligible sub-groups). Further, the downtown spirit buses were discontinued in the Fall of 2020 (Global News, 2020), which was a usable transportation resource for downtown residents.

Lone-parent families, who disproportionately experience HFI, are especially vulnerable when it comes to accessing appropriate food. The COVID-19 pandemic has revealed this especially, when a single parent wasn't able to bring their children food shopping with them due to public health restrictions. Low-income lone-parent household disproportionately rely on public transit when compared to the average citizens due to being a more feasible and affordable option (Wang and Xu, 2020). This correlation holds true even when controlling for other factors, such as income disparity and quality of transit infrastructure nearby. As an effect, this demographic also spends more on transit than the average citizen as well. Advocacy groups in other cities have recommended that transit fare discounts should be provided and other ride-sharing options should be subsidized for low-income lone-parent households.

Recommendation

The City of Winnipeg should coordinate an evaluation of bus routes, bus design, and service design to ensure people can access and transport a reasonable amount of food in a reasonable amount of time using reliable Winnipeg Transit or Transit Plus services.

Implement a system of providing low-income lone-parent households with transit vouchers to cover 100 per cent of fare costs, or provide credits to use for other ride-sharing options such as Peg City Car Co-op or taxi services.

New Expenditures:

\$1.25 million

Revenue Generation

It is estimated that over 25,000 tonnes of avoidable food waste is discarded every year at the retail level within Winnipeg (Second Harvest, 2019). Ideally, a more nuanced approach to food procurement by chain stores would reduce a large amount of this avoidable food waste. Strategies to solve this problem more permanently can be addressed by multiple levels of government and the agri-food industry working in conjunction. In the meantime, other imperfect but still valuable alternatives to this problem include a revenue generation opportunity and a food supply transfer opportunity.

A food surplus fee policy would generate revenue by applying a higher municipal waste fee on avoidable food waste (by weight) for the 73 for-profit national and regional chain food stores within Winnipeg (Wiebe and Distasio, 2016). Alternatively, this policy could also influence a store to instead divert food surplus to a willing partner, such as food banks, other non-profit outlets, schools, or community centres. Through either outcome, the city would either generate revenue through this new fee or save costs through reduced amounts of food waste processing. While food redistribution efforts do not reduce HFI rates and would only help to alleviate the effects of the pandemic (PROOF Food Insecurity Policy Research, 2019), this alternative could be a temporary help as upstream responses are implemented to reduce food waste (i.e. through improved production and retailing) and eliminate HFI (i.e. through income redistribution).

Recommendation

The City of Winnipeg should work with the Province to:

- Coordinate and disburse guidelines on how to classify food surplus as avoidable food waste through incorporating The Food Donations Act and existing food safety regulations.
- Create a long-term strategy to address food oversupply in retail markets and align with existing agri-food system regulations

Implement a food surplus fee on for-profit national and regional chain food stores in coordination with the upcoming pilot composting program.

Revenue generated:

\$3.36 million

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Greenspace and the Urban Forest

WINNIPEG IS FILLED with trees and parks, shady rivers, green corridors and leafy boulevards where people, birds and animals live. It has the distinction of having the largest remaining mature urban elm forest in North America. Winnipeggers care deeply about their greenspace and urban forest.

Sustainable cities must prioritize environmental conservation and invest in increasing, protecting, and restoring greenspace and the urban forest. A heightened awareness of the climate crisis and the negative impacts of climate change underline the urgency of investment in these assets that are essential to a livable city. The on-going public health crisis confirms the value of large outdoor greenspaces that enable people to safely gather for recreation and leisure activities.

In 2018 the AMB urged the City of Winnipeg to implement a Master Plan for Greenspace to preserve, protect, and enhance its forests, greenspaces, natural environment and connecting corridors saying that the absence of a clear and coherent plan with proper monitoring and accountability processes would jeopardize the future of our greenspace.¹ Progress towards a Greenspace Master Plan has been made since 2018, with transformative by-law amendments successfully passed in 2021, but work still needs to be done to ensure these policies are acted upon in a timely manner.

This chapter contains two sections: “Master Greenspace and Natural Corridors Plan By-law and Biodiversity Policy” and the “Urban Forest”.



Coordinating Ecological Plans: Master Greenspace and Natural Corridors Plan By-law

In June 2021, transformative “green” amendments to the City of Winnipeg’s planning documents “OurWinnipeg 2045” and “Complete Communities 2.0” were approved by a near unanimous vote of City Council.² The amended documents provide direction to create a Master Greenspace and Natural Corridors Plan By-law that includes a Biodiversity Policy. Further, the City of Winnipeg Budget 2022 included \$700,000 in funding over two years with \$200,000 for 2022 and \$500,000 for 2023 to begin the development of the plan. The City Planning Department is leading the preparation of the plan that is to include a robust public engagement process.

The amendments have set a higher standard for Winnipeg for environmental and ecological protection of greenspace. Planning and investing in greenspace will provide economic, environmental, health and social benefits.

Never has it been more critical than it is today to have a master plan for greenspace and a biodiversity policy. The *IPCC Report 2022* (Intergovernmental Panel on Climate Change) emphasized the role of nature in addressing climate change including ecosystem protection, restoration, and requests that governments prioritize nature in policy decisions.³

The WHO (World Health Organization, European Division) defines greenspace as “all urban land covered by vegetation of any kind”. Just as every tree contributes oxygen to the air and stores water and carbon, all greenspace provides services or can provide services if restored. Greenspace includes parks, golf courses, university and school lands, river corridors, wetlands, cemeteries, boulevards, industrial lands, rail and hydro corridors and private and public land.

The Master Greenspace and Natural Corridors Plan By-law will be an overarching by-law coordinating and overseeing matters pertaining to greenspace. The plan will navigate the complexities of three levels of government with differing goals, by-laws, and regulations and provide coordination across city departments. The master plan must permeate into all corners of city decision making that impact greenspace, natural corridors, and biodiversity to achieve highest outcomes. Various existing and future policies, plans and strategies will be informed by the Master Greenspace Plan the Urban Forest Strategy and the Parks Strategy. Coordination will occur between various plans including the Climate Action Plan and those that intersect with greenspace such as land development, bridge and road construction, river corridor and storm water management and street lighting.

Natural corridors connect green spaces and make that greenspace infinitely more valuable, productive, and biodiverse. Natural corridors include all waterways and riparian areas that are inherently ecological areas of importance. The Harte Trail and Bishop Grandin Greenway are examples of natural corridors. Connectivity throughout the city needs to be expanded and enhanced for both people and nature.

Biodiversity Policy

The Master Greenspace and Natural Corridors Plan By-law is to include a Biodiversity Policy.⁴ The green amendments direct that Winnipeg’s Biodiversity Policy include an annual report to Council structured in line with Durban Commitments Local Governments for Biodiversity.⁵ In developing the policy existing frameworks from which to draw best practices can be found in Canadian and global cities.

Winnipeg can fast track its plan by benefiting from the existing body of knowledge and best practices. Two Winnipeg based centres of environmental and climate research are the renowned IISD⁶ (International Institute of Sustainable Development) and the Prairie Climate Centre⁷ and Winnipeg must collaborate with them and utilize their expertise.

Greenspace Acquisition

A high priority for the Master Greenspace Plan is the protection and acquisition of existing greenspace. *OurWinnipeg 2045* includes “a commitment to increasing the public reserve land within the City of Winnipeg by taking steps to add another 1,000 acres of public park space in addition to the already existing public reserve lands.”⁸ The purchase of an additional 1,000 acres of greenspace over the plan’s 25-year duration must be budgeted with a plan to purchase at least 75 per cent of the land within the next five years while it is still available as greenspace and does not require costly restoration. There are only a few large parcels (about 20 acres in size) of high-quality natural land remaining in the city. The longer the purchase is delayed the higher the cost per acre and the less natural greenspace available for purchase.

The City currently has two options for purchasing park land — the Land Dedication Reserve Fund and the capital budget, neither of which have sufficient funds to achieve this greenspace acquisition goal.

Alternative funding options are available through the Parks Canada, National Urban Parks⁹ program and the Canadian Federation of Municipalities Green Municipal Fund.

In 2021 the federal government announced a \$130 million investment to create a network of urban national parks. Parks Canada plans to work with municipalities, provinces, Indigenous partners, and conservation organizations to identify opportunities for creating or expanding national urban parks in urban and near-urban settings across the country. At this time, the City of Winnipeg has signed an agreement of collaboration with Parks Canada to discuss the idea.

The Canadian Federation of Municipalities (CFM)¹⁰ provides a *Green Municipal Fund* dedicated to energy, land use, transportation, waste, and water sustainability initiatives. With over 1,500 approved projects totaling \$1.1 billion in funding, the GMF is a valuable resource our City can use to ease the financial burden of purchasing land. For example, the City of Brantford used the fund in 2015 to clean up a 20-hectare stretch of desolate industrial lands contaminated with fossil fuels and other chemicals. In 2009, New Westminster used the fund to transform an abandoned timber site into an urban riverfront park, reclaiming 3.2-hectares of land and treating 3,500



The Barred Owl is found in Winnipeg



Norwood Park

cubic meters of contaminated soil. Winnipeg must consult CFM’s Green Municipal Fund to assist in reaching their green space expansion targets.

Ecological Planning

Dedicated Ecological Planners must be added to the City of Winnipeg Planning Department to plan for and fulfill the complex and specialized requirements of the Master Greenspace and Natural Corridors Plan and Biodiversity Policy. The City of Edmonton, a prairie city with years of experience in award-winning environmental and biodiversity planning, employs Ecological Planners. Winnipeg too must follow this model.

Ecological Planners report to the Director of Planning to coordinate activities across all City departments and external partners. They support the development and implementation of municipal policy and strategies, review land development applications, develop performance, support strategic planning activities, and engage the public.

The number of staff budgeted for the Planning Department decreased from 27 to 18 between 2008 and 2020 while the demand for their services

increased. A minimum of two new ecological planner positions are required to accommodate the additional workload.

New Expenditure

Linking Planning to Operational Budget for two additional positions in the Planning Department:

- Senior Ecological Planner: \$100,000
- Ecological Planner: \$75,000

Protecting the Urban Forest

Despite progress made on greenspace policy, one aspect of greenspace facing rapid degradation is our urban forest. Winnipeg loses, on average, 5,500 public trees every year. Other cities have taken notice of tree loss, responding with targeted investment. Toronto, for one, has decided to put trees to work, with a goal of having 40 per cent of the City's area covered with urban canopy by 2050.¹¹ According to Winnipeg's State of the Urban Forest report, as of 2020, only 19 per cent of the trees removed in the City have been replaced.¹² And the replacement backlog keeps growing. To address these historical losses and keep up with new losses, a reforestation budget that funds, at minimum, the replanting of two trees for every one removed is needed.

Despite the consistent loss, what accounts for a stable, albeit inadequate, 17 per cent of urban canopy coverage? New trees planted in suburban areas are offset by significant loss of mature trees, which provide the most benefit in older parts of the City. Neighbourhoods like Daniel McIntyre, Point Douglas and Saint Boniface are experiencing the devastating loss of century-old Elm trees. A capital maintenance budget that allows, for example, pruning at a recommended seven-year cycle instead of the current 31-year cycle is essential for keeping mature trees healthy and resilient in the face of disease and extreme weather events.¹³

Amongst the Public Works department's infrastructure responsibilities, the Urban Forestry branch's level of investment within the budget is underwhelming compared to the priority spending on roads and the cost of water and waste system maintenance and upgrades.^{14 15} Urban Forestry is under-invested for its place in furthering the City's mission and reflecting the value citizens place on it.¹⁶

Natural infrastructure cannot be assessed and analyzed for maintenance and capital expenditures the same way as conventional infrastructures like

roads and buildings. Urban Forestry’s capital and operating budget must invest according to the value trees bring to cooling the City, protecting asphalt, sequestering carbon, and capturing rainwater run-off.¹⁷ It is hoped the upcoming Winnipeg Urban Forest Strategy will include a recommendation for a natural infrastructure valuation system.

Council has dedicated considerable funds to canopy restoration in the capital budget. However, additional funding will ensure targets are met without delay. The Canada Community Building Fund provides municipalities with a stable and indexed source of infrastructure funding. From 2019 to 2024, Manitoba has received \$448 million from the fund, 90 per cent of which flows to local governments.¹⁸ Council is currently working with the provincial government to assess and identify potential funding options for the CCBF with projects to be solidified in Spring 2022.

New expenditure:

- \$6 million for Urban Forest Renewal Program Public Works Capital Project
- Operating cost: \$0.399 million (\$6 million @ 2.75%/20 years)

Endnotes

- 1 Canadian Centre for Policy Alternatives, Alternative Municipal Budget Winnipeg 2018, Greenspace Chapter <https://policyalternatives.ca/publications/reports/imagine-winnipeg>
- 2 Winnipeg City Clerks Website, Winnipeg Council Meeting June 24 2021, Report of the Executive Policy Committee June 16 2021, OurWinnipeg 2045 Amendments (starting on page 3 and ending on page 8)
- 3 World Economic Forum. “5 takeaways from the latest IPCC report.” April 5, 2022
- 4 Winnipeg City Clerks Website, Council Meeting Agenda, June 24 2021, Report of the Executive Policy Committee June 16 2021, Complete Communities 2.0 Amendments clkapps.winnipeg.ca/DMIS/ViewDoc.asp?DocId=21053&SectionId=609812&InitUrl= page 1
- 5 ICLEI Cities Biodiversity Centre. “Durban Commitment” <https://cbc.iclei.org/durban-commitment/>
- 6 IISD International Institute for Sustainable Development <https://www.iisd.org/>
- 7 Prairie Climate Centre <https://prairieclimatecentre.ca/>
- 8 Winnipeg City Clerks Website, Council Meeting Agenda, June 24, 2021, Report of the Executive Policy Committee June 16 2021, OurWinnipeg 2045 Plan Amendments, Page 2
- 9 Government of Canada. “Government of Canada Invests 130 million to work with partners to create a network of national urban parks.” August 2021.
- 10 Canadian Federation of Municipalities, Green Municipal Fund <https://fcm.ca/en/funding>
- 11 Editorial Board. “How planting trees can cool Canada’s cities in an era of climate heating.” *The Globe and Mail*. July 3, 2021.

12 City of Winnipeg (2020). State of the Urban Forest Report – At a Glance Report, page 3 “Operational Quick Facts”

13 Ibid

14 *Capital Projects Listed by Department. Public Works General Capital Fund. Urban Forest Renewal Program.* Page 86. City of Winnipeg Supplement to the 2022 Preliminary Budget.

15 Summary of Capital Program. Page 11. City of Winnipeg Supplement to the 2022 Preliminary Budget.

16 City of Winnipeg vision and corporate mission. <https://winnipeg.ca/cao/vision.stm>

17 A well-treed neighbourhood can be up to 4 degrees cooler than a neighbourhood without trees. Sources: <https://www.arborday.org/trees/climatechange/fightcommunity.cfm>; <https://canopy.org/tree-info/benefits-of-trees/>

18 Infrastructure Canada. “Canada Community-Building Fund Allocation Table,” September 6, 2018. <https://www.infrastructure.gc.ca/prog/gtf-fte-tab-eng.html>.

Housing

HOUSING POLICY IS shared by three levels of government across Canada. The Federal government offers grants and financing for affordable and social housing development and in Manitoba, the Province has jurisdiction over social housing and tenancy legislation and provides ongoing rent-gear-to-income (RGI) subsidies in social and non-profit housing. No level of government is better positioned to attend to local needs than the municipality, and this is where the City of Winnipeg plays a key role. Like other cities across Canada, the City of Winnipeg creates and implements planning policies and tools to guide development and land use to meet local conditions. Through its by-laws, the city creates and enforces regulations that preserve the existing housing stock. The City also funds revitalization and rehabilitation of housing and the creation of some new housing. It is the City's role, through planning, enforcement, funding, and advocacy, to ensure that our housing system reflects the needs of current and future Winnipeggers.

Until the influx of federal dollars under the Rapid Housing Initiative in 2020, the City primarily invested in housing by dedicating \$1 million annually to the Housing Rehabilitation Investment Reserve (HRIR). Expenditures from this reserve vary each year, from a low of \$547,000 in 2020 to \$1.2 million in 2019.¹ The HRIR supports housing programs in Housing Improvement Zones through community-based Neighbourhood Renewal Corporations, and funds repairs and renovations for four local Indigenous housing providers. The fund is also used to help finance new development projects. In addition to the HRIR, the city has used Tax Increment Financing and the *Live Downtown*



grant program to support new rental development in recent years. Developers of projects which include affordable units have been provided upfront grants equal to the higher property taxes resulting from the new development.

Cities across Canada have had to put their resources at-hand to maintain healthy housing systems, particularly through the development and retention of affordable housing. To support development of affordable housing, Canadian cities use tools like capital grants, the below-market sale or lease of municipal land, development fast-tracking, fee and tax rebates, inclusionary zoning and density bonusing. Funding from provincial governments allows some of these units to be rented at rates geared to tenant incomes. Through their by-law departments, cities enforce health and safety standards to preserve the existing stock. Some municipalities have taken further action by providing financial incentives for renovations or by creating specific regulations to protect needed single-room-accomodation (SRA) stock from demolition and conversion or replace rental units lost by new development.

Winnipeg has made some encouraging steps forward in housing policy in recent years, but these initiatives need more dedicated funding and staff resources to realize their potential. In 2020, the City's first Housing Needs

Assessment was completed. It underscored the crucial importance of the City taking more responsibility to address residents' housing needs and suggested clear annual targets for new homes. In 2021, City Council adopted its first ever Poverty Reduction Strategy, in which affordable housing was one of two key pillars, together with a focus on Indigenous children, youth, and families. In 2022, the City approved the Affordable Housing Now (AHN) program, which relies on federal funding through the Canadian Mortgage and Housing Corporation. The AHN program will provide tax increment financing for developers to produce housing where a minimum of 30 per cent of the units are rented at less than 80 per cent of the median market rent. Non-profit developers will also be able to access grants of up to \$10,000/unit from a \$2 million federal fund to reduce their construction and permit fee costs. This program builds on the success of the federally-funded Rapid Housing Initiative, which has funded 136 new affordable units in the city.

More is needed. The Winnipeg Street Census notes that in 2018 there were more than 1,500 Winnipeggers without a home.² An additional 34,625 households are in core housing need, meaning they live in housing that is unaffordable, overcrowded, or in serious disrepair and are unable to find suitable homes which they can afford. Single parents, newcomers, Indigenous, and one-person households are most likely to be in core housing need.

Between 2011 and 2016 there was a net loss of 18,458 rental units in the city priced below \$750 per month, including 976 subsidized units.

Winnipeggers living on low incomes face a rental market that is rapidly becoming less affordable. According to Census Canada data, between 2011 and 2016 there was a net loss of 18,458 rental units in the city priced below \$750 per month, including 976 subsidized units.³ In the last two years (2019–2021) there was a loss of another 881 subsidized units and 54 rooming house units.⁴ The recent uptick in affordable housing projects, while encouraging, has not replaced what has been lost. Winnipeg's housing investments should support the development of new housing where rents are geared to income, as well as prevent the loss of private market units renting at rates affordable to people living on low-incomes. These investments can also act as a significant down-payment towards reconciliation by prioritizing the needs and self-determination of Indigenous peoples.

Current Housing Funding Compared with Alternative Budget Housing Funding

1. Housing Retention, Renewal, and Development

Current Expenditure:

\$1M in Housing Rehabilitation Investment Reserve Funding (HRIR).⁵ The HRIR funding supports housing programming led by Neighbourhood Renewal Corporations in Housing Improvement Zones. These community organizations develop programs and administer grants to meet needs identified in local housing plans. In recent years, community organizations have adjusted their programs to focus these resources on the maintenance and renovation of rooming houses and rental properties. The HRIR also funds new housing development through the Affordable Housing Now program.

We propose that this fund be increased by a total of \$21 million, for a total of \$22 million.

New Expenditure:

- Increase HRIR Fund: \$21 million.

There are at least 551 vacant buildings in Winnipeg and many more units in danger of becoming uninhabitable through disrepair.⁶ With stronger enforcement of its Vacant and Derelict buildings by-law, the City could prevent ‘warehousing’ of vacant properties, while generating revenues that can be recirculated into HRIR. With more resources, programs supporting structural renewal and livability could be tailored to stop the drastic loss of the existing lower-rent housing stock. The City can move more quickly to reappropriate long-term vacancies and transfer these lands to Indigenous ownership. In addition to making surplus City land available at low or no-cost for housing, with a right-of-first refusal for Treaty Land Entitlement First Nations organizations, the City can purchase property that can be leveraged to create RGI housing provided by social, non-profit, and Indigenous housing providers.

Winnipeg has a long record of success with repair and rehabilitation grants offered in Housing Improvement Zones, though many programs focus on exterior renovations rather than interior or structural disrepair which can affect a unit’s livability and long-term residential use. Neighbourhood Renewal Corps can tailor repair and renovation grants to require that landlords do not increase rents above the guideline. This preserves the condition of existing housing while avoiding further strain on the incomes of tenants.

The City should increase funds used for rehabilitation and housing retention, especially in Housing Improvement Zones where Core Housing Need is still most pronounced.

The recent collapse of the city-funded private redevelopment of Portage Place shows the dangers of relying on for-profit developers to address public needs. Instead, the City should fund non-profit community-based organizations, with priority given to Treaty Land Entitlement First Nations and Indigenous organizations, to contribute to the building of at least 150 units of new social, non-profit, and Indigenous housing per year.

Breakdown:

- Contribute \$15M each year to a reserve that can be used to purchase and/or transfer surplus City property and vacant or tax-foreclosed residential buildings to create social, non-profit, and Indigenous housing.
- \$4 million to be dedicated to the retention and rehabilitation of lower-rent housing in inner city neighbourhoods to improve unit safety, adequacy, and long-term livability. This funding should continue to be administered by Neighbourhood Renewal Corporations, who have intimate knowledge of their communities' priorities and neighbourhood needs.
- \$2 million for grants to offset development fees and construction costs for affordable rental developed by non-profits, with priority for Indigenous non-profits. This matches the \$2 million set aside from the federal Safe Restart Program to support the Affordable Housing Now program. This funding could be provided through the AHN program as a per unit grant to those developments where rents are geared to tenant incomes.

2. Leadership and Capacity

Current Expenditure:

\$323,000 in salaries and benefits for 3 full-time equivalent (FTE) staff in the Property, Planning and Development office to manage and implement neighbourhood revitalization programs and policies.⁷

We propose an increase of funding to create an Affordable Housing Office of seven FTE to coordinate housing development and retention: \$650,000.

New Expenditure:

- Increase staff funding for Property, Planning & Development: \$650,000.

Winnipeg has one of the lowest-staffed housing departments in major Canadian cities. Staff capacity is key to the development of new policies and programs, but also to maintain developer buy-in and to ensure that the City's interventions remain relevant to housing needs.⁸ The City of Winnipeg has recently enhanced its capacity by two FTEs, but only for the duration of the Rapid Housing Initiative Program.

Housing plans use similar tools across Canada, but they are each meant to achieve different goals within different markets. First and foremost, it takes a great deal of human resources to tailor and implement a housing plan. The City has shown a commitment to improving staffing levels but should continue to bolster its capacity on a permanent basis.

3. New Revenue Streams for Housing Activities

We propose that an affordable housing replacement by-law be introduced, and that fines collected through by-law enforcement for health and safety standards in residential buildings be recirculated into HRIR.

New Revenue:

- Fines from by-law enforcement, recirculated into HRIR: \$500,000
- Opt-out fees for affordable housing replacement demolition/conversion replacement: \$1 million

Winnipeg has suffered a tremendous loss of affordable housing through the demolition and conversion of affordable housing, particularly in SRAs. We can learn from other cities that have implemented by-laws to curtail the loss of affordable housing. Vancouver's SRA by-law requires that conversion, demolition, or alteration applications include a relocation plan and compensation for existing tenants and Toronto's rental housing demolition and conversion by-law further stipulates that affordable units must be replaced one-for-one with units renting at similar rents. In Winnipeg, a replacement by-law could potentially include opt-out fees in cases where developers cannot build replacement units, which could be recirculated into HRIR.

Conclusion

There are encouraging signs that Winnipeg is beginning to take housing seriously. Partnering with the federal government to deliver new affordable housing is a positive development, but the City can and must do more with its own resources and tools. Winnipeg has lost thousands of homes affordable to people living on low incomes and the new affordable and social housing currently in development cannot hope to replace them all. With political will behind effective policies and increases in the budget to maximize City capacity, protect and rehabilitate existing units, and fund new development, Winnipeg can be a leader in creating a community where everyone has a safe home they can afford.

Endnotes

- 1 <https://winnipeg.ca/finance/files/2022AdoptedOperatingCapitalBudget.pdf> pg. 148
- 2 Brandon, Josh., et al. (2018). *The Winnipeg Street Census 2018 : Final Report*. Winnipeg: Social Planning Council of Winnipeg.
- 3 Statistics Canada - 2016 Census. Catalogue number 98-400-X2016228 and Statistics Canada - 2011 National Household Survey. Catalogue Number 99-014-X201103
- 4 End Homelessness Winnipeg. 2021 Rental Housing Supply Baseline Scan.
- 5 <https://winnipeg.ca/finance/files/2022AdoptedOperatingCapitalBudget.pdf> pg.272
- 6 Santin, Aldo. 2019. Rubin Block lands on national endangered places list. *Winnipeg Free Press*. June 18, 2019.
- 7 <https://winnipeg.ca/finance/files/2022AdoptedOperatingCapitalBudget.pdf> pg. 148
- 8 Hodges, Stefan. 2020. *Staffing the Crisis: The Capacity of Eleven Municipal Housing Departments Across Canada*. CCPA Manitoba.

Indigenous Relations

WHEN INDIGENOUS PEOPLE look at the way budgets are structured, too often our perspectives are not included in any meaningful way. This is as true in Winnipeg as it is in many other jurisdictions. However, we have an opportunity to improve the quality of life for the Indigenous peoples living in this urban environment.

The City of Winnipeg has the highest urban Indigenous population in Canada and can choose to be a leader on reconciliation. Rather than relying on buzzwords and bare minimums, the City can act upon proposals which truly take care of the land, the water and the people. If we are going to be serious about addressing the most pressing challenges Indigenous people in Winnipeg face, it is going to require facing hard truths, truly listening and making some difficult and deliberate decisions come budget time.

Truth and Reconciliation are not boxes to check. Nor are equity and justice merely aspirational goals, rather they are requirements within the City's power to achieve. If we are serious about equity and justice, our budgets must reflect those priorities. Decisions surrounding municipal investments will determine if outcomes reach the grand goals and visions that have been shared and articulated. We must avoid, always but especially when it comes to elections or budget making decisions, taking advantage of Indigenous leaders and groups through tokenization. We can and must do better.

Advancing Truth and Reconciliation is primarily the work of non-Indigenous people. Survivors, their families and other Indigenous folks with lived experience have already shared their pain repeatedly through inquiries and task

forces, which have resulted in countless recommendations. Non-Indigenous people must use their influence and privilege to push decision makers to take meaningful action, such as implementing the Calls to Action from the Truth and Reconciliation Commission (TRC), the Calls for Justice from the Missing and Murdered Indigenous Women and Girls Inquiry (MMIWG) and the recommendation in the original Aboriginal Justice Inquiry (AJI).

There is a recommendation in the AJI for the TRC. There is a Call To Action in the TRC for the MMIWG Inquiry. There is a MMIWG Call for Justice that says to implement all the recommendations in the AJI. This continued delay is unacceptable and comes with deadly consequences. Now is the time for transformative change.

Which one? Take your pick! How many times do we have to ask the same questions, hear the same answers and then spend money asking those same questions so we can get the same answer again before we implement them? The time for drafting recommendations and writing reports has passed, now is the time for implementation. Paths to reconciliation are readily available, but too often the recommendations of Indigenous communities are sidelined by decision makers. There is a recommendation in the AJI for the TRC. There is a Call To Action in the TRC for the MMIWG Inquiry. There is a MMIWG Call for Justice that says to implement all the recommendations in the AJI. This continued delay is unacceptable and comes with deadly consequences. Now is the time for transformative change. In some areas, Winnipeg is regarded as a leader in municipal reconciliation and in many others, very life-threatening ways, we have a long way to go. Will political leaders and decision makers make the necessary choices to improve wellness in 2022 and beyond?

Ensuring Accountability

The focus of our recommendation this year will be finding a way for the City of Winnipeg to support the nearly 200 organizations and groups that have signed on to the Winnipeg Indigenous Accord (established 2017). This aspirational document encouraged signatories to use the TRC Call to Action 43 to use the United Nations Declaration on the Rights of Indigenous People and the TRC as a whole as a guide to reconciliation. It has since been amended to include the Murdered and Missing Indigenous Women, Girls and Two Spirited and Calls for Justice. Signatories must publicly state their commitments, agree to be monitored and supply an annual update for National Indigenous Peoples Day. Our hope is that we can move from the oft-repeated, small-scale education and tokenization to clear goals and



Circle of Life Thunderbird House (photo pre-pandemic).

implementation. Our recommendation is to ensure that organizations don't repeat the same talking points each year, monitor their progress, support their development and most importantly ask the hard questions of signatories that are not living up to their stated reconciliation goals.

Standing On The Shoulders Of Those Who Came Before

The Indigenous Accord could prioritize signatories that connect to Oshki Anishinabe Nigaaniwak, the 2008 Aboriginal Youth Strategy. That this strategy continues to this day actually meets the 2015 TRC Call to Action 66. The early Indigenous initiatives within the City's Community Services department have grown and expanded to become the Indigenous Relations Division; an example of Indigenous leadership cutting across all city departments. The City of Winnipeg also facilitated reconciliation training of all City employees (Call to Action 57) and donated land to a monument to Indian Residential School Survivors in St Johns Park called Kapabamayak Achaak, Wandering Spirit, the Winnipeg Healing Forest (Call To Action #82). While there remain clear challenges with policing, the Winnipeg Police Service did engage with

the National Inquiry's #SacredMMIWG art project/portrait series (Call For Justice 6.1) and issued an apology on the police services' behalf. This is not an exhaustive list but is intended to acknowledge the progress that has happened and thank the leaders and helpers that have made them possible.

Truth and Reconciliation Oversight Must be Indigenous Led

When we factor truth, reconciliation and justice into the Alternative Municipal Budget, we can adopt a lens that helps us look critically at what is presented and we can then take steps towards equity. Applying an equity lens means we may have to give more support to those who need more in order to achieve balance with those who have benefited more in past budgets. The statistics tell us that Indigenous people are over-represented amongst our relatives who struggle with homelessness, harmful substance use, the lingering effects of Indian Residential Schools, the sixties scoop and the very real and current threat of Child and Family Services. When we build a budget with equity at its core that puts Indigenous and non-Indigenous Winnipeggers on equal footing, we can create a good life for all citizens of Winnipeg. How can we accept living in a city where residents from the Downtown or Point Douglas, two neighborhoods with the highest Indigenous populations, die anywhere from 10 to 18 years sooner than someone born in the suburbs?¹ We must end the cycle of consultation with little to no action. Despite gains, it persists in many systems in and around the City of Winnipeg in 2022. It is time for our leaders and decision makers to back up the good words they have been saying, the aspirational documents they have been signing and truly implement the recommendations that have been made repeatedly. The Western world has a saying that 'perfection is the enemy of good'. To be clear, good will not be good enough as this work must and should be ongoing. But if fear of making mistakes is keeping some from doing anything, then that is more damaging.

Winnipeg's municipal government has been looked to by other cities across Canada for best practices as it pertains to reconciliation. Real commitment through better oversight to existing Indigenous Accord signatories, support for their accomplishing their existing commitments and then taking on more, and encouraging new signatories, must be prioritized. This can be done by strengthening the Indigenous Relations Division through better resourcing it with more staff and operating funds. Policy must be implemented

that ensures it also has the necessary autonomy to direct their efforts and resources, according to community needs, to avoid performative and/or tokenized gestures.

Another concrete gesture the City could make towards reconciliation is an ongoing commitment to Circle of Life Thunderbird House through annual operating funding. Thunderbird House should be supported to be both a visual symbol of our City's commitment to its Indigenous inhabitants and a hub that is run by Indigenous community members for Indigenous community members. The land adjacent to the Thunderbird House will soon be a site for a unique housing initiative geared toward community members, largely Indigenous, who are houseless. Ensuring the survival of the Thunderbird House itself would be crucial to better supporting this initiative and those who will be living there.

Ensuring that the Indigenous Relations Division has the resources to better monitor and support the signatories of the Indigenous Accord would just be one example that will allow us to take better stock of what still needs to be done and celebrate what has been. A direct commitment to Thunderbird House would be well worth celebrating. Fully resourcing and empowering the Indigenous Relations Division to act on community identified needs rather than those that might only be politically expedient will demonstrate true commitment to healing the harm done by the attempted genocide of Canada's Indigenous Peoples by its governments. Improving the health and wellness of all Indigenous people in Winnipeg must be prioritized in the years and budgets to come.

New expenditures:

- Add three FTEs to the Indigenous Relations Division – Salary \$75,000 and \$15,000 for hiring costs – Total \$300,000
- Annual Operating Grant to Circle of Life Thunderbird – \$145,000 for operations and \$45,000 in forgone tax collection – Total \$190,000
- Annual operating grant to Mama Bear Clan and Bear Clan – \$150,000 each – \$300,000

Endnote

¹ Winnipeg Regional Health Authority, 2019. Winnipeg Health Region Community Health Assessment. pg. 216

Library Services

ONE LOOK AT the Winnipeg Public Library’s (WPL) website shows that libraries are much more than places to find books. They offer services and programming for newcomers, share extensive Indigenous Resource collections, and

Library branches serve as vital community hubs, making contributions to the leisure, literacy needs, and well-being of Winnipeg communities.

Most public library service workers in Winnipeg found themselves laid off twice during the pandemic.

they offer a space for people to use computers and access the internet, to name just a few services. Library branches serve as vital community hubs, making contributions to the leisure, literacy needs, and well-being of Winnipeg communities.

The context for this year’s public library services budget contains realities that are both old and new. Neo-liberal austerity and the false perception of scarcity remain in play. Settler colonialism and structural racism, particularly as they manifest in Winnipeg’s downtown, continue to affect public libraries. High rates of poverty and a reliance on public spaces for things like internet access and community programming continue to show the need for and investment in new types of library services.

The ongoing COVID-19 pandemic continues to exacerbate existing weaknesses within Winnipeg’s public library services – weakness that are attributable to extremely low staffing levels. And at Winnipeg Public Library, as elsewhere, the pandemic has served to make many workers across different sectors aware of their disposability – both in terms of those workers’ health and safety and in

terms of their job status; most public library service workers in Winnipeg found themselves laid off twice during the pandemic.

About Public Library Services in Winnipeg

The WPL’s mission is “to enrich the lives of all Winnipeg citizens and their communities by providing high quality, responsive and innovative library services.”¹ Public library service in Winnipeg is delivered by the Library Services Division of the City of Winnipeg’s Community Services Department. WPL operates across 20 facilities, including the downtown Millennium Library branch. A limited number of mobile library services are offered via a van delivering “pop-up” library collections to two underserved neighbourhoods.

Employees of WPL perform a range of work at different levels. Shelters — the lifeblood of any public library system — not only maintain the order of items in branches, but they also prepare deliveries of materials to be shipped across all 20 locations. Library services assistants provide front-line services, including for borrowing/returning, account issues, programming, assisting with research questions, creating educational displays, and cataloguing. Librarians are often site supervisors and are also responsible for developing and delivering programming, responding to information and research questions of a more complex nature, curating online content, and developing and delivering staff training. Other librarians purchase collections, oversee cataloguing, manage vendor relationships for online resources, and work on website development.

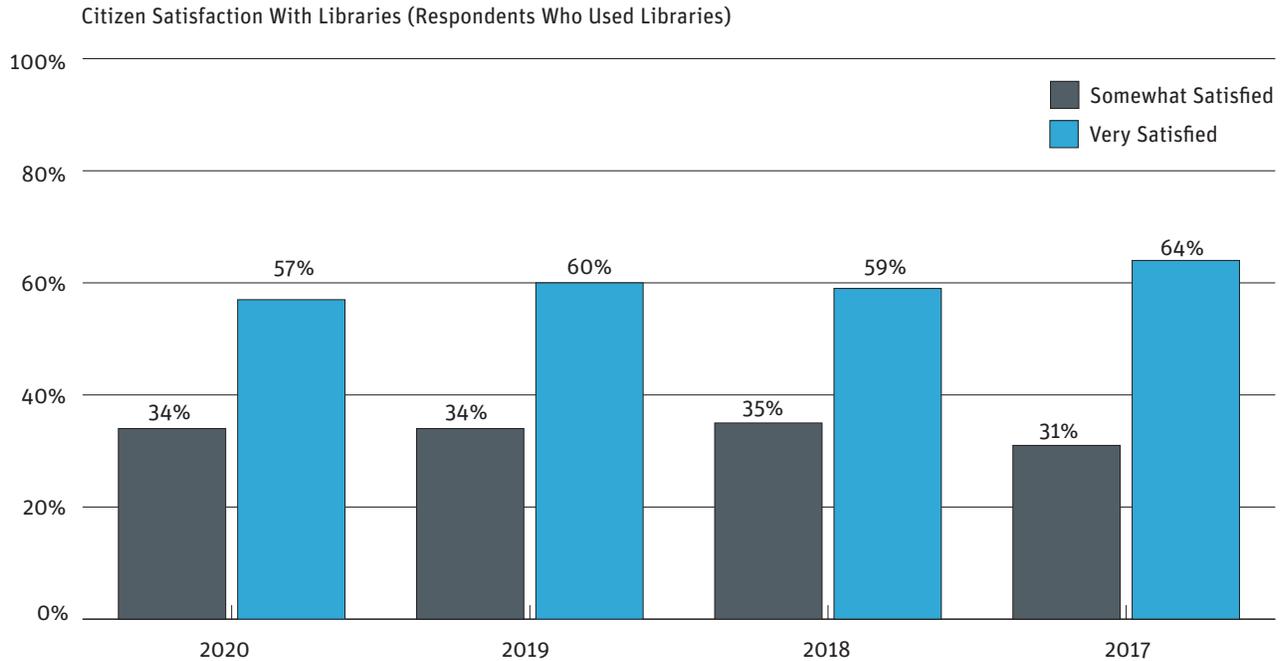
All Canadian Union of Public Employee (CUPE) Local 500 positions at WPL are part of one of two unofficial tiers: there are part-time workers who are classified as “temporary,” and full-time workers who are classified as “permanent.” A large majority of the shelters and library services assistants are part-time. Part-time and full-time workers are subject to different job security language within the current (and past) CUPE 500 collective agreement. The effect of this language is that part-time workers can have their hours of work cut, or they can be laid off, while full-time workers have nearly complete job security. This difference in status was made clear during the pandemic when all part-time staff were laid off twice.²

The City of Winnipeg’s Community Trends Report finds satisfaction with library services is high, but the 2020 Citizen Survey shows a small decline in enthusiastic satisfaction with libraries.³



St. John's Library

FIGURE 1 Effectiveness Measurements



	2016	2017	2018	2019	2020
Total Satisfied	95%	95%	94%	94%	91%

Source City of Winnipeg Annual Citizen Survey

Restoring and Rebuilding

For over a decade WPL has had some of the lowest staffing levels in Canada. In 2019 Winnipeg had 266.7 Full Time Equivalent (FTE) positions, far below cities of a similar size: Halifax at 345 FTEs, Edmonton at 445 FTEs and Ottawa at 451 FTEs.⁴

The COVID-19 pandemic exacerbated Winnipeg Public Library’s already low staffing levels. In July 2020, the WPL vacancy rate was nearly 30 per cent. To deliver the full complement of services Winnipeg needs to increase staff by 32 FTEs, spread across a range of positions.⁵

To deliver the full complement of services Winnipeg needs to increase staff.

New Expenditures:

Increase of FTEs (32): \$1,760,000 (total of average annual cost per position)

Expanding Community-Based Services

The capital purchase of a bookmobile – a vehicle that could travel to neighbourhoods considered “library deserts” – would increase WPL’s ability to deliver services to underserved groups of people. Bookmobiles can be equipped with computers and internet, movie screens and other technology, in addition to space for a physical collection. A bookmobile and the additional sites it could visit would build on WPL’s long-standing “Check It Out!” mobile library service which has provided on-going “pop-up” library service to underserved neighbourhoods for over a decade. Bookmobile service could also benefit seniors and other community members for whom mobility is a challenge. The purchase of a bookmobile and additional staff to support its services would be a net new cost. The bookmobile would cost approximately \$350,000 and hiring two librarian positions to staff it would cost approximately \$109,000 per year.

New Expenditures:

- Bookmobile: \$350,000
- Additional staff: \$109,000 per year (cost of 2 entry-level librarian positions)

Another investment to increase WPL’s capacity to provide community-based service and increase access to its collection is through the purchase of additional book bikes. WPL currently has one,⁶ but it needs to be transported from the Millennium Library to other locations. This limits the public’s access to book bike services around the city. The purchase of an additional four book bikes – to be housed at a library branch in each quadrant of the city – would provide increased access to this service.

New Expenditure:

Purchase of book bikes (4): \$24,000

Collections

Contributing to information equity by providing access to a wide range of materials across formats is at the core of public library service. Winnipeg falls behind most other comparable cities for the average amount spent on library holdings both electronic and in print per capita at 1.6 holdings per person; the Canadian average is 2.0 per person.⁷ An increase of 10 per

An increase of 10 per cent in the materials budget would help bring WPL closer to being able to serve the needs of a city Winnipeg’s size.

cent in the materials budget would help bring WPL closer to being able to serve the needs of a city Winnipeg's size.

New Expenditure:

Increase Library materials spending: \$350,000 per year

An Investment in Harm Reduction

Sharps disposal containers are already found in the washrooms of several WPL branches. Expanding their availability to all branches would be a sound harm reduction practice is a relatively low-cost investment.

New Expenditure:

Additional 34 sharps disposal containers: \$13,600

Supporting Complex Needs

A vital service offered by WPL are Community Crisis Workers. They work out of the Millennium Library — though they travel to other branches as needed — and help people connect with “shelter and housing/benefits, social assistance, employment, counselling, mental health programs and services, health care information, income tax and much more.”⁸ There are currently only two Community Crisis Workers, and they are always in high demand. As with other mental health, housing, and community supports, there need to be more staff available to the public. This is a proactive investment in the community with the potential to lower costs associated with other social services, in addition to police involvement.

New Expenditure:

Additional Community Crisis Workers (3): \$197, 100

Funding the Promise of Community Connections

As part of the City's newly adopted Poverty Reduction Plan, a Community Connections space located in the Millennium Library is slated to open later in 2022. The city earmarked \$236,000 for its creation back in 2020.⁹ It is currently being funded by the federal government for \$177,000 out of the

\$236,000 annually to keep the centre open part time. The City should move to have the centre open full time. The central location of the Millennium Library is a natural fit for this space that is meant for vulnerable Winnipeggers to connect with resources and programming, and it needs to have a staff complement and supplies/programming that will ensure it is a success. On top of the additional Crisis Support Workers, being able to bring in external programmers from diverse communities, including Elders and representatives from newcomer communities, and purchase supplies to support a range of programming options is vital.

New Expenditure:

Community Connections programming: \$20,000 per year

Promoting Libraries to Counter Far-Right Populism

“Google can bring you back 100,000 answers. A librarian can bring you back the right one.” — *Neil Gaman*

The occupation of Ottawa and spaces across Canada, including outside of the Manitoba Legislature by those against COVID public health measures, attracted far-right extremists with documented ties to racist, fascist and anti-democratic movements. This small but vocal group sources conspiracy theory information from social media and the internet. It is important to counter fascist and misinformation movements with education and information.

Winnipeg Libraries are perfectly positioned to be part of continued education on the role of democracy, government and providing fact-based information. This can be done by first encouraging Winnipeggers to use the Library resources: physical, e-books or audio books and as a source of information for research. A public advertising campaign informing Winnipeggers of the wealth of resources in public libraries and what they have to offer is an important counter-point to this age of misinformation.

The ad campaign can also remind Winnipeggers on tight budgets that Libraries are free public resources. This is particularly important during the current era of rising inflation, gas prices and high unemployment amongst low-wage workers.

The Alternative Municipal Budget will allocate \$250,000 for the City of Winnipeg to develop a social media and bus advertising campaign aimed at encouraging Winnipeggers to use Libraries as sources of information and no-cost ways to access books, articles and as gathering spaces.

New Expenditures:

- Filling vacancy managed 32 FTEs cut, Librarian, Library Assistants and Shelves: \$1,760,000
- Materials funding to bring library acquisitions to Canadian average: \$350,000
- Bookmobile (\$350,000) and two Library Assistants (\$109,000): \$459,000
- Three additional Bikes: \$24,000
- Sharps containers: \$13,600
- Community Crisis Workers (3 FTE): \$197,000
- Elders and newcomer supports for Community Connections Space: \$20,000
- Marketing campaign for Winnipeg Public Libraries: \$250,000

Total operating expenses Winnipeg Libraries: \$3,073,600

- Community Connections Space at Millennium Library: \$236,000 (Capital expense)

Endnotes

- 1 City of Winnipeg. 2016. Winnipeg Public Library Mission Statement and Strategic Plan. <https://wpl.winnipeg.ca/library/ourlibrary/missionstratplan.asp>
- 2 Persuga, Joyanne. (2020, April 15). "City lays off 674 temporary staff". Winnipeg Free press. <https://www.winnipegfreepress.com/special/coronavirus/city-lays-off-674-temporary-staff-569675222.html>
- 3 City of Winnipeg. 2020. Community Trends and Performance Report. p. 199. https://winnipeg.ca/cao/pdfs/CommunityTrendsandPerformanceReportVolume1_2021.pdf
- 4 Canadian Urban Libraries Council. (2019). "2019 Canadian Public Library Statistics" <https://culc.ca/wp-content/uploads/2021/03/2019-CULC-Public-Library-Statistics.pdf>
- 5 Persuga, Joyanne. 2020. July 29). "Pandemic Wreaks Havoc on Library Staffing" Winnipeg Free Press. <https://www.winnipegfreepress.com/special/coronavirus/pandemic-wreaks-havoc-on-city-library-staffing-574965572.html>
- 6 City of Winnipeg. (2019). Winnipeg Public Library Book Bike. <https://wpl.winnipeg.ca/library/whats happening/bookbike.asp>
- 7 Canadian Public Library Statistics (2019). <https://culc.ca/wp-content/uploads/2021/03/2019-CULC-Public-Library-Statistics.pdf>
- 8 City of Winnipeg. 2022. Winnipeg Public Library. Community Crisis Workers. <https://wpl.winnipeg.ca/library/ourservices/communitycrisisworker.asp>
- 9 Persuga, Joyanne. (2021. Jan 21). "Millenium Library Resource centre Gains Momentum". Winnipeg Free Press. <https://www.winnipegfreepress.com/local/millennium-library-community-resource-space-gains-momentum-573668212.html>

Living Wage, Employment and Training

THE CITY OF Winnipeg faces complex challenges exacerbated by the impacts of the COVID-19 pandemic, including poverty, social exclusion, income inequality, unemployment and the challenges of the climate crisis.

These challenges have a significant impact on the economic wellbeing of Winnipeggers, particularly those living in poverty or those who have been made more vulnerable to the impacts of economic, social or environmental crises.

The City of Winnipeg is already significantly involved in economic development through the Economic Development branch of Planning, Property, and Development. However, economic development work at the City is often divorced from social or environmental considerations, instead focusing on traditional goals of business development and growth. Winnipeg would benefit from a refocused economic development approach that prioritises equity, inclusion, and sustainability. This revised focus would bolster the City's efforts toward meaningful employment and training opportunities for Winnipeggers, as well as contributing to the City's Indigenous Accord, Poverty Reduction Strategy, Climate Action Plan, OurWinnipeg, and economic recovery initiatives from the pandemic.

Winnipeg would benefit from a refocused economic development approach that prioritises equity, inclusion, and sustainability.



MotherEarthRecycling

Mother Earth residential Mattress and Box Spring Recycling Program

The Community Economic Development Framework

Economic development in the City of Winnipeg would be strengthened by a holistic and flexible Community Economic Development (CED) approach, in continued collaboration with community partners. CED describes community-led actions that create economic opportunities while enhancing social and environmental conditions. It is flexible in that it allows communities to pursue development strategies that respond to their unique needs and priorities.

The objective of embedding a CED policy framework into Winnipeg's economic development approach is to ensure that policies better respond to the economic, social and environmental needs of Winnipeg's diverse neighbourhoods. In achieving this objective, a municipal CED policy framework would promote inclusive, sustainable and resilient communities.

Winnipeg has moved forward with this approach through its agreement with Mother Earth Recycling (MER). MER is an Indigenous-owned social enterprise that employs largely Indigenous people facing barriers to employment, while providing recycling services. Winnipeg purchases MER's services to divert thousands of mattresses from Brady Landfill every year, creating local employment opportunities with good wages, wraparound

support, and circulating incomes within the North End community. This is a positive example of CED applied municipally, and many more instances like MER's example could be possible with a municipal CED framework.

As part of a municipal CED policy framework, the following CED principles should, wherever possible, be incorporated into economic development approaches, along with the rest of the Neechi principles.¹

- Use of locally produced goods and services
- Production of goods and services for local use
- Local re-investment of profits
- Long-term employment of local residents
- Local skill development
- Local decision-making

New expenditures:

\$100,000 toward training staff and reorienting economic development work in line with a CED Framework

Resource the Poverty Reduction Strategy

Addressing poverty is integral to Winnipeg's economic development. According to the City of Winnipeg's own data, 13 per cent of the population or one in eight Winnipeggers are living below the poverty line. Certain groups experience higher likelihoods of poverty, including one in four Indigenous people and one in four new immigrant residents.² An inclusive, equitable, and sustainable approach to economic development must also address the reality of poverty in Winnipeg. A refocused economic development approach that prioritises social, economic, and environmental health can centre around implementing Winnipeg's Poverty Reduction Strategy.

In November 2021, the City Council passed the City of Winnipeg's first-ever Poverty Reduction Strategy. The strategy demonstrates leadership and acknowledges that the City does have an important role to play in addressing poverty as part of Winnipeg's overall social and economic development. It is a 10 year plan until 2031, focused on long-term

Certain groups experience higher likelihoods of poverty, including one in four Indigenous people and one in four new immigrant residents.

and practical solutions to poverty within the City’s policy jurisdiction, in addition to addressing the immediate needs of community members. The strategy is shaped around eight specific goals, prioritizing two key focus areas called Life Poles, Indigenous Children, Youth, and Families, and Affordable Housing. An implementation plan with 80 specific actions in the eight goal areas was included. These focus areas include areas of relevance across the Alternative Municipal Budget and are referenced throughout chapters. The Poverty Reduction Strategy also acknowledges what the City can do to support inclusive economic development and employment and training opportunities.

If the City is serious about addressing poverty, adequate funding for implementation is desperately needed.

While championing its newly-passed Poverty Reduction Strategy, the City of Winnipeg must do much more to implement the strategy. The strategy was approved by City Council with some funding added at the last minute, but without additional resources designated to implement the Plan or for key strategic priorities. If the City is serious about addressing poverty, adequate funding for implementation is desperately needed.

Make Poverty History Manitoba (MPHM) coalition members have voiced their support for resources to implement the strategy and key priorities. There is also broad public support for aspects of the poverty reduction strategy. Winnipeg’s 2021 citizens survey indicated the number one community priorities should be housing and social services.³ However, additional resources are desperately needed for City Hall to adequately implement the strategy to achieve its stated goals and contribute to equitable economic development within the city.

New expenditures:

\$200,000 for adequate staff resources to implement the strategy and develop the next phase of the implementation plan.

Social Procurement

On average, the City spends \$400 million annually purchasing goods and services. This is a substantial sum of money. If spent more wisely, this spending could have a huge impact on the economic vitality of our communities. This policy innovation is an excellent example of inclusive, equitable, and sustainable approach to economic development work.

There is a growing understanding across Canada and internationally that public sector purchasing can generate more value for citizens when it promotes and accounts for social, environmental and economic outcomes. This practice is referred to as Social Procurement.

There are multiple ways the City of Winnipeg could implement social procurement. The simplest is to find opportunities to directly purchase from social enterprises. Another option is the use of Community Benefit Agreements (CBAs) within the tender process for large infrastructure projects, which broadens the evaluation criteria for bids to reward social, environmental and economic outcomes. Both options would lead to greater community benefits in government purchasing and expand the market for social enterprises in Winnipeg.

Other cities across Canada, including Toronto, Calgary, and Vancouver have instituted social procurement policies in their municipalities, expecting that community benefits, beyond the goods and services purchased, will be included in every purchase made by local government.

For example, the City of Vancouver's Community Benefits Agreement policy demands that the company who successfully wins a city contract must reach a workforce diversity target for 10 per cent of new employees to live locally and to come from equity-seeking groups, 10 per cent spent locally, and 10 per cent spent with social enterprises.⁴ In February 2022, construction of a larger hospital project triggered the City's Community Benefits Agreement. In addition to the hiring targets that the company who won the contract must achieve, a local social enterprise that provides meaningful work opportunities for people facing barriers to employment, such as poverty and disability, was sub-contracted to provide all the cleaning and garbage removal services for the project. This is a positive economic and social development outcome triggered by a Social Procurement policy.

This practice has shown a positive return on investment to government and community, including meaningful jobs for people with barriers to employment, poverty reduction, increased community services, community renewal, and fairer, stronger and more sustainable economies and environments. Further, Social Procurement in Winnipeg can contribute to the Truth and Reconciliation Commission Recommendation #92, supporting equitable access to jobs, training, and educational opportunities for Indigenous peoples, as well as meaningfully fulfilling the goals of the Indigenous Accord. With these multiple benefits, Social Procurement can be instituted without greatly increased costs for the City of Winnipeg.

Public sector purchasing can generate more value for citizens when it promotes and accounts for social, environmental and economic outcomes.

We have considerable expertise in public sector social procurement here in Winnipeg. Manitoba Housing is a national leader in social procurement. In 2016/17, Manitoba Housing purchased approximately \$5.6 million through social enterprises, employing over 220 individuals who face barriers to employment to do maintenance on public housing. An analysis conducted by the Department found that for every \$1 spent on this practice, over \$2.23 was gained through reduced expenditures for justice, health and social assistance, and increased tax revenues.⁵

In December 2020, the City of Winnipeg adopted a motion to work with community stakeholders in developing a Social Procurement policy. Throughout 2021, the Materials Management department engaged with community members in industry, business, and from the community development and social enterprise sector. In January 2022, a Social Procurement Framework was adopted by the City of Winnipeg, and resources were devoted to the creation of an Action Plan and facilitating stakeholders to support its development. This Action Plan is due back by June 2022. This policy development is a positive step forward as it embeds social, economic, environmental and Indigenous inclusion goals within existing purchasing.

In developing an action plan, high impact procurement opportunities should be identified and implemented immediately, including the work put to tender on the North End Pollution Control Centre. This massive infrastructure investment should produce community benefits beyond the control centre itself, including the potential to prioritise hiring of local communities and individuals facing multiple barriers to employment. These outcomes can be given weight within an RFP process, leading to more inclusive hiring practices and potentially subcontracted work for community-based social enterprises. The City of Winnipeg should consult closely with evaluators, prospective contractors, and community stakeholders to ensure an evaluation and accountability system is in place, both to confirm the community benefits promised are delivered and to learn from and improve upon the practice.

New Expenditures:

\$300,000 – New staffing to support implementation of social procurement for City departments, upon completion of the Social Procurement Action Plan which already has City spending devoted to its creation with support from a third party subject matter expert.

Living Wage

In 2018, Winnipeg began exploring living wage policies to mitigate working poverty as outlined in the City’s long-term strategic plan, *OurWinnipeg 2045*.

The provincially regulated minimum wage (\$11.95 at time of publication) remains insufficient to provide workers in Winnipeg with anything close to a ‘subsistence’ wage, leaving many unable to cover basic necessities.⁶ According to CCPA-MB calculations from 2020, \$16.15 per hour is required to meet the threshold of a living wage in Winnipeg. To tackle working poverty in its own workforce and to provide leadership for employers throughout the city, we recommend the City of Winnipeg adopt a living wage as the baseline for employees across its workforce.

First, what is a living wage? CCPA-MB uses the Canada Living Wage Framework to calculate the living wage in Winnipeg.⁷ This framework has been adopted by 25 communities in Canada to calculate local living wages. At its core the living wage is the hourly earnings required “for a family of four with two parents working full-time to pay for necessities, support the healthy development of their children, escape financial stress, and participate in the social, civic and cultural lives of their communities.”⁸ The living wage covers necessities such as food, shelter, childcare, and transportation, but does not cover the costs of loans, owning a home, or saving for retirement.

CUPE Local 500 is currently the only collective agreement with full-time workers earning less than the \$16.15/hr living wage. According to our calculations, the City of Winnipeg employs 152 people earning less than the living wage (see *Table 1*). We calculated an average wage for all workers at levels 1 and 2 earning less than a living wage to simplify our analysis. According to our calculations, it would cost the City \$504,164 per year in additional expenditure to offer all workers at the city at least a living wage. In order to become a living wage employer, the City of Winnipeg should also ensure future contracts in service areas that are contracted out include a legally binding clause re-quiring contracted service workers, including those working for subcontracted companies, to be paid the living wage for Winnipeg.

To tackle working poverty in its own workforce and to provide leadership for employers throughout the city, we recommend the City of Winnipeg adopt a living wage as the baseline for employees across its workforce.

New Expenditure:

\$504,164 to implement a living wage for all City of Winnipeg employees

TABLE 1 Cost of Implementing a Living Wage (CCPA-MB: \$16.15/hr)

Level	Avg. Wage Below Living Wage	Top-up Needed/hr	Top-up/yr	# Employees	Total:
1	\$14.17	\$1.98	\$3,810	110	\$419,100
2	\$15.10	\$1.05	\$2,025	42	\$85,064
					\$504,164

Employment Equity

The City can play a role in improving income and employment outcomes for Winnipeggers with its own hiring and compensation practices. Public sector employment provides jobs with good incomes, benefits, and opportunities for career advancement.

To make great strides toward Employment Equity, the City of Winnipeg should quickly implement all of the actions of Goal 3 within its Poverty Reduction Strategy, *Equity is Embedded in all City Employment and Income Opportunities*. Many of these actions are particularly related to employment opportunities within the City itself.

In particular, the City can implement its recently adopted Equity, Diversity, and Inclusion (EDI) Policy and Strategy aimed at increasing employment opportunities for equity groups in all levels of the organization. According to the City, financial implications related to the EDI strategy have been referred to in the 2022 and 2023 budget process.

The City can take action and set targets for representation of youth and equity-seeking groups (e.g. women, Indigenous people, visible minorities, persons with disabilities) within all levels of the civil service. This could include exploring options for community partnerships to target low barrier jobs to people facing barriers and provide needed support, decreasing financial barriers to low-income youth seeking employment such as free CPR or first-aid training, and implementing bias-free selection procedures.

The City can build on the successful model of Oshki Annishinabe Nigaaniwak, the Indigenous Youth Strategy, by fully embracing and implementing the strategy including the Youth in Trades pillar to increase employment opportunities. Further, the City should make a concerted effort to employ individuals from groups including racialized communities, newcomers, women, persons with disabilities, and youth, building on the success of Oshki Annishinabe Nigaaniwak and introducing the model for other equity-seeking groups.

Recommendation:

Implement all 9 action items within Goal 3 of the City’s Poverty Reduction Strategy, ‘Equity is Embedded in all City Employment and Income Opportunities’. Since these actions are within the implementation plan of the City’s Poverty Reduction Strategy which was developed within existing resources, there should be no additional cost to implementing these recommendations.

Endnotes

- 1** The Neechi principles were established by Neechi Foods Worker Co-op and used to guide the province of Manitoba’s CED framework <https://ccednet-rcdec.ca/en/toolbox/neeche-principles>
- 2** [http://clkapps.winnipeg.ca/DMIS/permalink.asp?id=A20211125\(RM\)C-16.pdf](http://clkapps.winnipeg.ca/DMIS/permalink.asp?id=A20211125(RM)C-16.pdf), page 22
- 3** Winnipeg’s 2021 Citizen Survey, slide 16. <https://www.winnipeg.ca/cao/pdfs/2021CitizenSurvey.pdf>
- 4** <https://vancouver.ca/people-programs/community-benefit-agreements.aspx>
- 5** https://ccednet-rcdec.ca/sites/ccednet-rcdec.ca/files/mbh_final_report_draft_jan_19v2.pdf
- 6** Hajer, Jesse, Ellen Smirl, and Canadian Centre for Policy Alternatives–Manitoba. 2020. *Surviving on Minimum Wage: Lived Experiences of Manitoba Workers & Policy Implications* http://epe.lac-bac.gc.ca/100/200/300/cdn_centre_policy_alternatives/2020/surviving/Surviving_on_Minimum_wage.pdf.
- 7** <http://livingwagecanada.ca/>
- 8** <https://policyfix.ca/2020/12/03/living-wage-for-manitoba-2020/>

Newcomer Inclusion

ACCORDING TO THE 2016 census, about one in four Winnipeggers have lived experience as immigrants or refugees to Canada.¹ This percentage is only anticipated to grow as an economic forecast conducted by the City showed that Winnipeg will have a population increase of over 200,000 people, or around 8,100 annually.² This population growth will be driven mainly by international migration.

Winnipeggers who have lived experience as immigrants and refugees make up 26 per cent of the city's workforce.³ They pay taxes, raise their families, volunteer and contribute to the economy and culture of the city. However, they encounter many barriers to settling into Winnipeg, such as: accessing needed services, learning a new language, finding suitable housing, accessing culturally appropriate mental health services, discrimination and securing jobs. Integrating into the labour market and barriers to credential recognition are particular challenges. Many newcomers to Winnipeg also experience poverty: 32.6 per cent of Winnipeg's recently arrived immigrant and refugee population live below the Low-Income Measure (after taxes). Recently arrived immigrants and refugees experience much higher levels of food insecurity than the average household.⁴

The City adopted the Newcomer Welcome and Inclusion Policy in February 2020. The Policy aimed at making Winnipeg more welcoming to newcomers by better meeting their distinct needs, improving newcomer access to City services, and increasing public awareness and education on human rights, equity, diversity, and inclusion. The Policy was developed through a

co-creation model with Immigration Partnership Winnipeg, and included conducting research; holding consultations with newcomer youth, ethnocultural leaders, settlement services providers, and francophone community members; and consultations with various City departments. As part of the Newcomer Welcome and Inclusion Policy and Strategic Framework, there are five Strategic Priorities:

1. A Welcoming City: Work to ensure all newcomers to Winnipeg are welcomed and supported;
2. A City Without Racism: Address racism and discrimination in the city and work to eliminate inequities through education, public awareness and leading by example;
3. Equitable and Accessible Services: Work to provide City services that are equitable, responsive to community need, and accessible for all, through partnerships, social cooperation and advocacy;
4. A Representative Workforce: Strive to build a City workforce that represents the population it serves;
5. Active Implementation: Implement through collaborative inter-departmental and intergovernmental relations, multi-stakeholder partnerships, communication and advocacy.

While the Policy intends to cover a lot of ground, it does not include an Access Without Fear component that would ensure all Winnipeggers, no matter their residency status, can access city services without fear of being detained or deported. The fear of undocumented immigrants increases their vulnerability to abuse and exploitation and puts them at greater risk of poverty and poor health. Additionally, the policy does not include any efforts to get permanent residents the right to vote in municipal elections. These are two actions that the community have been calling for and were put forward in consultations for the Policy.

Following a recent City of Winnipeg trend with social policies, the Newcomer Welcome and Inclusion Policy was passed without any dedicated sustainable funding for implementation. This has limited the ability of the City to implement substantial and systemic change needed to make the City more welcoming and inclusive for Winnipeggers with lived experience as immigrants and refugees.

We are proposing that the Alternative Municipal Budget build on the recommendations laid out in the City's own second phase of the Newcomer



Winnipeg Trails Association

Welcome and Inclusion Policy report, which did not receive funding. Winnipeg needs to invest money if it genuinely wants to make Winnipeg a more welcoming and inclusive city.

New Expenditures:

- Full-time permanent position at Community Services to oversee the implementation of the Newcomer Policy: \$108,200
- Programming for Community Services for multilingual communications: \$20,000
- Full-time temporary position at the Indigenous Relations Division to support bridge-building activities between Indigenous and newcomer communities: \$76,900
- Programming in the Indigenous Relations Division to support the bridge building initiatives: \$15,000

In addition to the City's own recommendations for funding, we are proposing that the City develop an Anti-Racism and Anti-Oppression Policy and provide grants for newcomer settlement agencies to support the settlement and integration of newcomers into Winnipeg:

- Support for the Equity Office to develop an anti-racism and anti-oppression policy (some of these funds would go to the community for consultations): \$70,000

Annual grants to support newcomer settlement agencies:

- \$150,000 annually

Total new expenditures: \$440,100

Endnotes

1 Statistics Canada, 2016 Census of Population.

2 City of Winnipeg (2016). "Population, Housing and Economic Forecast". <https://winnipeg.ca/cao/pdfs/2016PopulationHousingAndEconomicForecastPresentation.pdf>

3 Immigration Matters (2019). Economic Profile Series: Winnipeg, Canada. <https://lipdata.ca/wp-content/uploads/sites/28/2020/02/Winnipeg-Economic-Profile-2019.pdf>

4 Adekunle, B., J. Cidro, and G. Filson. 2015. "The Political Economy of Culturally Appropriate Foods in Winnipeg: A Case of Refugee Path Immigrants (RPIS)." Winnipeg: Canadian Centre for Policy Alternatives. Retrieved April 6 2018 from <https://www.policyalternatives.ca/sites/default/files/uploads/publications/Manitoba%20Office/2015/12/Cultural%20Foods.pdf>

Organic Waste

WASTE DISPOSAL IN Winnipeg accounts for 15 per cent of Winnipeg's total GHG emissions.¹ This is primarily due to decomposing organic waste in landfills, which creates methane, a greenhouse gas 25 times more powerful than carbon dioxide. According to data from Environment and Climate Change Canada, Brady Road Resource Management Facility's landfill is the second highest point source polluter of GHGs in Manitoba.² Organic materials comprise up to 50 per cent of all household waste, but only an estimated 30 per cent of Winnipeg households compost their organic waste,³ either through backyard composting, community compost bins, or private collection service. Winnipeg is one of the last Canadian cities without a residential green bin program for organic waste collection. According to City information, "most major Canadian cities have an organics collection program, including Victoria, Vancouver, Burnaby, Surrey, Edmonton, Calgary, Hamilton, Toronto, Ottawa, Montreal and Halifax."⁴ Without an organics collection program, Winnipeg will never reach its 50 per cent waste diversion goal as set out in its Council approved Comprehensive Integrated Waste Management Strategy (CIWMS)⁵ (Winnipeg was at 31 per cent waste diversion in 2020).⁶

Six years ago Winnipeg councilors shut down a scheduled consultation on organics options. A proposed doubling or tripling of the flat waste

Brady Road Resource Management Facility's landfill is the second highest point source polluter of GHGs in Manitoba.

Winnipeg is one of the last Canadian cities without a residential green bin program for organic waste collection.



diversion fee on utility bills was judged too high and unfair to lower income households and backyard composters.⁷ In October of 2020, Winnipeg was finally successful in launching a two-year Residential Food Waste Collection Pilot Project where organic waste is being collected from 4000 homes in seven neighbourhoods of Winnipeg. After completion of the pilot in the fall of 2022, Winnipeg City Council will decide on whether to move forward with a city-wide residential food waste collection program.⁸

The debate about how to fund a residential organics collection program illustrated that fees are not currently aligned in a way that are financially sustainable, allow for growth in waste diversion services, align with a polluter pays model, and reflect the true costs of providing solid waste services (garbage, recycling, and organics). This point was recognized in the City of Winnipeg's 2019 Five Year Review of the CIWMS, in which it states that the solid waste utility is not in a sustainable financial position and it would be difficult for the City to implement waste diversion activities as recommended in the CIWMS update (such as organic waste collection) until a new financial plan is created.⁹ Thus, a Financial Plan and Utility Rate Model Report was completed for the City of Winnipeg's Solid Waste Services in 2020. It specified that current reliance on constrained property tax and grant funding to support Winnipeg's solid waste services is not sustainable, and current fees charged to Winnipeg residents are not sufficient in covering the end-to-end cost of providing the service. Instead of supporting waste collection, property taxes should be used to support community-based programming that provides environmental and social benefits and is open to all residents.¹⁰

Currently, Winnipeg's garbage collection costs are funded by property taxes, and its waste diversion programs (recycling and recycling collection, leaf and yard waste collection and composting, 4R depots) are funded by grants and a flat waste diversion fee charged to utility bills.¹¹ Today, Winnipeg has the lowest property taxes of comparable cities and the lowest annual increases by far.¹² This does not allow for growth in waste diversion services provided to residents. The financial plan and utility rate model report recommended several funding models, including a Residential Utility User Fee to replace the current mix of property taxes and waste diversion fee funding, or a Pay As You Throw (PAYT) model, in which customers pay higher fees per volume of garbage. The residential utility user fee would be

a flat fee set specifically for both single-family dwellings and multi-family dwellings based on a standard service level, and any service required above this would be at an additional cost. As quoted from the report, ‘this provides a purposeful fee which addresses end-to-end activities required to support the services and reflects a user-pay philosophy.’

In response to the debate in 2016, Green Action Centre proposed financing and collection alternatives that incentivize waste reduction and do not place a disproportionate financial burden on lower-income households.¹³ It put forth 11 recommendations that fit with the AMB’s sustainable budgeting principles, including framing organics diversion as responsible waste management (like sewage treatment) to avoid negative environmental effects and resources loss, rather than treating it as an optional personal service. It also recommended that we introduce Pay As You Throw (PAYT) utility fees, with highest fees per volume of garbage and much lower fees for recycling and composting pickup. This will incentivize waste reduction, diversion, and home composting.

Pay As You Throw (PAYT) utility fees: highest fees per volume of garbage and much lower fees for recycling and composting pickup.

Importantly, it also recommended that the city explore additional bill mitigation alternatives for lower-income households. There is a growing literature on multiple ways to shrink utility bills for lower income customers to make them more affordable (e.g. Best Practices in Customer Payment Assistance Programs).¹⁴

What would an organics diversion program cost? A 2019 report from Solid Waste Services to Winnipeg’s Standing Policy Committee on Water and Waste¹⁵ identified all-in additional costs (operating plus financing for capital) as the following. Note, the financial costs in the City report document are in 2018 dollars, so they have been adjusted here to reflect 2021 dollars.

New Capital Expenditure:

- Capital cost of compost facility [\$9 – \$21 million if shared equally with Province and Feds]: \$27 – \$63 million
- Implementation of program (supply and delivery of carts, kitchen catchers, communication materials, etc.): \$18 million

New Operating Expenditure:

- Annual Facility Operating Costs: \$5.4 million

- Annual Operating Costs (collection from single family homes):
\$5 million

Capital contributions from provincial and/or federal governments and a more efficient collection system, e.g. by collecting recyclables and garbage every other week along with weekly collection of organic waste and using two-compartment collection trucks, as Toronto does, would reduce this cost.

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Police Services

WINNIPEG'S DECADES-LONG PRACTICE of defaulting to the Winnipeg Police Service (WPS) to address societal failures is a costly failure. In 2020, Winnipeg spent 27 per cent, \$304 million, on policing.¹ That is the highest percentage of Canada's 10 major cities.² In that same year, Winnipeg also, once again, topped this list of cities with the highest police-reported violent crime severity index.³ Of these same cities, the WPS' rate of solving criminal incidences or clearance rate tied for third lowest at 34 per cent.⁴

The public has become increasingly aware and concerned. An Angus Reid poll in late 2020 found that 26 per cent of Winnipeggers had an unfavourable view of the service, the highest of any major prairie city. A full 36 per cent of Winnipeggers supported a reduction in the police budget.⁵ In a 2020 Ipsos poll 51 per cent of Canadians supported reallocating police funding to other government services. Saskatchewan and Manitoba said the same at a higher than average rate, 56 per cent.⁶

The WPS continues to press for annual increases well above the rate of inflation and City Council has concurred. The 2022 police budget is \$320 million or 27 per cent of the total city expenditures. Even that sum was \$9 million less than requested by the WPS.⁷ The rest of the Protection and Community Services department's budget, excluding fire and paramedic services, is \$172 million. This is what we devote to recreation, parks, urban forestry, community liveability, libraries, arts, entertainment, culture and even insect control, combined.⁸



As we approach the municipal election in October of 2022, we must confront some stark realities. For one, the COVID pandemic has laid bare so many pre-existing inequities. Racialized communities have been hardest hit as they had the least to fall back on given they are over-represented in poverty.⁹ Campaign 2000 MB's most recent annual reports further substantiate that poverty continues to be both gendered and racialized which leaves almost 89,000 of Manitoba's children in poverty, 40 per cent of whom reside in Winnipeg Centre and 31 per cent of whom reside in Winnipeg North. Every other federal riding in Winnipeg is home to a certain percentage of struggling families.¹⁰

For another, the 2020 videoed killing of George Floyd by three Minneapolis police officers became a catalyst that amplified the Black Lives Matter movement around the world. Here in Manitoba, it also served as yet another reminder of how systemic racism has long impacted the policing of Indigenous, Black and other racialized communities. Data compiled by the CBC between 2000–2020 show that racialized community members faced a disproportionate risk of being killed in encounters with police. Indigenous people make up 12 per cent of Winnipeg's population while Black people make up 4 per cent.¹¹ Of the twenty-two people killed in police encounters

during this period, 70 per cent were Indigenous or Black in Winnipeg.¹² In April of 2020, 3 Indigenous people, Eishia Hudson, Jason Collins, and Stewart Andrews, were killed by police in a span of just 10 days.

In Whose Interest?

The WPS, Winnipeg Police Board (WPB) and the Winnipeg Police Association (WPA) along with successive Councils have long defended or dismissed the annual increases to the WPS budget as simply the result of contract negotiations given that salaries and benefits account for 85 per cent of the total WPS budget. This is an abdication of responsibility. They are the bargaining parties. The public interest should be the primary focus when spending public funds.

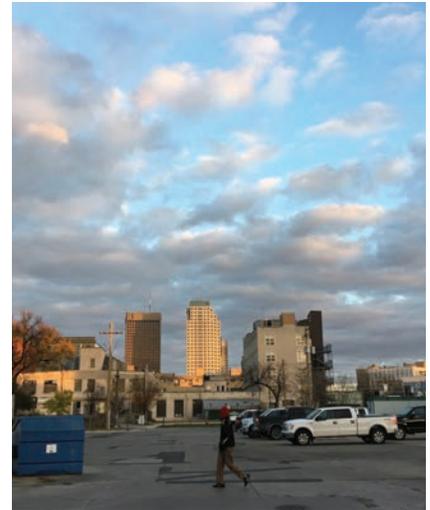
The City of Winnipeg should resource evidenced-based approaches to crime reduction through social development. Criminologists agree that policing is merely reactionary. What is needed is proactive approaches to address criminal behaviour drivers such as poverty and marginalization.¹³ While the WPS and the City mention crime reduction through social development in their various strategies, their lack of true commitment to this approach is evidence by their funding demands and decisions.

The Winnipeg Free Press found the police received wage increases significantly higher than the rate of inflation between 2012– 2020. The average salary for a police officer in Winnipeg was \$122,227 in 2020.¹⁴ This is a trend across Canada; the average salary of a police officer was \$118,000 in 2019.¹⁵ What is important for the public to understand is that the budget increases are not going to increasing public safety measures but rather salary increases to already well paid members of the service. 2022 is a significant year as it will not just see a municipal election but also a new collective agreement between the City and the WPS. These negotiations and results will continue to impact the City's ability to provide essential municipal services that also promote better public safety such as poverty reduction, recreation, and youth employment for years to come.

No one disputes that the work can be difficult and dangerous at times. However, the WPS is afforded a tremendous amount of latitude in how they go about that work. The civilian oversight bodies, both at the municipal and provincial level, more often than not support the actions taken by individual members of the service by either dismissing complaints outright, agreeing that the use of force was justified or refusing to prosecute even when charges

are recommended. This affords them a position of privilege, a level of personal safety and autonomy that the general public does not have, that can be and has been abused.

A 2021 third-party report on morale, *The Winnipeg Police Service Mental Health and Workplace Culture Survey*, demonstrated negative impacts of policing work on service members. Some 63 per cent of sworn officers and 53 per cent of civilian service employees felt their work was having a significant impact on their mental health, with nearly a third of police officers meeting the diagnostic criteria of PTSD, anxiety and depression. The report also noted that members wanted more done about problematic members more quickly. Additionally, it noted that 41 per cent of civilian members and 32 per cent of officers reported having been the victim of workplace harassment or bullying in the previous three years. Reporting of these incidents was low but of those reported, the most commonly identified aggressor was a co-worker or direct supervisor.¹⁶ It would therefore seem that even WPS members, civilian and sworn officers, would also benefit from change.



Safety for All or Just Security for Some?

WPS Chief Danny Smyth has stated that if calls for service and/or WPS responsibilities were cut, he would be open to some discussion, at least, on budget reductions.¹⁷ However, we have to resist seemingly progressive moves by the WPS that purport to be more community-based but in fact further solidify WPS involvement and control. How police respond to people with mental health challenges is one example.

In 2020, the WPS responded to 18,991 wellbeing checks, making them the top resident generated dispatch event for the first time ever. Wellbeing checks by police have resulted in escalation and criminalization of people struggling with mental health issues.¹⁸ Then there are the tragic outcomes of police involvement with people in mental health crisis internationally, nationally and here, with the most recent case of Machuar Madut, ending in his death in 2019. A better response is essential.

In 2021, the WPS, WPB and Shared Health announced the Alternative Response to Citizens in Crisis (ARCC) program. ARCC does not reduce police involvement but rather doubles it. ARCC teams consist of plain clothed officers and specialized mental health clinicians. The initial call will still go

through the standard 911 police response and regular responding officers will largely be assessing whether the ARCC team should be brought in or not.

Chief Smyth reinforced the view that a police presence was necessary, saying “it is only after our officers respond and confirm a situation is safe, that alternative support can engage and address the psychological and social needs of persons in mental health crisis.”¹⁹ Such a view suggests that there is a hierarchy in personal safety. No one wants anyone putting their lives at undue risk, but as noted in a 2014 report into use of force by the Toronto Police service, “culture eats training.”²⁰ Even with mental health training, police officers see a person in crisis as a threat to themselves and others first. This leads to a security first for some rather than a safety for all approach. These encounters can be traumatizing even when they end peacefully. At worst, a police presence can and has escalated these situations. There are alternatives.

One promising alternative is the Crisis Assistance Helping Out on the Streets (CAHOOTS) model from Eugene, Oregon started 1989. The program involves teams of specially trained civilians, including nurses, crisis counsellor and peer workers, who will respond to a wide range of mental health-related crisis, including “conflict resolution, welfare checks, substance abuse, suicide threats, and more, relying on trauma-informed de-escalation and harm reduction techniques.”²¹ CAHOOTS has an annual budget of just \$2.1 million. While Eugene is a smaller city than Winnipeg, CAHOOTS is being replicated in larger centres such as New York. Toronto is rolling out its Community Crisis Support Service (CCSS) pilot program.²² CCSS principles and practices are in line with CAHOOTS.

What these programs do differently is that the community/civilian response is first and then they decide if police are needed. The CAHOOTS experience is that out of 24,000 crisis calls, they only needed to call on police 150 times. This means that 99.4 per cent of the time, they managed a crisis without the police. The CAHOOTS program is estimated to save the city of Eugene \$8.5 million each year that would otherwise have gone to their police budget.²³

Winnipeg has community outreach organizations that have strong relationships with community members. They are often already known and trusted by people, such as those experiencing homelessness, whose other struggles keep them from full recovery. Winnipeg could develop specialized, 24/7 crisis intervention teams to respond to all mental health crisis calls. An essential aspect of the CAHOOTS approach is that the person in crisis sees themselves reflected in those offering supports not someone in a uniform and/or armed. Too many people with mental health issues have already had

negative experiences with police and other system authorities. Subduing someone, either through intimidation or outright physically, is not the same as a de-escalation approach. While the former may seem faster and therefore better, it simply continues and exacerbates the trauma cycle. The CAHOOTS model is one that ‘de-tasks’ the more common police first approach.²⁴

We Are All at Fault for the Default

The WPS is not responsible for all the other systemic failures that lead people into crisis and/or criminal behaviour. However, they are responsible for the decisions they make that perpetuate harm. Every increase in their budget means a decrease somewhere else given that the City must, by law, present a balanced annual budget. Successive Councils have continued to capitulate to unsuccessful approaches to create a better and safer community for all by over-investing in policing. And the electorate has, in the past, agreed. However, as the polls above and others indicate, that is changing.

The Police Accountability Coalition (PAC), comprised of over 100 community-based organizations, calls for a 10 per cent redistribution of the WPS budget to community building and community-based crisis response initiatives.²⁵ In 2022, that would mean \$32 million would flow back into community driven and evidenced based strategies proven to enhance community wellness and safety.

This call is also made in solidarity with the Black Lives Matter movement’s demand that the systemic racism within policing be addressed. The WPS, with the WPA, must hold those members who abuse their position of privilege and authority accountable. They need to ‘police’ their own. Not through opaque internal investigations but by fully and freely participating in third-party investigations that:

- Ensures whistleblower protections are effective and enforced,
- Holds their members accountable for harm done, and
- Commits to repairing that harm with meaningful action through systemic practice and policy change when necessary.

A 2019 Statistics Canada estimates that 50 per cent to 80 per cent of calls for service from police across the country are not for criminal matters.²⁶ This must stop. However, the WPS must be willing to engage meaningfully with the community on realistic timelines with measurable outcomes. Community partnerships must be equal partnerships where community expertise

is demonstrably respected by the WPS through actionable change. While there is always inherent risk in change, we, the collective we, must decide that the risks of maintaining the unsustainable and largely ineffective status quo is unacceptable.

Immediate recommendations on how to spend re-allocated police resources:

1. Revise the current ARCC program to align with CAHOOTS so that it is a community/civilian first based response.
2. Fund the City of Winnipeg's Poverty Reduction Strategy with resources going to strategy-dedicated staffing and its two Life Poles of Affordable Housing and Indigenous Children, Youth and Families with an annual dedicated budget line (see Housing, Indigenous Relations and Recreation chapters).
3. Fund the Newcomer Inclusion Strategy through dedicated strategy staffing to enact the strategy's goals with an annual dedicated budget line (see Newcomer Inclusion chapter).
4. Support existing and expansion of 24/7 safe spaces and outreach initiatives that ensure cultural and neighbourhood needs are met.
5. Support the recommendations within this Alternative Budget that adhere to all TRC Calls to Action as well as MMIWG Calls for Justice including PAC's call for more accountability in policing and reforms to legal institutions such as Manitoba Justice.

New Revenue:

- 10 per cent cut to Policing Services = \$32 million

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Public Art

PUBLIC ART HAS a tradition of thousands of years, and its value is often demonstrated through the cultural and social impact it has on communities. Public art humanizes our public spaces by bringing meaning, vigour, and agency to its constituencies. It offers a sense of place to sites that might be otherwise ignored or underused. It celebrates a moment in history, it contributes with new uses in the city like seating or gathering, or accentuates significant places with meaning, like the Golden Boy at the top of the Manitoba Legislative building.

A bonus of public art is the nature of free access, opening the opportunity

Public art is a magnet inviting locals and tourists to reinvent urban life, making generic urbanscapes unique, increasing a sense of place with a distinctive character.

to communities' cultural values and a sense of identity without the price tag of a ticket. Public art offers artists the possibility to bring different ideas and disciplines together, advancing artistic practice, capturing the spirit of local histories and energies in a common ground. Public art is a magnet inviting locals and tourists to reinvent urban life, making generic urbanscapes unique, increasing a sense of place with a distinctive character. The opposite is also true: lack of public art makes cities and urban spaces generic and lacking in spirit.

Public Art In Winnipeg

In our city, the City of Winnipeg's Public Art Program managed by the Winnipeg Arts Council (WAC) is the main channel to promote public art strategically



Mark Cohoe, Bike Winnipeg

Rooster Town Kettle

and comprehensively in the City. It is one of the most well-prepared and high-level programs in Canada for its diversity, responding to the needs of different constituencies in the City, through a wide range of artworks and variety in the public spaces it engages. Artworks range from significant public sculptures, site-specific projects, urban place-making, to more ephemeral community-oriented projects. The Winnipeg Arts Council works with City Administration, artists, and communities to develop and integrate art into our public spaces where ideas can be encountered daily. In addition to artist commissions, infrastructure design projects and residencies in City departments, the WAC Public Art Program facilitates community-based collaborations and public events.¹

Economics

Jane Rendell uses the term “acts of exchange,” borrowed from economics, to describe the double function of public art practices: at the same time that art instigates exchanges between people, it also generates “an alternative economy” of places and encounters.

Public art is a source of income to cities that invest and adopt policies to support it. Public art represents an important cultural contribution for the community, but also means a significant economic impact for cities. According to Williams, Shaw and Huber, the more evident direct effects include increased economic activity in terms of jobs, sales, and public revenues. As a study of the role of arts in community economic development in the UK indicated, most communities consider that the principal economic importance of the arts industries lies in their capacity to generate employment against a backdrop of recession and restructuring.² One consistent piece of evidence is the increasing number of public art programs in medium and major size cities across North America. By making a place active, it attracts people to places that otherwise would be overlooked, bringing economic benefits to nearby businesses and extended consumption in its vicinities.

The social value of public art promotes community regeneration, and the regeneration of urban spaces independent of the nature of the art: it could be a large sculpture or a community garden, it could be a permanent project or an ephemeral experience.

Public art matters because the rich experiences of people in public spaces matter. Beyond the activation of an immediate economy in the immediacy of the public art, there are other economic benefits including the creation of jobs and the overall stimulation of the economy.

Data strongly indicates that cities with an active and dynamic cultural scene are more attractive to individuals and businesses.

As it has been witnessed, especially from the postwar period on, that public art can be an essential element when a municipality wishes to progress economically and to be viable to its current and prospective citizens. Data strongly indicates that cities with an active and dynamic cultural scene are more attractive to individuals and businesses. Public art can be a key factor in establishing a unique and culturally active place.³ Public art can create civic icons, but it also can transform our playgrounds, bridges, traffic circles, parks, greenways, water treatment facilities, transit stops, and airports into more vibrant expressions of human imagination.

By building and reinforcing community culture, public art can act as a catalyst for community generation or regeneration. In this case, size does not necessarily matter. Public art can be very visible, large, permanent and unmistakable as an art experience; but it can also be very subtle, short lived or seamlessly integrated into one's experience of a place. That's why public art matters.⁴ It is also, strangely, economically viable, despite its often-high price tag. New York's Waterfalls by Olafur Eliasson cost about

\$15.5 million; they brought in, according to the Public Art Fund, \$69 million for the city.⁵

Public art can also play a role in furthering Truth and Reconciliation in Winnipeg. The WAC in collaboration with the City has developed major commissions with Indigenous artists and Indigenous communities. One such example is the Rooster Town Kettle and Fetching Water by Ian Angus developed alongside Winnipeg's new southwest rapid transit corridor. These projects assert Indigenous presence on the land and provide opportunities for learning about Indigenous experiences in the city.

Therefore, instead of viewing public art as a deficit to municipal purses, we could make the case here for the financial-economic benefits of developing stronger public art investment and policies in Winnipeg by increasing grant funding to the WAC's public art program. The WAC has faced sharp funding cuts alongside other community organizations who receive grant funding from the City. The WAC received \$500,000 per year in grant funding between 2004 and 2018, however this was cut to \$250,000 in 2019. In 2022 the WAC is allocated \$125,000 and funding is set to be phased out to \$0 by 2024. It is our recommendation that the WAC grant be restored to 2018 levels and increased by 25 per cent to bring public art funding more in line with other major Canadian cities.

The tradition of public art has been tested in other municipalities across North America and Europe, proving to represent a long-term significant source of revenue through activities connected to the local industry and tourism, through job creation and tourism revenue. Public art increases awareness of the city to locals and visitors, helping to transform Winnipeg into a national and international art destination. Other cities like Seattle, Toronto, New York, Ottawa, and Montreal, all with well-developed public art programs and policies, can attest to the economic impact and positive cost-benefit returns from public art.

While the Winnipeg Art Council's Public Art Program is relatively new it has become nationally recognized, attracting national artists to develop projects in the city. The extremely efficient and reduced professional staff has developed a series of diverse and ambitious programs, and a public art strategy that is innovative, challenging, and engaging. Comparatively to other programs, its low administrative cost allows for a bigger investment on the excellency of the art itself. However, there is also a need to build capacity in the program. Montreal has one of the oldest public art programs in Canada and should serve as an example to other municipalities. Public art

Public art can create civic icons, but it also can transform our playgrounds, train stations, traffic circles, hospitals, viaducts, water treatment facilities, and airports into more vibrant expressions of human imagination.

in Montreal is a core municipal and provincial service. Dedicated budgets, a compulsory per cent for art program, and ample staff provide resources for the City to integrate public art into the texture and fabric of urban experience and to experiment with both traditional and novel approaches to doing so. Winnipeg must build up its capacity to do the same.

New expenditure:

- Increase Winnipeg Arts Council annual grant funding for public art projects – \$475,000



How does a Percent for Art program work? Whenever a city undertakes a capital building or improvement project, such as a school renovation or new firehouse, a percent of that project's budget is reserved to create public art as part of the completed project.

Percent for Art: New Funding Source for Public Art

Winnipeg's long tradition for public art does not stop with the present efforts of the Winnipeg Arts Council. There is a collective desire to invite more imagination to our urban spaces. Historically we possess a considerable collection of public art objects developed over a long stretch of time. Other initiatives like the series *Stages* of the Plug In Institute of Contemporary Art displaying temporary public art projects, tap into the cultural sensitivities of Winnipeggers and visitors for diverse public experiences. Increasing and maintaining the continuing support for these programs is an essential element for sustaining a vibrant, culturally rich, and economically smart creative city, helping to attract more investment and incentivize tourism in the process.

A more progressive step beyond increasing the WAC's public art program budget, would be the creation of a Percent for Art public art program in the City. How does a Percent for Art program work? Whenever a city undertakes a capital building or improvement project, such as a bridge renovation or new firehouse, one percent of that project's budget is reserved to create public art as part of the completed project. It could range from an outdoor or indoor sculpture, a mural, an imaginative display of lighting, an interactive educational display, even a fountain or creative use of water. One Percent for Art programs are already present in Edmonton, Calgary, Saskatoon, Ottawa, Mississauga, and among other Canadian cities.

Bloody Saturday



Eduardo Aquino

Artist: Bernie Miller and Noam Gonick

Program: Collaborations, Commissions

Location: Pantages Plaza, Main Street at Market Avenue

Medium: Weathering steel, stainless steel, tempered glass, light

Date: 2019

Description

On Friday, June 21, 2019 on the 100th anniversary of Bloody Saturday, Winnipeg revealed a new artwork dedicated to climactic events a century ago. The final chapter of the 1919 Winnipeg General Strike, Bloody Saturday began as a silent protest led by returning WWI veterans protesting the arrest of strike leaders. A streetcar driven into the crowd by strikebreakers was rocked off its tracks and torched, triggering the deaths of two protesters and the hospitalization of 27 others at the hands of mounted police and private militia.

Artists Bernie Miller and Noam Gonick have created Bloody Saturday, a steel and glass ghost of the original tipped trolley rising out of the paving adjacent to the Main Street site of the incident, which was documented in 1919 by photographer LB Foote.

“So much that defines Winnipeg, its achievements and its rebellious core, was forged on Bloody Saturday,” state the artists.

Illuminated from within and situated in Pantages Theatre Plaza, the artwork is across from City Hall and nestled in Winnipeg’s entertainment district, alongside the Centennial Concert Hall, near the Royal Manitoba Theatre Centre and The Manitoba Museum.

The intersection is a busy corner, visible to thousands of vehicles daily. With this exposure, the artwork secures a prominent place for the memory of the Strike within the citizenry’s consciousness for the century ahead.

“Bloody Saturday is a thought-provoking artwork that speaks to the unique history and character of Winnipeg. We hope that it inspires people to ask questions and talk about the complex issues of the Winnipeg General Strike and how they are still relevant today.” — *Carol A. Phillips, Executive Director, Winnipeg Arts Council*ⁱ

ⁱ <http://winnipegarts.ca/wac/artwork/bloody-saturday>

A cost example: if funding were approved for a \$20,000,000 new city building, the incremental cost (\$200,000) to taxpayers to provide one percent for art at that project site would be \$0.68 per year during the life of a 30-year bond. What does the money pay for? The designated percent would be used not just to pay for the artwork itself, but also for costs of the solicitation and jurying process, installation of the artwork, its maintenance and conservation over time, education of the public about the work, and administration of the program. Any leftover funds from the percent allocation to any eligible project (i.e., any building or capital improvement project over \$100,000 not requiring outside borrowing) could roll over into a Public Art Fund for use elsewhere in the city that would benefit from more public art presence.⁶

Recommendation:

- Implement a Percent for Art program for major construction projects in Winnipeg

Endnotes

1 Winnipeg Arts Council. “About The Public Art Program.” January 11, 2022.

1 <http://winnipegarts.ca/pubart-about>

2 Williams, A., Shaw, G. and Huber M. (1995) The arts and economic development: regional and urban-rural contrasts in UK local authority policies for the arts, *Regional Studies*, 29 (Fall), 73–80.

3 Americans for the Arts (Public Art Network Advisory Council). “Why Public Art Matters: Green Paper.” January 11, 2022, p.2 https://www.americansforthearts.org/sites/default/files/PublicArtNetwork_GreenPaper.pdf

4 Ibid.

5 Laneri, Raquel. “Why We Love—and Need—Public Art.” *Forbes*, May 5, 2009.

6 Figures and language adapted from the Amherst Public Art Commission, in Théberge, René et al. “Article 26: 10 Great Reasons to Support Public Art.” The Amherst Public Art Commission, January 11, 2022. <https://www.amherstma.gov/DocumentCenter/View/34719/Article-26--10-Great-Reasons-to-Support-Public-Art--Broudy?bidId=>

Recreation

RECREATION PROGRAMMING IN Winnipeg has suffered for years from underfunding, neglect and a culture of status quo and stagnation. Now, more than ever, this needs to change. Recreation is a critical tool at the City's disposal to tackle negative outcomes brought on by the COVID pandemic: social isolation and exclusion, poor mental health and poor physical health.

For decades advocates have pointed out that recreation programming not only helps people develop their physical health, but also provides opportunities to practice self-expression, learn skills, build friendships and access positive mentors. These opportunities help Winnipeggers improve self-esteem, establish a sense of community, and increase social-inclusion. However, for too long recreation has failed to address access and inclusion in its programming.

Through a more holistic lens we can see how investments in recreation advance Oshki Annishinabe Nigaaniwak, the City of Winnipeg's Indigenous Youth Strategy, Newcomer Welcome and Inclusion Policy, and Poverty Reduction Strategy, generating benefits across departments. Recreation programs act as an important space for children and youth to engage with positive role models and develop critical life skills. For newcomers, recreation provides an opportunity to integrate and build a sense of place. Finally, recreation programming can advance reconciliation by creating spaces for cultural resurgence from art to gardening to traditional games.

Recreation programs need to be seen by City Hall as an investment in a healthy and equitable society which enhances wellbeing, builds com-

munity, and delivers cost reductions across other departments, including emergency services.

Declining Revenue, Collapsing Infrastructure

Recreation is often first on the chopping block for municipal cuts as it is not deemed an essential service. Years of neglect have left Recreation funding in a critical state. Between 2008 and 2020, per-capita inflation-adjusted

Between 2008 and 2020, per-capita inflation-adjusted operating funding for municipal recreation has been cut by 31.9 per cent.

operating funding for municipal recreation has been cut by 31.9 per cent.¹ Much of this decline comes from staff lay-offs and a lack of new hires. Over the same 12-year period, the number of full-time equivalent positions (FTEs) in recreation declined from 356 to 273. At the same time, the City's Community Trends and Performance Report shows that demand for municipal recreation programs has continued to increase along with population growth.² Recreation staff are forced to do more with less, with this added burden being placed on frontline staff working in recreation facilities.

On top of the decline in operations funding for municipal recreation, the City is in serious need of capital funding for recreation facilities. Many municipal recreation facilities need essential repair or replacement in the coming years. According to the City's 2018 State of the Infrastructure report, 57 per cent of pools, spray pads, arenas, leisure centres, and community centres are in poor or very poor condition.³ That adds up to \$843 million needed between 2018 and 2027 to address the infrastructure deficit in recreation. Despite knowledge of the infrastructure needs in recreation, the City has not committed more than \$25 million in capital spending per year since 2018. The size of this infrastructure deficit has likely increased since 2018, as these deferred repairs continue to cause deterioration.

Unequal Access to Recreation Facilities

There is a fundamental inequality in access to quality recreation facilities and programs in Winnipeg. This inequality is due in part to the fact that deteriorating City owned Leisure Centres are in mature neighbourhoods in the inner city and surrounding inner suburbs. However, the inequality is intensified by the City's reliance upon volunteer run community centres and the private sector to manage recreation facilities and programming in the



City. Meanwhile, programming in many City run centres has stagnated over the years, with few program evaluations conducted and a lack of infusion of new ideas which could lead to more inclusive and culturally appropriate programs.

Community centres across the City operate sports and recreation programming as well as facilities like arenas, gyms, and community halls. These independent community centres operate at widely different scales, with some home to a small gym or community hall, while others operate multi-million-dollar sports complexes. Community centres are run independently from the City; however the City provides some operating funding through an annual grant to the General Council of Community Centres. In addition, the City distributes capital funding to community centres through Community Centre Renovation Grant Program administered twice yearly.

The community centre model relies on volunteer capacity to run the community centre board, apply for advertising and grants, and solicit donations. Furthermore, sports and recreation programming at community centres rely on participant and rental fees to be financially viable. Marginalized communities in many inner-city neighbourhoods do not have the volunteer capacity or financial resources to operate under this semi-private model. As

a result, inner-city neighbourhoods are left with worse facilities and fewer programs. This inequality is reflected in figures from the Community Centre Renovation Grant Program, which shows that only a small fraction of capital funding has gone to inner city neighbourhoods in the last few years. New innovative partnership models with community based organizations or other community stakeholders should be explored to govern and run inner city Community Centres, as well as prioritizing additional funds to staff and program at Community Centres in areas of high poverty. Community Centres should also be more responsive to community needs, expanding beyond Sport and Recreation programming to include initiatives related to food security and other social supports.

One-Size-Fits All Programming Not Working

The Recreation Services Division must ditch its one-size-fits-all approach to recreation programming. According to the 2016 Canadian Census, 25.5 per cent of Winnipeggers are immigrants⁴ and 12.2 per cent identify as Indigenous.⁵ Furthermore, the 2017 Canadian Survey on Disability finds that 24.7 per cent of Winnipeggers identify as living with a disability. The City of Winnipeg's 2021 Recreation Strategy has rightly identified newcomer inclusion, reconciliation, and accessibility as focuses of future recreation policymaking and program development.⁶ However, as we have highlighted throughout this document, the City still has a long way to go in addressing the systemic inequalities that marginalize many Winnipeggers. By developing innovative, holistic, responsive and culturally relevant recreation programming, the City of Winnipeg can further its commitments to advancing newcomer inclusion, advancing Oshki Anishnaabe Nigaaniwak, responding to Truth and Reconciliation Commission Calls to Action,⁷ and increasing accessibility. Part of this means hiring and building the capacity of more diverse staff, not only on the frontlines, but at the coordinator and management levels.

The City has made some progress on these files already, which should be noted. Women's recreation programming and the new Third Party Referral initiative to increase access to the fee subsidy program are reducing barriers for marginalized communities. The City also funds many community organizations that develop and run innovative, community-focused programming through their Community Grants Program. This includes organizations like the Broadway Neighbourhood Centre, Spence Neighbourhood Association and Winnipeg Aboriginal Sports Achievement Centre. Targeted funding has

also been made available for inner-city sports programming through the SPIN program, which supports organizations like the Newcomer Sports Academy. However, even programs such as SPIN have limited staffing and resources, preventing them from fully reaching many marginalized children and youth.

More funding, increased partnerships and regular community input could increase the effectiveness and reach of these programs. However, the City has offloaded much of the responsibility for program innovation onto community organizations who are already struggling to meet their needs. Recreation granting between 2017 and 2019 did not keep up with inflation (grants increased by 4.1 per cent while inflation grew by 4.28 per cent⁸⁹), and in 2020 the City announced 10 per cent cuts to all community grants,¹⁰ which affected recreation. Winnipeg's reliance upon community organizations to develop community focused programming is not all bad, as these organizations have the knowledge to develop programming from an equity lens, however these organizations need to be adequately supported in this work.

If Winnipeg is to adequately support community-focused, innovative recreation programming for Winnipeggers facing barriers to recreation, the City needs to address the bureaucratic burden within the Recreation Services Division. Furthermore, the Recreation Services Division needs to incorporate an anti-racism lens into its staff recruitment and retention strategy at all levels. Community organizations interested in using City owned spaces or staff are often confronted with overbearing, slow and cumbersome approval processes and strict rules around how space, funding or staff time can be used. This has prevented community organizations from offering snacks, bus tickets, or child-minding as part of their programming. It has meant that spaces that should be used by the community are often empty or under-utilized, despite the demand from the community. At the same time, the City's reticence to engage with harm reduction methods has excluded marginalized Winnipeggers from accessing community administered recreation programming. Community-focused policy development and program evaluation with strong community input and consultation is critically needed to address these exclusionary practices.

The City has offloaded much of the responsibility for program innovation onto community organizations who are already struggling to meet their needs.

Spaces that should be used by the community are often empty or under-utilized, despite the demand from the community.

Addressing the Infrastructure Deficit

In March 2022, the City released its latest Recreation Strategy with capital spending plans to address the infrastructure deficit and invest in planned recreation facilities.¹¹ This spending plan was met with harsh reaction from city councillors, who argued the capital spending is “unrealistic”.¹² However, with the Community Services infrastructure deficit well over \$700 million dollars, the City’s current spending plans merely kick the problem down the road. In the 2022 preliminary budget the City committed \$22.2 million to recreation capital spending, which barely makes a dent in the infrastructure deficit and does not provide for sufficient expansion.¹³

In order to begin addressing the backlog in facility repairs and upgrades, we recommend the City follow the spending plan laid out in the Recreation Strategy and begin with \$80.3 million in 2022 for upgrades to leisure centres, community centres, aquatic facilities, the Freight House community centre and the Freight House outdoor pool.¹⁴ The Recreation Strategy capital spending plan is made with a focus on equity, accessibility, and addressing access in underserved areas.

\$80.3 million in capital spending will add \$6.66 million in annual debt servicing to the operating budget, which is sustainable under our proposed budget.

Benefits from critical recreation facility improvement will be passed on to future generations, thus it makes sense to distribute the costs amongst present and future taxpayers. If the City continues to delay these repairs and improvements, the social and economic costs of crumbling recreation infrastructure will only continue to balloon.

Increasing Community Grants

As noted above, community organizations have become a central pillar of recreation programming, particularly in the poorly served inner-city neighbourhoods. However, the City has not increased support at the rate it has offloaded responsibility. We recommend the City increase community grants by 20 per cent to reverse the cuts imposed between 2017 and 2020 and provide a boost to recreation programming in the covid recovery. A 20 per cent increase in community grant funding would amount to a \$443,474 increase in the operations budget.

Inner City Youth Employment Strategy

Hiring inner city youth into recreation positions is a poverty reduction strategy that has been identified by Both Make Poverty History Manitoba and the City of Winnipeg's own Poverty Reduction Strategy. The City has run a similar program through Oshki Anishnaabe Nigaaniwak to certify indigenous youth to work in recreation. While providing jobs with good wages to youth, an inner-city youth employment strategy would help increase knowledge around inner city recreation needs among staff.

Hiring is only one part of the equation: mentorship, leadership development, flexibility and supports are also needed to support inner city youth staff, as well as shift the workplace culture so that it aims to build recreation leaders and values lived experience. We recommend the City invest \$150,000 to expand inner city youth employment in recreation. This would amount to one FTE to run this program, two summer hires to work with youth (\$115,000 staffing), \$15,000 for training, certification, and other program costs and \$10,000 to provide youth with supports.

We further recommend the Recreation Services Division increase diversity amongst management and supervisory staff. Recreation has lost a significant number of FTEs over the last decade. As the department looks to rebuild it should prioritise staff who understand the needs of growing, underserved communities.

A Community-Based Approach to Program Development

The City of Winnipeg needs to devise new approaches to recreation that meet the diverse needs of a growing city. This includes programming that furthers reconciliation, newcomer inclusion, and universal accessibility. We recommend the City invest \$160,000 to convene community planning councils who will guide recreation programming and policy changes over the coming years. These councils should begin in the inner city, at facilities such as Sergeant Tommy Prince Place, Turtle Island Neighbourhood Centre and Magnus Eliason Recreation Centre. This would include \$150,000 for two staff to oversee the advisory councils and \$10,000 in programming costs to run meetings and give honoraria to community leaders.

Overhaul the Fee Subsidy Program

The fee subsidy program offers much needed access to those who cannot afford to pay for recreation programming. In its current form the sign-up process for the fee subsidy program is complex and intrusive. Although the new Third Party Referral Initiative has removed some barriers, the City should further invest \$77,500 to re-design the fee subsidy approval process and to market the program with partner organizations. This funding would amount to one six-month contract staff person to redesign the process and two summer contracts to publicise the revised program with partner organizations and sign up participants. A partnership with Winnipeg Transit should also be established to provide individuals on low incomes transportation to Recreation Programming, with an initial \$50,000 toward bus tickets for organizations working with marginalized youth.

Next Steps

Currently, there are no Recreation Centres or Community Centres located in Winnipeg's downtown, which has a high density of low-income families. The development of an accessible and culturally safe recreation facility should be explored for the downtown area, potentially in partnership with Indigenous led and community-based organizations in the area.

New Expenditures:

- Infrastructure spending – \$80.3 million (2.75 per cent over 20 years)
 - \$6.66 million debt servicing costs
- Increase grants to community organizations by 20 per cent from 2019 levels – \$443,000
- Provide free menstrual products at rec centres – \$58,000
- Overhaul fee subsidy program – \$77,500
 - 1 FTE – 6 month contract to redevelop program (\$37,500)
 - 2 Summer positions to publicize and sign people up (\$35,000)
 - \$5000 in program expenses
- Inner city youth employment strategy – \$135,000
 - FTE – Program coordinator (\$75,000)
 - Two summer staff to work with youth (\$35,000)
 - Training and program costs (\$15,000)
 - Youth supports (\$10,000)

- Recreation programming local advisory councils – \$160,00
 - 2 FTE – Program managers/facilitators – \$150,000
 - Meeting expenses – \$1000
 - Honoraria – \$8000
- Bus tickets for youth organizations – \$50,000

Total: \$7,583 million

Endnotes

- 1 Calculation by CCPA Manitoba Research Associate
- 2 City of Winnipeg, 2021. Community Trends and Performance Report. Pg. 184
- 3 City of Winnipeg, 2021. State of the Infrastructure Report. Pg. 35
- 4 Statistics Canada, 2016. Census of Population.
- 5 Infrastructure Planning Office, City of Winnipeg, 2018. City of Winnipeg Indigenous Peoples Highlights.
- 6 Draft Recreation Strategy, City of Winnipeg, 2021. P. 43
- 7 We call on the City of Winnipeg to respond to TRC calls 12, 23, 61, 66, and 90. Although not all of these are addressed to municipal governments, it is within the power of the City of Winnipeg to address these calls.
- 8 City of Winnipeg, 2021. 2021 Adopted Budget Operating and Capital Volume 2. Pg. 193. Calculations by author.
- 9 Bank of Canada. Consumer Price Index.
- 10 CBC News. Across-the-board cuts to community grants in Winnipeg budget will have 'significant impact': non-profits. March 6, 2020.
- 11 City of Winnipeg, (2022). *Winnipeg Recreation Strategy December 2021*
- 12 Pursaga, Joyanne, (2022, March 3). Rec strategy will wreck finances, councillors predict. *Winnipeg Free Press*.
- 13 City of Winnipeg, (2021). *Preliminary Operating and Capital Budget 2022 Volume 2* (pg. 172)
- 14 City of Winnipeg, (2022). *Winnipeg Recreation Strategy December 2021* (Appendix C)

Transit

TRANSIT IS AMONG the most critical departments reviewed in the 2022 AMB. As mentioned in our Climate chapter, Transit must play a central role in reducing Winnipeg's greenhouse gas emissions. Personal vehicle transportation accounts for 32.1 per cent of GHG emissions in Winnipeg while Transit accounts for 0.8 per cent.¹ Encouraging more people to consistently use transit is critical for avoiding the worst effects of climate change.

Investment in public transit is an investment in local businesses.

Winnipeg is the only one of Canada's eight largest metropolitan regions which saw a decline in transit ridership between 1996 and 2016.

At the same time, modernizing our transit system constitutes an economic development opportunity for the City. Frequent and reliable public transit gives people without cars access to services and job opportunities outside walking distance from their homes, expanding the employment opportunities available to young people and those with low-incomes. Further, investment in public transit is an investment in the local businesses. Transitioning the Transit bus fleet to electric buses would be a boon to New Flyer Industries who is a large manufacturing employer in Winnipeg. Reducing road congestion by getting more people on buses would also benefit the logistics industry by facilitating quicker deliveries.

Dramatic improvements in transit need to be made quickly in order to meet these goals. Winnipeg is the only one of Canada's eight largest metropolitan regions which saw a decline in transit ridership between 1996 and 2016.² According to the City of Winnipeg 2021 Annual Citizen Survey, the number of people satisfied with

transit is declining.³ Due to fewer riders during the pandemic, Winnipeg Transit's revenue declined significantly.

The City and the Province need to invest in Winnipeg Transit in order to recover lost ridership due to the pandemic and rapidly expand ridership over the coming years. Proposals for creating an efficient and dependable transit system are present in the Transit Master Plan, but these proposals require funding to be dispersed faster than the current plan. The remainder of this chapter will outline Transit spending to increase ridership, improve working conditions for drivers, increase transit user access, and modernize the system.



A New Funding Model

Winnipeg spends significantly less on transit per capita than other major cities of similar size. In 2015, the City of Winnipeg spent \$205.09 per person on public transit, compared to Ottawa's \$425.69, and Edmonton's \$334.92.⁴ Since 2015 Winnipeg Transit's funding has come under increasing pressure. In 2016, the provincial government canceled the long standing 50/50 transit funding agreement, leaving a growing gap in the City's balance sheet.⁵ Transit was among the services hardest hit by the pandemic, with ridership declining by 70 per cent during the spring of 2020.⁶ Transit ridership has yet to return to pre-pandemic levels, sitting at about 53 per cent in early 2020. This loss of ridership and fare revenue has added significantly to Winnipeg Transit's financial woes.

In order for Winnipeg Transit to recover pre-pandemic ridership and begin moving people out of their cars and onto buses, more operating funding will be needed. This will allow Transit to hire the staff required to increase frequency and bolster service. We call on the City to boost Winnipeg Transit's operating funding by \$25 million. This increase would bring our per capita Transit funding closer to that of other major Canadian cities. At the same time, we call on the Province to restore the 50/50 funding agreement to allow Transit the fiscal security to enter this phase of growth.

New Expenditure:

- Increase Winnipeg Transit operating funding – \$25 million

Increase Ridership

This past summer, Manitoba was engulfed by wildfires and thick smoke, drought destroyed farmers' crops, and successive heat waves broke temperature records. As outlined by the most recent United Nations Intergovernmental Panel on Climate Change report, governments at all levels must act immediately to avoid the worst of the climate crisis. Transit is a great place to start.

Winnipeg has a prevalent "car culture" which is facilitated by Winnipeg's sprawling land use and transit underfunding. Private vehicles account for 81 per cent of total weekday trips in the city, while weekday transit trips represent only seven to eight percent, according to Winnipeg's 2011 Community Greenhouse Gas Inventory and Forecast.⁷ Cold winters make waiting in bus shelters unappealing. Urban sprawl and inefficient routes create time-consuming rides that can be shortened by using a personal vehicle. New housing developments are often built on the City edges with plans to extend routes into the neighbourhood developed long after the fact and at relatively high cost to the network. Residents of these neighbourhoods may not have any bus routes around their home, making personal vehicles their only option.

Emissions from road vehicles increased by 72 per cent between 1994 and 2011, while the population only increased by 8 per cent.

According to the 2011 GHG Inventory and Forecast, emissions from road vehicles increased by 72 per cent between 1994 and 2011, while the population only increased by 8 per cent.⁸ As Winnipeg's metro population grows toward 1 million, the City will have to figure out how to move people around while cutting carbon emissions.

It is difficult to convince people to switch over to transit if their trip takes significantly longer on the bus or if buses are infrequent or unreliable. This is particularly true during winter months. Getting people out of cars and onto buses requires an efficient, dependable, and comfortable system. Research from the Canadian Urban Transit Association finds that increasing service in more densely populated corridors has led to increased ridership in Canadian cities.⁹

In order to increase ridership we call on the City to expedite its development of the Primary Transit Network outlined in the Transit Master Plan.¹⁰ Developing the Primary Transit Network would create a system of direct routes running at 15 minute intervals or faster seven days per week, significantly increasing frequency and reliability. This policy targets resources towards in demand routes, decreasing bus congestion. Increased staffing for the

Primary Transit Network would be provided by the \$25 million increase to the operating budget outlined above.

New Expenditure:

- Primary Transit Network Infrastructure - \$20.40 million (full breakdown of capital funding below)

Safety

Driver safety has been a central issue for the transit drivers union in recent years. The tragic killing of Transit driver Irvine Jubal Fraser in 2017 still looms large in the minds of many drivers. Through 2021, a number of Transit drivers suffered violent assaults while on the job, including passengers grabbing the wheel of the bus.¹¹ Covid-19 has added to the safety concerns of drivers, who must work in enclosed spaces.

We call on the City to spend \$18 million on health and safety measures to improve the working conditions of drivers. This includes funding to adequate PPE, air filtration on buses, electrostatic and UV light sanitizing sprays, and driver shield extensions. These investments will go a long way to improve the working conditions of drivers while improving Covid sanitary measures for riders. In addition, we call on the City to replace outdated bus radios, which provide a lifeline to drivers. Bus radio upgrades align with investments outlined in the Transit Master Plan.

New Expenditure:

- Driver safety measures (PPE, bus air filtration, bus sanitization improvements, driver shield extensions) – \$18 million
- Replace Bus radio and Intelligent Transportation System – \$17.28 million

Accessibility

One of the major upgrades to accessibility identified in the Transit Master Plan is the upgrading of devices to secure mobility aids, such as wheelchairs, on existing Transit buses. Despite the importance of this upgrade for improving safety on Transit buses, the mobility securement device retrofit is not scheduled to be funded until the 2024–25 budget. We recommend the City move this funding up to the 2022 budget to ensure safety of riders using mobility devices.

Alongside improving the physical accessibility of Transit, work needs to be done to ensure those living on low-incomes are able to afford to ride the bus. In 2020, the City of Winnipeg was successful in introducing the WINNpass program, a subsidized monthly bus pass for individuals living on low-incomes. Currently, the WINNpass offers eligible individuals a 30 per cent discount on a monthly transit pass.

A review of the WINNpass released in October 2021 revealed that uptake of the program was much lower than originally forecast.¹² This was in large part due to the pandemic, however many people indicated that the cost of the WINNpass was still prohibitively high. At \$106 for a monthly bus pass, a 30 per cent discount is not sufficient for individuals or families on very low incomes. We recommend the City increase the WINNpass discount to 80 per cent, bringing the cost of a monthly bus pass to \$21.20 per month.

New Expenditure:

- Mobility Securement Retrofits – \$13.75 million
- Increase WINNpass subsidy to 80 per cent off monthly transit pass – \$4.24 million
- On-request expansion north-west Winnipeg – \$0.774 million

Modernizing the System

In order to improve service, increase ridership, and reduce emissions throughout the Transit system, upgrades to the system need to be made. Improvements to the North End Garage and replacement of heavy equipment are desperately needed to allow for expansion and smooth functioning of the system.

The construction of a downtown rapid transit corridor will significantly reduce travel times across routes by removing one of the largest bottlenecks in the system. Furthermore, budgeting for improvements to stops and bus shelters will improve service, particularly during the cold winter months.

Finally, in order to further reduce emissions from the Transit system, the City should proceed quickly with its investment in a zero-emissions bus fleet. This investment will in turn be an economic development boon for the bus manufacturing industry in Winnipeg.

New Expenditure:

- North End Garage replacement – \$200.07 million
- Rapid Transit Downtown Corridor preliminary design – \$7 million
- Heavy equipment replacement – \$1.5 million
- Transition half of bus fleet to zero-emissions buses – \$140.20 million
- Stops and Shelter Maintenance – \$0.255 million

Capital Budget

Capital spending makes up the largest part of total Transit investments in this year's AMB. It is our assumption that funding for our capital spending will be shared three ways between Winnipeg, the Province, and the Federal government. Partial funding for this capital spending plan has already been approved by the Federal government through the Investing in Canada's Infrastructure Program (ICIP). The remainder of spending we outline comes from the Transit Master Plan, which is set to be forwarded for ICIP funding. Thus, the spending we outline below encompasses the City of Winnipeg's one third share of this capital spending.

Winnipeg Share Capital Expenditure:

- North End Garage replacement – \$66.02 million
- Rapid Transit Downtown Corridor preliminary design – \$2.31 million
- Heavy equipment replacement – \$.5 million
- Transition half of bus fleet to zero-emissions buses – \$46.73 million
- Mobility Securement Retrofits – \$4.54 million
- Replace Bus radio and Intelligent Transportation System – \$5.70 million
- Primary Transit Network Infrastructure – \$6.73 million

Total capital spending: \$132.53 million

Annual debt payment: \$ 8.61 million (\$132.53 million @ 2.75%/20 years)

Endnotes

- 1** City of Winnipeg. (2019). *Winnipeg's Climate Action Plan Summary* (p. 5).
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- 3** City of Winnipeg. (2021). *CITIZEN PERSPECTIVE: 2021 Citizen Survey* (p.13)
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- 5** Kives, Bartley. (2018, October 3). *Huge majority wants Province to restore Winnipeg Transit funding, poll suggests*. CBC Manitoba.
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- 8** *ibid*
- 9** Canadian Urban Transit Association. (2021). *How to Grow Transit Ridership in Canada*. Issue Paper 49.
- 10** City of Winnipeg. (2021). *Winnipeg Transit Master Plan*. (p.35)
- 11** Amalgamated Transit Union 1505. (2021, March 31). *ATU calls for better shields*.
- 12** Winnipeg Transit. (2021, October). *WINNpass Review – Stakeholder and Customer Engagement Summary*. (pg. 2)

Water

THE AMB ACKNOWLEDGES the past and ongoing harms experienced by Indigenous people to their traditional lands, health, and culture in this region since the onset of colonization. As this is the water chapter of the AMB, it is important to acknowledge that in Winnipeg, we are dependent on drinking water from Shoal Lake, hydroelectric power derived from large dams built on the Churchill River Diversion, Nelson River, Saskatchewan River and Winnipeg River, and the infrastructure built and designed to protect Winnipeg from major flood events (ie. Assiniboine River Diversion at Portage la Prairie, outlets structure at Lake St. Martin). We are deeply sorry for the environmental impacts these projects have caused and continue to cause and the ongoing associated cumulative impacts to Indigenous community economic development and livelihood. The AMB is committed to protecting the health and environment of downstream communities and support infrastructure spending to lessen impacts to water quality on the Red River and Lake Winnipeg.

As a foundational pillar,¹ we call on all governments to commit to reconciliation with Indigenous peoples by:

- Fulfilling the federal government’s stated commitment to advancing government-to-government, nation-to-nation relationships by developing pathways and providing resources for the co-governance of shared waters with Indigenous Nations.



- Recognizing, respecting, and upholding Indigenous inherent, Aboriginal, and treaty water rights and roles.
- Recognizing, respecting, and upholding Indigenous worldviews and knowledge systems related to water, as defined by Indigenous peoples.
- Fulfilling the Truth and Reconciliation Commission Calls to Action, with a particular focus on repudiating concepts used to justify European sovereignty over Indigenous peoples and lands and the laws, policies, and litigation strategies that continue to rely on such concepts (Calls to Action 45-47).
- Fulfilling the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP), with a particular focus on ensuring Indigenous peoples have the right to participate in decision-making in matters which would affect their rights (Article 18) and that Indigenous peoples have granted their free, prior, and informed consent before decisions are made that affect them (Article 19).

Introduction

Winnipeg's water and wastewater utilities provide a vast network of potable water and sewage collection and treatment for all of Winnipeg's businesses and residents with slightly over 214,000 customers. Together, both utilities operate on annual revenues of approximately \$340 million per year (\$205 million from wastewater; \$135 million from water). In the last ten years alone, water rates have increased by 42 per cent while sewer rates increased by 45 per cent. Sewer rates are charged based on how much metered water one uses.

While Winnipeg is fortunate to have built a new state of the art water treatment plant recently, most of Winnipeg's wastewater treatment plant and sewer infrastructure are in dire need of upgrading to meet provincial and federal government pollution control licensing and legislation requirements. It is estimated that \$2.3 billion is required over the next 25 years to decrease the number of combined sewer overflows (CSO) that occur in Winnipeg's rivers, and another \$1.5 billion required to upgrade the North End Wastewater Treatment Plant (NEWPCC). The NEWPCC requires a new Biosolids Facility (\$0.9 billion) and Biological Nutrient Control Plant (\$0.6 billion) as the second and third phases of renewal. It is estimated that a total of \$2.4 billion of capital spending will be required over the next 10 years alone to implement Winnipeg's CSO Master Plan and upgrade the NEWPCC and SEWPCC.²

Currently, the NEWPCC is not in compliance with provincial regulatory licensing requirements and has been granted an extension so that the City can develop a new plan of action and timetable, so as to rapidly accelerate Phase Two and Phase Three renewal efforts to be completed by 2030.³

In order for this to happen, the Manitoba government must drop any further pressure to have the City of Winnipeg enter into private/public partnerships (PPP) that give ownership and control of any component of the infrastructure to a private entity, and both Manitoba and Canada need to provide two-thirds funding of overall costs. Winnipeg needs to also incorporate their intended infrastructure upgrade costs into their 5-year financial capital plan.

It is estimated that a total of \$2.4 billion of capital spending will be required over the next 10 years alone to implement Winnipeg's CSO Master Plan and upgrade the NEWPCC and SEWPCC.

Public Utilities Board / Cost of Service Review and New Growth

With both utilities bringing in more than \$340 million per year as user-fees, the money is allocated a number of different ways, including paying dividends to the general revenue fund.



Specifically the water utility funds, operating and maintenance costs; debt payments on borrowing for the water treatment plant; transfers for ongoing water main renewal programs (ie, water main and water meter renewal reserve funds); cash to capital for planned capital projects funded by retained earnings; and, other transfers to support recreational water use.

Approximately \$15 million per year from the water utility is transferred as a dividend to the City of Winnipeg's General Revenue Fund.⁴

The sewer utility also funds operating and maintenance costs; debt payments on new borrowing for provincially mandated capital projects; transfers for ongoing sewer main renewal programs (sewer rehab reserve fund); environmental projects reserve contributions (environmental projects reserve fund); cash to capital for planned capital projects funded by retained earnings; and, transfer to support land drainage and flood control (land drainage reserve fund).

Approximately \$20 to \$25 million per year from the sewer utility is transferred as a dividend to the City of Winnipeg General Revenue Fund.⁵ The amounts transferred from the sewer utility to the reserve funds vary greatly from year to year, with the Environmental Projects Reserve Fund showing the greatest variability over the last five years with a high \$93 million to a low of \$16 million. As of December 31, 2020, the Environmental Projects Reserve Fund had a balance of \$166 million.

Unlike other municipalities in Manitoba, water and sewer rates are not subject to public review through the Public Utilities Board (PUB) of Manitoba. The PUB is an independent, quasi-judicial administrative tribunal that considers both impacts to customers and financial requirements of the utility in setting rates. Rates in Winnipeg are set by Council based on a cost-of-service review periodically conducted internally by administration. The last time that the City of Winnipeg conducted an external review of their rates, which involved the public in a meaningful way, was in the 1990s.⁶⁷ The most recent internal cost-of-service evaluation was in 2015, which formulated the City's current ten-year financial plan for water and sewer services.⁸ Council reviews

rates every three to four years. The next review and setting of Winnipeg's rates is expected to occur in late 2023.

Recommendations:

1. The City of Winnipeg ask the PUB to conduct a formal public hearing, with intervenor funding, to develop their next ten-year financial management plan for water and sewer services including a cost-of-service analysis.
2. As part of the scope of the PUB hearing, investigate the applicability of new growth charges on the water and sewer utility that account for population growth and new greenfield development.
3. As part of the scope of the PUB hearing, investigate and design rate structures and/or financial support systems that support low income residents challenged by high utility rates.

Retrofits and Water Efficiency and Use

As a success story, Winnipeg's billed use of water has decreased by almost 45 per cent since the early 1990's. This is partly due to increased water rates, fixing leaking pipes, loss of heavy wet industries, a predominant wet cycle in the last few decades and an aggressive water conservation strategy. Residential, commercial and industrial water use has dropped from about 400 litres per person per day in 1990 to 225 litres per person per day.⁹ However, more can be done considering city population growth may be limited by the capacity of the 150 km aqueduct. Water conservation will also become more important if this region experiences more extreme drought events, caused by global warming, as witnessed in the summer 2021.

The City of Winnipeg is also aggressively renewing its water mains and intends to invest \$150 million over the next few years to replace 65 per cent of the existing 214,000 water meters. However, there are other upgrades that need to be invested in, for example, it is estimated that 1 in 7 homes in Winnipeg, have lead in their drinking water (due to lead pipes or lead solder connections).¹⁰ Almost all of these homes are built before the mid-1950s and predominantly located in the inner city and older Winnipeg neighborhoods. The current City program replaces lead piping on the City's side of the property line

It is estimated that 1 in 7 homes in Winnipeg, have lead in their drinking water due to lead pipes or lead solder connections.

and notice is only given to property owners giving them opportunity to replace their pipes at their cost.¹¹

Recommendations:

4. The City of Winnipeg to expand their targeted free water quality testing program for lead and create an income tested grant program for property owners to help pay for replacing lead pipes on their part of the property line.
5. The grant program will offer residents and small businesses access to small grants that improve water efficiency, water conservation and promote xeriscaping.
6. Incorporate smart water meters to help improve accuracy of water rates billing, increase participation in water saving practices and provide real time data.

Riparian / Riverbank Protection and Public Ownership

Riparian area setbacks left in a natural state and undisturbed can provide a host of benefits such as water filtration, slowed water runoff, enhanced biodiversity, preservation of natural vegetation, habitat and food for multiple species, shoreline stability/erosion control and climate control.¹²¹³

Unfortunately, since settlement, Winnipeg has developed in a way whereby almost all of our wetlands and many of our smaller streams have been drained and paved over through time. It is also estimated that less than 50 per cent of Winnipeg's riverbank property is publicly owned and this figure is getting smaller and smaller.¹⁴

Recommendations:

7. The City of Winnipeg Waterways By-Law be amended and that a Riverbank Riparian Levy be placed on all private land that abuts Winnipeg's primary rivers (Red, Assiniboine, Lasalle, and Seine). Levied at \$35 per metre, approximately \$6.79 million can be generated per year. (Further assumption: that 50 per cent of riverbank property is privately owned and there are 194 km of primary river bank under private ownership.)

8. Place a moratorium on any new development on riverbanks and riparian zones

The money generated from this levy will go towards:

- Riverbank stabilization and erosion control: \$10 million per year
- Creation of a Riverbank Acquisition Fund to buy-back and/or expropriate riverbank property when the opportunity exists, in order to increase public riparian zone space: \$5 million per year

Natural/Green Infrastructure / Combined Sewer Overflow (CSO) Master Plan

Green infrastructure includes the natural vegetation, soils, water and bioengineered solutions that collectively provide society with a broad array of products and services for healthy living. Green infrastructure is most often employed in urban areas to manage stormwater events, but can also provide a host of social, environmental, and economic co-benefits which improve urban life.¹⁵

The \$2.3 billion, 27 year Combined Sewer Overflow Master Plan approved by the Province of Manitoba in 2019 focuses on grey infrastructure but also includes provisions for green infrastructure, such as rain gardens, bioswales, green roofs, permeable paving and green streets. Approximately 10 per cent of the CSO Master Plan budget is to be allotted for green infrastructure projects, totalling \$104.6 million over the 27 year life of the Plan.¹⁶

Recommendation:

9. The City immediately embark on developing CSO green infrastructure strategies and technologies and incorporate these strategies and technologies when developing its Master Greenspace Plan, Nature Corridor Plan and Biodiversity Policy.

Reconciliation

Winnipeg extracts drinking water from Shoal Lake which is part of Lake of the Woods, an international boundary water regulated under the Boundary Waters Treaty. Permission to divert Shoal Lake water was given approval by the International Joint Commission in 1914.¹⁷

The City cannot sell water to customers beyond its municipal limits¹⁸ and it is questionable whether the City should be transferring dividends (\$35 to 40 million annually) from the utilities to the general revenue fund.¹⁹

A Memorandum of Agreement (Tripartite Agreement) exists between Shoal Lake First Nation 40, Manitoba and Winnipeg. The agreement bans certain types of commercial and industrial development in the Shoal Lake watershed and allows the creation and implementation of an Environmental Management Plan. Winnipeg and Manitoba are obliged to provide alternative economic opportunities to Shoal Lake First Nation 40 for the protection of Winnipeg's drinking water source.²⁰

Since the signing of the agreement, a small Trust Fund of \$6 million was established and to improve economic development opportunities, Freedom Road was finally constructed in 2018. As of September 2021, a new water treatment facility was also built for Shoal Lake First Nation 40, who had been under a boil water advisory since 1997.

Iskatewizaagegan First Nation (Shoal Lake Band No 39) situated further east of Shoal Lake First Nation 40, has also been economically impacted by Winnipeg's water takings. Unfortunately, the City of Winnipeg has not recognized those impacts, nor has the Province of Ontario affirmed Iskatewizaagegan's their right to consultation and compensation.²¹ In an effort to seek justice, Iskatewizaagegan First Nation in 2019 has initiated legal proceedings.

What is evident is that there is a need to drastically improve economic opportunities for both Indigenous First Nations located on Shoal Lake.

Recommendations:

10. The City of Winnipeg needs to acknowledge the harm brought to Iskatewizaagegan First Nation in its water taking and advance dialogue with the goal of establishing alternative economic opportunities through a formal agreement.
11. As part of the scope of the PUB hearing on Winnipeg's cost-of-service, rate review and financial management plan, identify and include compensation and reconciliation factors.

New Revenue Generation:

- Riverbank Riparian Levy: \$6.79 million per year

New Spending:

- Riparian riverbank stabilization and erosion prevention: \$ 15 million
- Lead pipe rehabilitation program and water conservation and efficiency: \$ 5 million
- Riverbank Acquisition Fund: \$ 5 million
- Green infrastructure for stormwater management: \$ 4 million
- Public review for cost of service study, including review of utility rates: \$ 2 million

Endnotes

- 1** Call to Action, Five Foundational Pillars for the Canada Water Agency, sign on letter to Minister of Environment, Climate Change Canada https://mbeconetwork.org/wp-content/uploads/2021/03/Collective-Submission_Five-Foundational-Pillars-for-a-Canada-Water-Agency.pdf
- 2** City of Winnipeg 2020 Infrastructure Plan, December 2019
- 3** Manitoba Conservation and Climate, Environmental Approvals Branch letter to CAO City of Winnipeg, December 23, 2021. Manitoba Public Registry File No. 1071.10 https://www.gov.mb.ca/sd/eal/registries/1071.1/20211223_letter.pdf
- 4** City of Winnipeg Detailed Financial Statements 2020
- 5** Ibid.
- 6** Cost-of-Service Water Rate Study, prepared for the City of Winnipeg, prepared by CHM2 Hill, April 1994.
- 7** Wastewater Rate Study Report, for the City of Winnipeg, CG&S, September 1997.
- 8** Item No. 1 Report to Standing Policy Committee on Water and Waste, Riverbank Management and the Environment – *March 4, 2016 – 2016 to 2018 Water and Sewer Rates*
- 9** City of Winnipeg, Billed Water Consumption Report, <https://winnipeg.ca/waterandwaste/water/conservation/consumptionReport.stm>
- 10** City of Winnipeg’s lead control programs, <https://winnipeg.ca/waterandwaste/water/leadControlPrograms.stm>
- 11** Ibid.
- 12** Planning Resource Guide – Planning for the Protection of Riparian Areas. Manitoba Government, undated https://www.gov.mb.ca/mr/land_use_dev/pubs/riparian_area_guide.pdf
- 13** City of Winnipeg, Best Management Practices Handbook for Activities In and Around the City’s Waterways and Watercourses. November 2005
- 14** Kives, Bartley. Eroding Winnipeg Riverbanks needs federal help, Coun. Brian Mayes says. CBC News. May 30, 2016
- 15** Green Infrastructure for Food Production, Winnipeg Food Council. October 2020

- 16** City of Winnipeg CSO Master Plan, <https://winnipeg.ca/waterandwaste/sewage/csoMasterPlan.stm#tab-funding> (downloaded Feb 7 2022)
- 17** International Joint Commission, Order of Approval to Greater Winnipeg Water District, 1914 <https://legacyfiles.ijc.org/dockets/Docket%207/Docket%207%20Order%20of%20Approval%201914-01-14.pdf>
- 18** International Joint Commission, Correspondence to City of Winnipeg, re: proposed water service sharing agreements. April 18, 2013 <https://legacyfiles.ijc.org/dockets/Docket%207/Docket%207%20Letter%20to%20the%20City%20of%20Winnipeg%202013%2004%2018.pdf>
- 19** Manitoba Public Utilities Board Order No. 56/12 May 3 2012.
- 20** Memorandum of Agreement between Shoal Lake Band No. 40, Province of Manitoba, City of Winnipeg, June 30 1989. https://www.winnipeg.ca/waterandwaste/pdfs/water/Shoal_Lake_Memorandum_of_Agreement.pdf
- 21** Iskatewizaagegan No 39 Independent First Nation v Winnipeg (City), 2021 ONSC 1209, <https://words.usask.ca/nativelaw/2021/04/05/iskatewizaagegan-no-39-independent-first-nation-v-winnipeg-city-2021-onsc-1209/>



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