



BUILDING A STRONGER WINNIPEG



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Summary: Building a Stronger Winnipeg

Scott Gillingham is the second-term City Councillor for St. James and a former pastor. As Council's Finance Chair, he helped Winnipeg weather \$200m+ in damage to City budgets from the pandemic. Winnipeg was one of only two major Canadian cities to give lockdown grants to help small businesses struggling during the pandemic. Our city taxes per-household are still well below most peer cities. S&P even raised Winnipeg's credit rating earlier this year. But tough choices are still ahead.

That's why Scott is running for mayor: to build a stronger Winnipeg, with realistic investments – and responsible re-investments – in key services, paid for with real savings, reasonable tax measures and capital financing that is within our means.

Scott's ["Big Move" transportation plan](#) means more road repair, more buses on our busiest routes, stronger trade routes (widening Kenaston, and extending the Chief Peguis Trail) and more bike paths and pedestrian safety features.

["Safer Streets for All"](#) means Scott will deliver more supportive housing and shelter options for the homeless - fast. As Mayor, Scott will sit on the Police Board to make crime prevention a priority and restore cancelled police task forces targeting criminal gangs and habitual offenders.

Scott will level the regulatory playing field for local businesses and promote our strongest industries [to help build a higher-wage, HQ-friendly economy](#), and launch ["Patio City"](#) to slash restaurant red tape. Underused commercial areas will be rezoned to allow for more multi-family housing near transit and services.

Scott will reinvest to fix 311 service, [deploy Neighborhood Action Teams](#) and reorganize City Hall to put customer service first. Scott signed the Trees Please Pledge, he has proposed a new city agency that will retrofit buildings and generate green power, and he'll dedicate tax revenue to community recreation projects.

Scott will [engage the province with a win-win strategy](#) to collaborate on tax reform and economic growth. As Mayor, he'll reform City Hall to make it more transparent and foster Council cooperation. And he won't stop in the effort to seek answers - and justice - on the Police HQ scandal that predated his time on City Council.

Scott Gillingham isn't running for mayor as a stepping-stone to another job. As Mayor, he will face our challenges head-on, and see them through.

The Big Move: Investing in Transportation and Our Economy

Roads move Winnipeg's economy. As Mayor, Scott will make major investments to repair more roads, build out more trade routes, add more buses and build more bike lanes and pedestrian safety features. The "Big Move" will be funded responsibly through transparent dedicated taxes, and capital debt that is fully within Winnipeg's means. Infrastructure spending and tendering practices will be improved with the advice of a new Chief Construction Officer, reporting directly to City Council.

"Sometimes, you have to make an investment to get the return on that investment."
Scott Gillingham, September 12

CHALLENGES TO FACE

- We are just catching up to decades of neglect. We're still fixing roads that were neglected when Glen Murray broke his promise to be "the Mayor who will fix the roads" twenty years ago. We need to keep investing in the repair, renewal and resilience of our roads, transit networks and bike lanes.
- Transit and active transportation are important tools to fight climate change and give people transportation choices – and we need to be ready for the shift to electric vehicles. But even if we doubled greener commuting trips, cars and trucks will still be dominant commuting option for most Winnipeggers.
- We need to integrate the new Naawi-Oodena development – with thousands of new homes and jobs, west of Route 90 - into Winnipeg's transportation grid. We also need to connect new CentrePort industrial sites to major trade routes.
- We need to modernize construction practices at City Hall when it comes to tendering roads and other public works projects.
- We need more bike paths – and we need to make sure they happen as planned.
- We need to do more to help Winnipeggers with mobility challenges.

Scott Gillingham's Solutions

MORE ROAD REPAIR

- ✓ City road renewal budgets are already at record levels thanks to Scott's leadership. Scott's Big Move plan will add \$50m (total) in cash to fund additional road repair between now and 2026. We'll patch potholes faster with support from Scott's Neighborhood Action Teams (see below). Scott will directly lobby the province to require utilities to better coordinate road work with City Hall.

PROCEED TO UPGRADE TWO NEW TRADE ROUTES

- ✓ As Mayor, Scott will lead City Hall to proceed with delivery of the Route 90 Kenaston widening (between Ness and Taylor), and the Chief Peguis Trail Extension from Main Street to Route 90. Both projects are critical to goods and freight movement from key Winnipeg industrial parcels, and the Route 90 widening is needed to integrate new developments expected at the old Kapyong Barracks site into the City's road grid.
- ✓ Delivery will proceed in four steps: updating designs and cost estimates, completing a business case study to confirm a return on investment for the City's economy, confirming joint federal and provincial financing, and completing and executing bids for each project. As Mayor, Scott will lead City Council through those steps between 2023-2026 with the goal of having tenders done and shovels in the ground in 2026.

MORE FREQUENT BUSES AND BETTER TRANSIT SERVICE

- ✓ Frequency is the heart of a successful bus system. As Mayor, Scott will restore Transit to 100% of pre-pandemic service levels in 2023 (~50 buses). He will add 11 net new buses annually to our busiest bus routes from 2024-2026 (+33 buses). Added capacity will help Winnipeg Transit accelerate route changes in the Transit Master Plan.
- ✓ Scott will launch new on-demand suburban services in the Transit Master Plan –helping to take pressure off of the Transit Plus system for people with mobility challenges – starting with Castlebury Meadows-Waterford Green routes in late 2023.

MORE ACTIVE TRANSPORTATION UPGRADES - GUARANTEED

- ✓ As Mayor, Scott will prioritize elimination of gaps in sidewalk and cycling networks on collector and arterial streets. He will use frontage levy revenues to fund \$13 million more (total) in active transportation projects over existing budgets in 2023-2026. (Existing active transportation budgets include \$11.9 million over that period).
- ✓ Scott will also update the City's roadwork priority formula to consider safety and equity for people of all ages, not just road deterioration, when prioritizing roads for repairs. He'll create a Road Safety and Active Transportation Branch in Public Works (starting at 2 FTEs in 2023- 2024) to add Active Transportation planning and design capacity. And he will ask Council to award co-signing authority over roadwork contracts and cheques to the Road Safety & Active Transportation Branch for any road project with a pedestrian or bike lane feature - so these features get built as planned.

BETTER, SMARTER CONSTRUCTION POLICIES

- ✓ Too often, City Council has been caught by surprise or kept in the dark on construction industry best practices; at least some of the Police HQ scandal can be blamed on City Council not having or seeking advice on construction policy that was independent of the senior public service. Scott will ask Council to hire an expert Chief Construction Officer to advise the Mayor and Council directly and publicly on infrastructure policy and construction sector issues.
- ✓ Scott will work with other governments, agencies, colleges and universities to grow Manitoba's construction labour pool, with tools like early-career job guarantees for students to help recruit more young people and skilled immigrants to the sector.

- ✓ Scott supports the expanded use of recycled materials, in line with industry and environmental practices in other cities, reducing pressure on our supply chain. He will modernize construction bids and contracts to match standards in the rest of Canada and help to lock-in construction labour by pre-tendering road work up to three years in advance. Sector-wide inflation adjustments will be negotiated on advance bids each year to reduce the financial risk of bidding ahead. Finally, he'll convene a "Ten-Day Task Force" to work with industry on strategies to increase road repair speed and productivity.

HELP FOR WINNIPEGGERS WITH PHYSICAL CHALLENGES

- ✓ Transit Plus is a city service that provides door-to-door transportation for people who are unable to regularly use the fixed route transit system because of a physical disability. Scott will activate an online booking system for Transit Plus, ideally through a partnership with an existing vendor of booking software to get online capacity up and running as quickly as possible.
- ✓ To incentivize more access improvements to buildings, Scott will ask Council to waive permit fees for these improvements. Scott will also ask City staff to develop a plan for installation of hearing loops technology in key city buildings to improve access for those with hearing challenges. Neighborhood Action Teams (see below) will also have a mandate to identify mobility issues during their sweeps of our neighbourhoods, and to clear snow from unsafe transit stops and key sidewalks during major storms.

FEDERAL RAIL RELOCATION STUDY FUNDING

- ✓ Federal funding is available to study the possibility of incremental rail relocation improvements from the standpoint of community and rail safety. These incremental relocation studies could lead to larger redevelopment initiatives over time. As Mayor, Scott will support incremental rail relocation opportunities and will seek to access Winnipeg's share of this funding. Priorities for study areas will be set in consultation with Council and the public.

Safer Streets for All: Focusing on Crime Prevention

“A large amount of crime in cities like ours is committed by a relatively small number of repeat and habitual offenders. If more of these offenders were in jail, in remand, in some form of monitored rehabilitation or had their criminal activities disrupted by police operations, they wouldn’t be free to commit crimes and victimize people in our city.” -- Scott Gillingham

CHALLENGES TO FACE

- Crime – especially violent crime – is too high in Winnipeg.
- Repeat and habitual offenders are driving our crime rates higher, while some effective police programs designed to track crime patterns, prevent crime “upstream” and target repeat offenders were disbanded in recent years.
- Under provincial law, Winnipeg’s Police Service is governed by an appointed Board. Policing is no longer under the direct control of the Mayor or City Council, so promises that direct police operations are difficult for a mayor to deliver. If mayoral candidates want to influence policing outcomes, they need to explain how they will work within that process.
- Policing is the biggest operating budget line by far for City taxpayers. As City Council’s Finance Chair, Scott’s budgets held police budgets close to inflation over 2016-2022. Simply throwing more officers or more dollars at the Police Service is unsustainable; we need smart policing strategies to be effective.
- The recent Winnipeg Harvard-Bloomberg Institute study confirmed over half of Winnipeg 911 calls for police service were not for criminal emergencies. We must accelerate ongoing initiatives to re-task police for general patrol and crime prevention, while health professionals deliver more wellness checks.

Scott Gillingham’s Solutions

AS MAYOR, SCOTT WILL SIT ON THE POLICE BOARD

- ✓ Through the Council appointment process, Scott will sit on the Police Board. Other mayors around the country regularly sit on city police boards, either because they are required to by law (Vancouver) or as a matter of political priority (Toronto, Hamilton, Brandon). This will provide a legal and appropriate path to help hold the Police Service accountable for crime prevention strategies and allow the Mayor’s Office to offer research and intergovernmental support to the Chair and Board members.

SHIFT POLICE FOCUS BACK TO CRIME PREVENTION

- ✓ The Winnipeg Police Service has taken at least four organizational steps that shifted the policing to a more reactive model, and away from the kind of proactive, “upstream” policing that has been effective in preventing crime previously in Winnipeg and in other cities. As Mayor, through the Police Board, Scott would push to reverse these changes, especially when it comes to reactivating joint task forces with the RCMP to target organized crime and pursue habitual criminals with outstanding warrants.

EXPERT ADVICE & MORE BOARD SKILLS TO SET BETTER POLICY

- ✓ The Winnipeg Police Service previously experimented with a Criminologist- in-Residence program, funded through ‘Proceeds of Crime.’ Scott will reinstate this program, but funded through the City budget, and reporting to the Police Board and City Council rather than the Police Chief alone. Scott will also ask the Governance Committee of Council to develop a skills plan for the Board in consultation with the Board chair, provincial officials, experts and the community, and to develop a revised search and appointment process to match it for Council approval by May 1, 2023.

UNITE CRIME PREVENTION EFFORTS INTO A SINGLE PLAN

- ✓ We must empower community organizations to be a part of our larger, coordinated crime prevention strategy, rather than treating their efforts as distinct and separate. As Mayor, Scott will work with city leaders at all levels to develop our first Winnipeg-wide Community Safety and Crime Prevention Plan.
- ✓ The Plan will bring together first responders, government and social agency programs, homelessness advocates, anti-addiction leaders, anti-violence and gang intervention leaders, community safety patrols, Fire-Paramedic Service officers, youth employment initiatives and other governments to collaborate on crime prevention. Once the coordinated plan is complete, Police Service funding will be linked to performance-based delivery of Police objectives within that plan. (Scott’s original crime plan announcement included extensive details on performance metrics).

SHIFT NON-CRIMINAL CALLS AWAY FROM POLICE RESPONSES

- ✓ Programs like Winnipeg’s ongoing “Alternative Response to Citizens in Crisis” pilot and Next Generation 911 reforms are critical first steps to help triage low-risk wellness calls away from a police response to other professionals. As Mayor, Scott will prioritize intergovernmental/inter-agency initiatives that accelerate these approaches so frontline police can focus more on crime prevention and criminal investigations and help people facing a health crisis will get appropriate assistance safely.

SAFETY AND SECURITY IN CRITICAL SITES AND AREAS

- ✓ Scott will bring permanent funding for the Downtown Community Safety Partnership into the four-year budget plan.
- ✓ As Mayor, Scott will actively support Provincial Government implementation of Recommendations 28 through 35 of the Police Services Act Review to adapt and import Alberta’s Peace Officer program, allowing for the training of specialized Peace Officers, First Nations Safety Officers and Community Safety Officers.

- ✓ Under the model, the City of Winnipeg would hire, recruit and train Crime Prevention Officers to aid in securing specific sites and systems. Scott believes a Peace Officer program would be the best approach to provide trained security for the transit system, at buses and busy transit stops. If the Manitoba government approves this model, City Council and the Police Board will need to properly align Cadet Service, Police Service and Peace Officer responsibilities to avoid waste or duplication.
- ✓ Scott will also ask transit and public safety officials to test options to increase security at major transit stops, and/or transit stops and pedestrian routes in high crime areas, including use of enhanced lighting, emergency call buttons/boxes and other fixed security features.

ENSURE POLICE DATA & SPENDING IS ACCOUNTABLE

- ✓ Scott will support proposals to enhance fiscal oversight and transparency of the Police Service budget, including moving a proposal at the Police Board to require Board approval for any Police Service applications to the Proceeds of Crime Fund. He will also ask the Police Board to establish clearer policies related to ownership, custody of and accountability for crime statistics data generated by the Police Service.

Scott does not support “defunding the police,” but he does believe rigorous oversight of police spending is critical to maintain an effective balance of city services. Scott also supports retention of the Winnipeg Police Service’s helicopter service. Helicopter patrols speed up response times, freeing up officers for general patrols.

Safer Streets for All: Housing and Shelter for the Homeless

"Homelessness and crime aren't the same thing, but in Winnipeg, right now, they're feeding on one another... We need the strength of compassion to face stubborn problems like homelessness head on, even if it isn't officially in the City's jurisdiction." -- Scott Gillingham

CHALLENGES TO FACE

- Homeless counts regularly confirm that at least 1,500 homeless people live on the streets of Winnipeg – and most experts believe that many hundreds more do not show up on those counts or live marginally on the very edge of homelessness. Homeless people are less likely to rely on conventional shelters in the 2020s than in the past, owing to fears related to COVID, fear of crime and anti-addiction policies in some shelters
- Scott believes the City must enforce the law; transit shelters are meant to shelter transit riders, not to serve as on-street homes. Emergency circumstances may force the City to clear a park, river or transit encampment. However, in Winnipeg as in other cities, a long-term approach that houses the homeless is compassionate but also sensible policy. Moving homeless people out of one transit shelter or park space to another won't solve the problem; it will only move it to the next neighbourhood.
- Federal rapid housing funds are expected to flow through to 2026 – however, Winnipeg needs to select partners and sites quickly to access these funds.

Scott Gillingham's Solutions

QUALIFIED ADVICE ON HOMELESS & STREET SAFETY POLICIES.

- ✓ As Mayor, Scott Gillingham will appoint a Senior Advisor on Homelessness and Street Safety within the Mayor's Office from existing budgets to help the Mayor and Council take action on homelessness, street safety, mental health and addictions policy issues. The Advisor will be available to help community organizations and agencies secure federal, provincial or third-party funding where appropriate.

MORE SAFE SHELTER OPTIONS FOR THE HOMELESS

- ✓ Scott will support more alternative shelter options for homeless and at-risk people by extend the City's 24/7 Safe Space Grant, created with Scott's support in 2020 on the recommendation of the 2019 Illicit Drug Task Force. The program already funds Ka Ni Kanichihk's 'Velma's House' facility for at-risk Indigenous women, and the WE 24/7 drop-in site for homeless people in the West End. Additional funding will add more service capacity at existing sites, and support a completely new 24/7 site to help homeless people in the North End. Staff at all these sites help people at-risk to transition to permanent help or shelter wherever possible.

MORE SUPPORTIVE HOUSING FOR THE HOMELESS

- ✓ Other Canadian cities are fighting homelessness by building modular homes (approx. 300 square feet) for homeless and at-risk people. The faster homeless people get into longer-term housing of any kind, the faster they can connect regularly with provincial and non-profit services to help them transition out of addiction or other challenges.
- ✓ To build on the progress of programs in other cities, Scott will copy modular 'rapid housing' programs in Toronto, Vancouver and Surrey. Scott would secure Council pre-approval for six modular housing sites on city-owned or purchased land, sufficient to provide 270 units of safe housing. Through his and other councillors' work on the 2022 budget, the City already engaged temporary staff to help non-profits and indigenous groups access federal funds and build 136 units on a similar model.
- ✓ Under Scott's proposed copy of Toronto's approach, Winnipeg would waive permit costs, property tax and land costs while pre-approving zoning for modular construction on all six designated city-owned or acquired sites. Provincial programs would then be engaged for "wrap-around" social services to each site, while ownership and operation of each completed site would be transferred to non-profits and indigenous housing organizations through an RFP process.
- ✓ In other cities, this approach typically means completion of new supportive housing for the homeless within 8-12 months of site approval. Proposed sites will be selected for minimal conflicts to outflank potential legal delays, and Council will conduct the selection in committee-of-the-whole to maximize transparency. 270 new units represents a realistic construction pipeline if federal funding continues at current levels to 2026, and it is a larger per-capita than Toronto's current program goal.

EXTREME WEATHER & EMERGENCY SHELTER POLICIES

Winnipeg works with the End Homelessness Coalition to provide emergency shelter in public buildings during extreme weather periods. However, Winnipeg is one of the only major cities in Canada without a clear, public and predictable emergency public buildings shelter policy to save lives of homeless people - and other people at-risk - in extreme weather periods. As Mayor, Scott will ask the Standing Policy Committee on Protection, Community Services and Parks to:

- ✓ Review other city policies in Canada and recommend an interim extreme weather shelter policy for Winnipeg's public buildings before December 1st, 2022, and a permanent policy before May 1, 2023; and
- ✓ Review existing City of Winnipeg department protocols for emergency removal of any homeless encampment alongside recent City of Toronto Ombudsman recommendations on this issue and recommend updates to Winnipeg's protocols where appropriate.

A City Hall Built for Better Customer Service

City staff work for everyone, and they can't pick and choose their customers. City staff often find themselves facing conflicting directions from multiple sources of leadership – junior managers, the CAO, City Council – and departmental silos don't reward flexibility, initiative, or candor when it comes to solving problems. We need a system-wide cultural change to deliver better value and service to Winnipeg residents.

Fact: More than 80% of resident contacts with City Hall are through the phone

CHALLENGES TO FACE

- Based on the City of Winnipeg's own surveys, a declining number of residents believe they are receiving value for money from city services. This trend began shortly before the pandemic and accelerated during the pandemic.
- Significant service cuts were made during the pandemic to compensate for economic and fiscal disruption from lost transit revenue, higher paramedic costs and other challenges. Since the province did not match all available federal funds, Winnipeg has not received as much federal or provincial pandemic relief to compensate, leaving some gaps in service delivery.
- As in dozens of other cities in North America, the 311 system in Winnipeg is critical to how City Hall is supposed to manage service. Data from resident calls and complaints is meant to be used by Council and management to drive service changes. If people don't connect with 311, City Hall won't get a realistic picture of what needs fixing, and people who need service won't be getting it.
- Morale at 311 is low as poor pay, high turnover and other challenges came to the fore during the pandemic. In 2019, average call response times were less than three minutes. Now, average connections take far longer.
- City Hall isn't organized around service to residents, taxpayers, or customers. It's organized in silos. Too often, a nearby problem is "someone else's job."
- Managers are tasked with too many competing missions at once. For example, the Property Planning and Development department must be a regulator, an enforcer, a policy shop and a customer service unit all at the same time, creating conflicts in approvals priorities and service delivery.

Scott Gillingham's Solutions

NEIGHBORHOOD ACTION TEAMS FOR BETTER STREET SERVICE

- ✓ City services need to be more flexible on the ground. Scott believes we need more on-street maintenance staff – but that they must be cross-trained teams available to fix problems the way residents see those problems: "from the street up, not from the departmental silo down."
- ✓ As Mayor, Scott will introduce three "Neighborhood Action Teams" (total 30 workers) in 2023-24, with room to expand if the concept is successful. Teams will be dispatched from neighborhood to

neighborhood to plow, plant, patch, repair, replace, rehab, move, mend or mow whatever is necessary. They will work directly with existing community groups to address priority problems, and flag backlogged and unresolved issues for follow-up by specialists in other departments.

- ✓ Teams would report to the CAO, but coordinate with area councillors, MLAs and MPs, and consult with local businesses and community groups to identify backlogged issues. Each team would file public reports using 311-compatible data and other metrics to assess value for money. Team staff would also support city-wide efforts during major weather events. The CAO will have discretion to redeploy each team for city-wide work (for example, to help snow crews during a major snowstorm) whenever appropriate.

INVEST 25% MORE PER YEAR IN 311 UNTIL IT'S FIXED

- ✓ As Mayor, Scott will increase the 311 unit's budget by at least 25% of its current budget annually (+\$1.1m in 2023) until quarterly call connection averages drop below three minutes. Funds can be used for hiring, pay, retention pay or training as needed. To reduce pressure on the call centre, Scott's plan will also deliver a 311 chatbot with live and scripted contacts to handle basic fact inquiries. New policies will ensure 311 staff have clear permission to terminate abusive calls, and language diversity will be a priority for 311 hiring to improve responses for New Canadians. 311 service must improve to ensure all 311 contacts are updated on the status of their request.
- ✓ Scott will also ask the Standing Policy Committee on Protection, Community Services and Parks to review 311 to determine if it is appropriate for selected city offices to receive direct calls as a temporary measure until 311 call outcomes improve

REORGANIZE CITY HALL FOR BETTER CUSTOMER SERVICE

- ✓ Scott will lead a reorganization of City Hall over the next four years to unite customer-facing services like 311 and permits into a single customer service department. The new department will be led by a manager with experience in public or private sector customer fulfillment. By-law enforcement agencies will also be united into a single department. (Note: a likely result of these changes will also be the creation stand-alone City Planning unit, led by a Chief Planner).
- ✓ Scott supports adding at least six development case officers to the public service to help businesses and citizens secure faster permits and development approvals. Under Gillingham's proposal, development case officers would report to the new customer service department rather than the existing Property, Planning and Development department, giving the new case officers the freedom to independently flag problematic delays, practices or procedures to City Council and senior management.

MANAGING CITY SERVICES TO OBJECTIVES

- ✓ As Mayor, Scott will lead City Council to formally adopt key performance measures in its strategic plan and hold the CAO and senior managers accountable for delivering to those objectives. Too often in the last twenty years, City Hall has measured results by inputs or process rather than outcomes. A cultural change is needed to ensure talented City staff and managers have more room to act, be flexible and take risks if they can demonstrate delivery of positive, measurable results.

Building a Stronger Local Economy

Without a strong local economy, Winnipeg cannot support the public services we depend on. The Mayor's Office is traditionally a key point of leadership for economic development in major cities across North America. Scott believes City Hall can be more proactive and take economic leadership in several areas of the economy beyond tax policy, including red tape, investment, regulatory fairness and immigration. We must also keep a close eye on housing to ensure there is an adequate pipeline of new housing supply, especially for young families, New Canadians and lower income renters. Without affordable homes, workers won't move here. Without new workers, our businesses and services cannot grow.

CHALLENGES TO FACE

- In June, the CMHC said Manitoba needs a 40% increase in business-as-usual home construction to keep housing affordable, While Scott Gillingham has already supported incentives to get more housing downtown, not enough is being done to open up room for multi-family housing in the broader city.
- While progress has been made on some issues (like the reduction in licenses, where Winnipeg leads the country), the City still struggles with red tape.
- The federal government has the lead on immigration and the province partners with Ottawa on key programs, but it is increasingly clear that immigration policy issues is critical to Winnipeg's social and economic development strategy – especially on labour force and housing issues.
- Thanks to provincial legislation, City Hall's revenue model is designed almost entirely around property taxes, giving city councillors and city staff little political incentive to vote for or support projects that would generate commercial sales unless they would also raise new development and property tax revenues.

Scott Gillingham's Solutions

A "REAL DEAL FOR GROWTH" WITH THE PROVINCIAL GOVERNMENT

- ✓ Successive mayors have tried over and over again to reset Winnipeg's relationship with the Manitoba government to secure a different mix of revenue for the City's budget. Glen Murray even spent a million dollars on advertising in a failed effort to get the province to support his "New Deal."
- ✓ Scott believes the City's current revenue structure acts as a disincentive for officials throughout the municipal government to take economic growth and investment seriously. A project that may grow the City's economy – for example, increased patio dining – looks like a cost when it is put up against municipal tax structures, permit revenues and other features of the municipal system. Yet in the United States, many cities are embracing more outdoor dining because they can clearly justify the step through increased sales tax revenue as restaurants secure higher sales.

- ✓ To try to reset the Winnipeg-Manitoba funding relationship in a new way, Scott will soon propose new discussions called “A Real Deal for Growth.” What’s different about this approach from other mayors’ and candidates’ approaches is that Scott recognizes that a win-win approach is necessary to win real change from the province. “When it comes to the economy, we sink or swim together, and as Mayor I will offer an approach to help deliver on the province’s economic objectives if they can help us build a financial structure that rewards the City for supporting economic growth.”
- ✓ Key issues in this new discussion would include confirmation of a joint strategy on legal and financial issues to phase out or merge out the separate business tax, shared targets on development decision speeds, and linking provincial grants to a growth metric (such as growth in Winnipeg-sourced PST revenue, or Winnipeg-metro GDP growth) to incentivize pro-growth approaches at the City level.

FOCUS MORE OF OUR ECONOMIC-DEVELOPMENT STRATEGY ON OUR STRENGTHS

- ✓ Winnipeg has a great food and restaurant scene, but it’s more casual than in most other cities. Can we sell ourselves as a ‘comfort food capital’? Could we attract more investment in our insurance and commodities sector if we are more aggressive about promoting our strengths as a centre of agricultural finance? So many of our successful businesses are family-owned corporations. Could there be public policy steps we can take to help more family-owned firms grow here? Is it a coincidence, or something more, that Winnipeg’s biggest software sector wins have been concentrated in the management software subsector?
- ✓ Higher-wage, corporate HQ-friendly cities specialize in particular industries. But Winnipeg’s economic development pitch sells our economy as a safe haven, with a little bit of everything to offer to everyone. Scott will work with economic development leaders to tighten our pitch to highlight our strongest industries in our pitch to outside investors and key policymakers, so that Winnipeg’s economic proposition stands out more clearly against other North American competitors.

TARGET UNDERUSED COMMERCIAL SITES FOR NEW HOUSING

- ✓ As Mayor, Scott would allow residential construction as-of-right, with no parking minimums, over existing commercial sites along Pembina Highway and Portage Avenue. Existing C2 and C3 zoning rules already allow for up to four stories of commercial construction on these corridors. New mixed-use zoning rules for these corridors would allow for taller housing construction, as long as these sites maintained a commercial streetfront.
- ✓ Scott will also ask City staff and Council to develop rules permitting residential construction over medium and large retail malls, as-of-right, conditional on setbacks to minimize impacts on nearby residents. These sites already have services, ample parking and transit connectivity, and residential projects are already taking off as a trend in other North American cities.
- ✓ As Mayor, Scott would launch a new tender for affordable housing construction over Portage Place. A recent effort to build more than 500 new homes over Portage Place faltered amid confusion over incentives offered by each government. Scott would work with other governments, the Forks (as the landowner for the site) and Indigenous partners to tender a common aid package to any qualified bidder.
- ✓ Across North America, real estate leaders are exploring office-to-residential conversions as a means to keep downtown buildings vibrant amid the ‘work-from-home’ trend. Scott would ask Council’s

Committee on Property & Development, Heritage and Downtown Development to hold urgent public hearings to review barriers to these conversions.

PATIO CITY!

- ✓ To forever transform the painful process of patio approvals for restaurants, Scott supports a change similar to what has been seen in other cities during and after the pandemic: a positive “right to outdoor dining” for restaurants rather than a permission-based process.
- ✓ Under this model, restaurants adjoining a qualifying public or private outdoor space will be entitled to offer patio service on that space, provided basic rules on noise, safety, emergency access, pedestrian access and access for people with disabilities are observed. Spot checks will enforce rules, with warnings for first offences.
- ✓ Provincial liquor and food safety laws will, as always, remain in effect. Cost recovery will be achieved through tax base growth, and tougher fines for bona fide violations. Restaurants must provide proof of insurance coverage upon registration. Other cities have offered standardized patio designs, approved patio kits and sample patio layouts to make compliance even easier, and PATIO CITY will do the same by 2024.

IMMIGRANTS AND REFUGEES ARE CRITICAL TO OUR ECONOMIC STRENGTH

Winnipeg has been defined, strengthened and ennobled by waves of immigration from other countries. However, in the past, owing to different constitutional responsibilities, City Hall has treated immigration as a challenge for other governments. While City Hall cannot afford to replace or supplement most existing federal-provincial programs, Scott believes we do need faster action to support, augment and take advantage of Canada's pro-immigration policies and programs.

Three issues are at the nexus of immigration and municipal policy in Winnipeg:

- ✓ **Labour market challenges.** Canadian cities are in competition for skilled labour for construction, health care, software and other key industries. That means inter-city and interprovincial competition to attract and especially to retain immigrants. Winnipeg needs to do more to integrate economic strategy with immigration policy. This must include specific efforts by City Hall to recruit immigrants and new Canadians for critical City of Winnipeg employment opportunities.
- ✓ **Housing.** Winnipeg could grow faster – and become a richer, more prosperous city – if we can recruit more skilled immigrants and employ more refugees. However, the unique housing challenges faced by newcomers have never seriously informed City Hall's urban planning and housing policies in the 21st Century, either in approving new housing, or building new housing partnerships.
- ✓ **Refugees.** Increasingly, refugees to Winnipeg arrive in waves as international conflicts drive people to seek refuge in Canada. Winnipeg has had experience with this in the recent past, with Vietnamese and Hungarian migrations (among many others) helping to define our city in the second half of the 20th Century. The outstanding welcome our Ukrainian community organized for refugees fleeing the Russian invasion shows our residents understand the challenge – but City Hall's official response could be much stronger if Winnipeg had clearer plans to welcome, house and support groups of refugees in advance in future.

Council recently (2019) adopted a Newcomer Welcome and Inclusion Policy. However, much more action is needed to implement the policy – especially in areas like staffing and management leadership, diverse

hiring strategies, community economic cooperation, and civic education.

As Mayor, Scott will ask each Standing Policy Committee to review the policy and recommend fast action to identify specific steps Winnipeg can take within their area of responsibility, reporting back by September 2023. These reports should include clear numerical metrics to measure progress, instead of general goodwill objectives.

At a minimum, committees participating in the review should recommend action on: designated staff support within the City public service to manage immigration issues, identifying specific opportunities for the City to facilitate and support the development of labour pathways for refugees and immigrants with specialized skills, and specific changes to update planning policies, housing business models or housing programs at any level of Winnipeg government to support new residents in a pro-immigration economy. With assistance from the Mayor's Office, the Governance Committee should develop action items to increase recruitment of qualified new Canadian candidates for Council consideration during the community board and committee appointment process

A FAIRNESS FOR LOCAL BUSINESS BY-LAW

City rules are weighted unfairly against local business owners and operators, and in favor of national or even multinational companies. To help grow Winnipeg's economy and make our regulations fairer, Scott will ask City staff and City Council to develop a new "Fairness for Local Business" By-Law to address these issues as a group if they are not already resolved by January 1, 2023.

- ✓ **Accommodations.** Short-term rentals have two unfair advantages over existing hoteliers: they offer rooms for rent as if they are a hotel despite operating in areas zoned only for residential use, and they have operated with an unfair advantage on accommodations tax. To address these gaps, Scott supports grandfathering up to three locally-owned investor properties, provided they are only offered for rental by the owner, and not sublet for short-term rental use, then requiring that any new short-term rentals operate in a principal residence only through a license model similar to Toronto's. The new by-law will also mandate tax equity between short-term rentals and hotel room rentals.
- ✓ **Vehicles for Hire.** To promote public safety, improve our transportation system and support the strength and capacity of our vehicle-for-hire systems, as Mayor, Scott will harmonize rules to reduce unfair competitive gaps between regulations for rideshare companies and regulations for taxi license holders.
- ✓ **City Tenders.** In other jurisdictions, various programs and structures exist that may provide unfair advantages to bidders competing for work in Winnipeg. Winnipeg and Manitoba are party to several free trade agreements governing internal or external trade - but in the event that likely bidders may not be competing on a level playing field, the Fairness for Local Business By-Law will give the City discretion on certain key bids to include a Local Economic Benefit calculation in the bid process, awarding points to any bidders based on local tax and employment benefits from the project, based on a standardized net present value calculation. This provision will only be available if used transparently at the beginning of any tender process, by explicit resolution of City Council.

RIVERS & ALLEYS

Winnipeg's commercial alleys have character - but most are rarely used as anything but a back door or a garbage dump. In winter, our frozen rivers have great community potential that we are only just starting to realize thanks to years of innovation by the Forks, and thanks to improvised community projects during

the pandemic. Several requests for community docks on our rivers also remain outstanding. As Mayor, Scott will launch two 'Ten Day Task Force' reviews to explore the possibilities of turning our rivers and alleys into signature urban assets that can redefine our City. Issues the task force would consider include (for example) possible changes to City regulations allow more downtown and Exchange District alleys to become destination spaces, with direct access to retail spaces permitted on the alley side.

Building a Stronger Downtown

CHALLENGES TO FACE

- Most Winnipeggers live in the suburbs – and as a suburban city councillor, Scott's Building a Stronger Winnipeg Plan ensures that residential neighborhoods in the inner and outer suburbs will see improvements in City policy and investment. However, Downtown is also a critical focal point for Winnipeg's economy, generating much more tax revenue per hectare than suburban neighborhoods and business parks. Jobs are concentrated downtown, as are critical social and services. Finally, Downtown is a neighbourhood with thousands of residents.
- Like many cities, Winnipeg's Downtown is challenged with complex social issues like crime, homelessness, addiction, and mental illness.
- Street-level activity and retail sales in the Downtown are suffering due to post-pandemic labour trends, especially the shift to more 'work from home' and hybrid work models.

Scott Gillingham's Solutions

As City Council's Finance Chair, Scott already worked with Council colleagues in 2021 to enact an incentive plan for downtown development and residential construction as a pandemic recovery measure. Those incentives are still in place. At least five policies announced by Scott during the campaign target downtown for specific attention or would have the greatest impact downtown.

- ✓ Scott has committed to deliver permanent funding for the Downtown Community Safety Partnership. (See Page 8)
- ✓ Scott will bring governments to tender for affordable housing development on the Portage Place tower pads and get more housing downtown. The site is owned by all three governments through the Forks Partnership. (See Page 15)
- ✓ Action to update City rules and policies to allow for office-to-residential conversions on selected Downtown sites. (See Page 15)
- ✓ Patio City! would allow all restaurants – especially those in the Downtown - to expand their patio space into available public space where it is safe to do so, with no cost and a minimum of red tape compared to existing patio approvals. (See Page 16)
- ✓ Scott's Rivers and Alleys Initiative would identify opportunities for changes to regulations, safety programs, public art and event programs and other City policies to turn more Exchange District and Downtown alleys into signature urban spaces to explore. (See Page 17)

Further, Scott believes implementation of the Transit Master Plan will offer a unique opportunity to renew Downtown as the Graham Transit Mall will become available for other uses once early steps in the Master Plan are implemented. As Mayor, Scott will ask City Council to launch a consultation process in early 2023, seeking public and organizational ideas to help build a vision for Graham Street. With this timeline, City

Hall may be ready to make better use of this critical Downtown corridor before buses move to other routes.

These steps are over and above proposals – like Neighbourhood Action Teams – that would support better maintenance or better infrastructure for Downtown alongside other Winnipeg neighborhoods. Emergency shelter space in the proposed Extreme Weather Public Buildings shelter policy would primarily provide shelter in downtown buildings and structures.

Finally, restoration of 100% of Winnipeg Arts Council funding to pre-pandemic levels will help arts organizations bring more activity back to Winnipeg's art galleries, centres and stages, most of which are located Downtown.

Building a Greener Winnipeg

CHALLENGES TO FACE

- Winnipeg's tree canopy is under threat due to disease, and large areas of the city have little in the way of tree cover to capture rainfall or provide shade.
- Winnipeg has a climate plan with broad targets, but it has yet to take concerted steps to act on it outside of electric bus procurement initiatives. There is some urgency in the City taking on a leadership role to help build up capacity and infrastructure in advance of market demand for more green services.
- While much of the election debate has focused on electrification of buses, the City's vehicle fleet includes hundreds of conventional internal combustion vehicles, and Winnipeg has not yet matched other cities by setting a target for their conversion to an electric fleet. Taking that step can help to accelerate the process of electrification in the broader marketplace.

Scott Gillingham's Solutions

CREATE A GREEN AGENCY FROM AN OLD CITY UTILITY

- ✓ In one of his many broken promises as Mayor, Glen Murray promised to keep Winnipeg Hydro in City hands, claiming that the utility was essential to his economic development vision – and then he broke his promise and sold it three years later. As Mayor, Scott will bring Winnipeg back into the (green, renewable) power generation business by turning the existing Municipal Accommodations Utility into a green energy agency.
- ✓ Under Scott's plan, the Municipal Accommodations (a 'paper' utility with internal customers, created for accounting purposes) would become WGP2 ("WGP Squared" – or "Winnipeg Green Properties & Green Power") over the next term of office. The rebranded agency would use its existing capital budget as seed capital to build partnerships with existing public green funds, repaying outside investments via energy performance savings contracts (EPSC) where possible. External financing would speed up deep energy-efficiency retrofits of city buildings and pay for the addition of solar and geothermal generation to some existing City buildings. Potential partners could include the Canada Infrastructure Bank, Efficiency Manitoba and private retrofit funders like the VanCity Community Investment Bank.
- ✓ Other cities have already financed eight- or even nine-figure investments in retrofits through similar programs - creating jobs, saving money and cutting carbon footprints. In one of several similar projects, Houston (Texas) saved 31% in energy and maintenance costs after retrofitting 15 public buildings, repaying a US\$23m investment in 12 years.
- ✓ While Manitoba law does not allow energy market competition, the City of Winnipeg can generate and store electricity for its own use. Scott will set a goal of building at least 1 MW in City renewable generation capacity through WGP2 by 2026.

CITY-OWNED LIGHT VEHICLES ELECTRIFICATION

- ✓ As a part of his savings plan for the Fleet Management Agency, Scott will ask City Council's Standing Policy Committee on Finance to set a realistic target for electrification of all-non-specialized vehicles in the City's vehicle fleet (which includes over 700 standard model cars and light trucks).

TREES, PLEASE (AND FASTER VOLUNTEER PLANTING)

- ✓ Scott has taken the "Trees Please" pledge. As Mayor, to deliver on that commitment, he would:
 - Enhance tree maintenance and planting by city staff
 - Push to a seven-year pruning cycle for city-serviced trees
 - Establish a policy target so that for every tree lost, the City should replant at least two
 - Require that tree protection best practices be incorporated into construction projects
- ✓ Scott will also support implementation of the City's Urban Forest Strategy. And while tree pruning is a job for professionals, Scott believes we can achieve our planting goals faster if we do more to support volunteer planting efforts and cut red tape with a Ten-Day Task Force to review barriers to volunteer tree planting. To provide more space for easy planting, Scott will bring governments and government agencies together to identify public sites that could support more trees. His goal: by Arbor Day in 2025, we'll see as many as 10,000 volunteers mobilized to plan together.
- ✓ Scott will lobby the Province to for clear City-Utility protocols to ensure Manitoba Hydro isn't cutting down trees in parks by surprise ever again, and he will contract for more space in private greenhouses by 2026 to add capacity for volunteer planting programs.

More Flexible Support for Recreation

CHALLENGES TO FACE

- The pandemic created several new challenges for City recreational programs, including shortages of available staff, changes to traditional demand levels for some programs over others, and new costs or program disruptions driven by Covid-19 safety protocols.
- Demographic changes in Winnipeg driving new demands for different recreation options and alternative uses of community spaces. Residents are hoping for city space or city support for new public activities that range from community gardens to pickleball courts to cricket pitches.

Scott Gillingham's Solutions

DEDICATED REVENUE FOR COMMUNITY RECREATION AMENITIES

- ✓ The Parks and Recreation Enhancement Program (PREP) is a program designed to ensure recreation funds flow to every ward in the city. However, it is projected to all but wind down in the 2023 capital budget. Meanwhile, city councillors are facing requests for help on a broad range of recreation challenges, from field maintenance to new sports to parks accessibility.
- ✓ To address this, Scott will dedicate a one-time, 0.25% dedicated property tax increase in 2023 to ensure the PREP program is permanently funded at a minimum level of \$1.8m per year, right through the multi-year capital budget to 2027. That minimum funding level will be enough to allow for more than \$100,000 in funding per ward to be used every year by councillors for ward projects ranging from park paths to playgrounds to pickleball courts. PREP allows Councillors to fund capital costs for neighbourhood recreation or park projects of any kind – so a ward that needs community gardens can get support to build them, while a ward that has growing demand for a new cricket pitch can fund that instead PREP funds can be used for repairs to existing facilities.
- ✓ The Province has created a new 3-year Arts, Culture and Sport in Communities Fund for similar community projects. Making PREP permanent will ensure councillors have a funding tool for their communities to help match resources with this provincial program.

SCOTT'S RECREATION INFRASTRUCTURE PARTNERSHIP PROGRAM

- ✓ Winnipeg has a long list of recreation projects on its priority list. To deliver that list faster, Scott will work with councillors in the 2023 capital budget process to prioritize projects capable of triggering more funding through partnerships or alternative funding mechanisms.
- ✓ For example, Scott is committed to expedite the proposed East of the Red Rec Plex in Transcona by pairing it with development approvals and tax-increment financing on nearby public lands.

Under the criteria above, projects like the proposed South Winnipeg aquatic facility and the River Heights twin arena project will also be eligible for acceleration.

CREATE A NEW PATH TO RECRUIT LONG-TERM REC WORKERS

- ✓ Cities have had trouble recruiting or retaining lifeguards and other specialized rec staff across North America after the pandemic. In response, Scott is committed to develop a Winnipeg “FT Student- FT Summer Staff” program in cooperation with CUPE and local post-secondary institutions to bundle rec training, tuition subsidies and competitive pay packages together for eligible students willing to make long-term (e.g. 4-5 year) work commitments. To deliver the maximum equity benefit from this approach, Scott will work with Immigration Partnership Winnipeg and other organizations to ensure that this new pool of recruits reflects the diversity of our community.

Governance: Uniting to Build a Stronger Winnipeg

CHALLENGES TO FACE

- In 2014, City Clerks circulated a legal opinion that the Executive Policy Committee could not be significantly restructured without violating *The City of Winnipeg Act*.
- Councillors have not had equal access to information, reducing individual councillors' ability to hold city officials accountable.
- The practice of the "EPC+2" model has exacerbated concerns that Executive Policy Committee now totally dominates decision-making at City Hall, since "EPC+2" meetings effectively outflank provisions in *The City of Winnipeg Act* that limit the size of EPC by law to less than a majority of city councillors.
- Many Canadian cities have executive committees, and some have executive committees appointed by the mayor. What makes Winnipeg's model so different is that thanks to provisions in the City of Winnipeg Act, far more can happen behind closed doors without minutes or other disclosures than in any other city in North America. This needs to change if City Hall is to be more transparent.

Scott Gillingham's Solutions

As Mayor, Scott is committed to write to the provincial government on day one of his administration, to request changes to *The City of Winnipeg Act* to allow City Council to determine its own committee system. If the Province grants that ability, Scott would lead councillors in a broad discussion, with public consultation, to create a new model. However, proposed reforms are still urgent in advance of any legislative changes.

LIMITING EXECUTIVE POLICY COMMITTEE'S SIZE & AUTHORITY

- ✓ As Mayor, Gillingham would bring a by-law to Council to ban the "EPC+2" practice, limit EPC to six (including the Mayor) and limit EPC briefings to selected issues.

BETTER PUBLIC RECORDS AND DOCUMENTATION

- ✓ Gillingham would require any changes made to public service reports at the request of elected officials or political staff be publicly documented and explained. By-laws would also require that a City Clerk take minutes at any EPC briefing or Council seminar held under Section 78(1) of the City Charter.

ALL-COUNCIL STRATEGIC PLANNING

- ✓ At the beginning of the next term of Council, Scott as Mayor would lead all City Councillors in a joint process to confirm strategic plans and priorities. Council would hold at least two additional

informal meetings (in public as a Committee of the Whole) annually to jointly update strategic plans, and to jointly set budget goals as a group.

SHARED ACCESS TO INFORMATION - WITH REAL PENALTIES

- ✓ As Mayor, Scott would ask the Governance Committee to codify a “Councillor and Citizen Information Rights” by-law that would go beyond existing information access laws to ensure regular proactive releases of data, and to ensure equal access to information by city councillors. Penalties would be built into the by-law to penalize individual actions to withhold public information, with independent enforcement.

COUNCIL POLICY AND STAFF SUPPORT

- ✓ Two Mayor’s Office staff posts would be deleted. In their place, City Council members who were not elected or appointed to Executive Policy Committee would be given a common budget to hire two shared advisors for research and policy work.

How We Get It Done

Scott's plan to build a stronger Winnipeg is ambitious. To deliver it, Scott believes City Hall needs a culture change that focuses on mobilizing talent and delivering professionally to objectives, with less focus on using process or inputs to measure success. As Mayor, Scott will use new management tools to deliver these changes.

KEY PERFORMANCE INDICATORS (KPI)

At the strategic planning session after this year's election, City Council will be asked to choose no more than six key performance indicators for City Hall to unite behind – so every manager in the organization knows what Council's priorities are, and how we're measuring success. We'll pick numbers that third parties can audit, so City Hall can't solve its problems by juking the stats. KPI chosen should measure outcomes, not inputs. Scott wants councillors to select indicators as a group after the election, so every councillor has a chance to weigh in - but options could include net new investment in the Winnipeg economy, the size of the City's tree canopy (not just trees planted), crime rates, road maintenance conditions, total housing stock per capita, satisfaction with city services, and/or net City service carbon emissions.

REGULAR EVALUATION

The requirement for regular performance evaluations of senior managers will be codified in by-laws rather than policy. The Mayor's Office will regularly post online updates to inform the public of the Mayor's view on progress against Council's adopted strategic plan and potential barriers, including reports on mid-year changes in KPI wherever possible.

MORE FLEXIBLE OPTIONS TO DELIVER POLICY AND ACTION

Too many decisions at City Hall depend on time-consuming public service reports that may take months to complete. Repeated layovers create backlogs. Yet councillors must gather public service advice before adopting policies and giving direction. Beyond other changes proposed in Scott's plan, Scott will ask Council's Governance Committee to consider faster and more flexible options for when, where and how public service advice is delivered:

- ✓ Currently, all requests for reports are treated as if they have equal priority. Committee Chairs will ensure there is a priority number attached to every request for a report. Reports related to Council's strategic priorities will be automatically prioritized.
- ✓ Committees and staff should have more flexibility to use data-only updates or public briefings to deliver information, with transcripts circulated to Council in lieu of a conventional report. Public hearings can be used to gather stakeholder feedback.
- ✓ City Hall has often turned to city commissions or task forces to solve big problems. However, these processes usually take months or even years to deliver a result. Even if the public service is consulted by a task force, the task force's report usually just turns into a request for even more reports from the public service. As Mayor, Scott will use a new "Ten-Day Task Force" process to go

deep with citizen experts on specific policy issues and generate actionable reports (with public service participation), producing faster results on complex issues.

COOPERATION AND COLLABORATION

The voters of Winnipeg elect city councillors to serve and represent them. Scott wants to lead a City Council where every councillor feels they are given opportunities to lead on policy development and delivery, not just to speak or oppose. As Mayor, Scott will work directly with every councillor to identify an area of focus, a problem to lead on, or a specific group of stakeholders to consult, even if they have no formal posting in City Council's structure. This approach could allow councillors focused on a particular issue to lead debate on a key proposal rather than the committee chair, for example.

Paying For It

Important Note: the following pages provide a four-year cost estimate of Scott's commitments and explain how they can realistically be paid for with a package of savings, dedicated tax increases, revenues and capital debt.

These figures are presented as four-year costs, revenues and savings to confirm that they do not represent a final budget. City Council has the right to determine the final budget in 2023 and beyond, and several factors may influence other changes to the budget, including:

- Updates to inflation estimates
- Federal or provincial funding changes
- Changes to city revenue forecasts for user fees, transit fares or other revenues
- Collective bargaining outcomes, especially from the standpoint of unions with a legal right to seek mandatory arbitration under provincial law
- Prudent financial management will require some set-aside of funds to replenish reserves

CHALLENGES TO FACE:

- The City of Winnipeg currently does not have a major revenue source that grows with the economy (see 'A Real Deal for Growth,' above). Provincial operating grants have remained effectively flat for the last several years.
- Despite a popular myth, City property tax revenues do not automatically grow with higher assessed values, as the City adjusts the rate to compensate for the increase in the total value of the pool of assessed property. Note that the baseline 2022 municipal tax rate is only 0.7% higher than the rate in 2014; while taxes were being increased by 2.33%, rates were also being dropped to compensate for the increase in assessed values. Property tax revenues only grow if new developments add new buildings or properties to the tax pool. Claims by some candidates that "increasing the tax base" will be enough to address budget issues in 2023 or 2024 are misleading.
- The City is facing a deficit in 2022 – but this is not a structural deficit. The overwhelming majority of cost pressures on the City in the last two years have been from pandemic related costs, which totaled over \$220m over the last two years, with at least \$41m in impacts factored into the 2022 budget. A secondary factor is unusually heavy snowfall in 2021-2022. Nevertheless, it will be important to maintain a positive fiscal balance in 2023 and 2024 to minimize further pressure on reserves.
- Core provincial grants have remained flat for several years, while other provinces (including Ontario, Quebec and British Columbia) have been more aggressive about assisting their cities with pandemic-related shortfalls in transit revenues.
- Winnipeg is now the only remaining major city in Canada with a separate, rental-based business tax charged to tenant businesses. Other provinces or cities either phased their taxes out through

provincial grants (Regina and Saskatoon), or by merging business taxes gradually into their existing commercial property tax rate (all others).

- Inflation is currently at an annualized rate of over 6% as this platform goes to print. However, the Bank of Canada is projecting inflation will drop to 3% by year-end 2023 and return to a +2% range in 2024. City negotiators will face heavy pressure from our bargaining units on wages. Under provincial law, the City must accept arbitration results on wage and benefit increases in the event of a bargaining impasse with major public sector unions like the Winnipeg Police Association.

Scott Gillingham's Solutions

Estimates have been developed by the campaign, using public documents, comparisons from other cities, and consultation with retired managers or other experts. These are not official government estimates or figures except where specified.

SAVINGS

Scott's plan includes major cuts to City fleet vehicles (with a target reduction of 10% by 2026), plus reductions to the Mayor's Office and corporate accounts. Capital savings from the Fleet Management Agency review will be redirected to support solutions for transit fleet expansion.

As Mayor, Scott will continue to pursue operating savings – especially long-term, structural savings from increased efficiency. "Moody's bond rating agency praised the multi-year balanced budget approach introduced by Scott while he was City Council's Finance Chair. Through this approach, budgets are balanced 2-4 years into the future, encouraging managers to pursue long-term savings strategies like discount fuel buying, investments in backroom office efficiency, or cuts to real estate footprints.

TAXATION AND REVENUE MEASURES

Since the 2018 election, no significant property tax revenues have been dedicated to operating costs. All of the 2.3% raised annually was directed to road renewal (2%) and transit capital (0.3%). Other major Canadian cities have annually increased general property tax revenues by averages of 2%-4% over and above growth revenues over the same period. Maintaining service levels – especially for large, costly core services like police, fire-paramedic and public works – is simply not practical without at least some increased revenues in the 2022-2026 term. Meanwhile, Winnipeg must keep investing in city infrastructure assets to remain economically competitive.

CURRENT budget policy has built-in annual 2.3% dedicated property tax increases each year to fund infrastructure (capital) priorities:

- +1% dedicated to Regional Streets Renewal
- +1% dedicated to Local Streets Renewal
- +0.3% for Transit Capital

As Mayor, Scott would maintain that policy as planned in current multi-year budgets and add an additional +1.2% for operating investments in the Building a Stronger Winnipeg plan (for a combined annual increase of 3.5%). The funds will be used as follows:

- +0.25% (one-time) for dedicated funding for ward-level parks and recreation projects;
- +0.5% per-year dedicated annually to Big Move transportation operating expenses;
- +0.5% in 2023 and +0.75% in 2024-26 to improve and restore other services.

As Mayor, Scott would freeze any new rebates of business tax and freeze the current rate. 55% of city businesses would continue to receive a full rebate.

As part of his proposed “Deal for Growth” with the provincial government, Scott would seek to negotiate provincial support for a combination of measures to merge the tax into the existing commercial tax, while working to provide an alternative to the rebates in place now as assistance to small business. (Rebates would be technically difficult to apply to tenants in a property-tax only system without some changes in legislation).

The target timeline would be 4-6 years, in line with changes made in other cities. No other Canadian city has been able to eliminate this legacy tax without provincial legislation and/or provincial financial assistance. Incremental revenue - estimated at approximately \$1m in new revenue per year - from the rate and rebate freeze will help to offset elimination of restaurant patio fees for Patio City and hiring new case officers to support development approvals.

To support capital investment in roads, as Mayor, Scott will propose a one-time Frontage Levy increase of \$1.50 per foot of frontage (rate increases from \$5.45 to \$6.95) in 2023. This levy must be dedicated by law to road or sewer work. Cash raised would be used as follows:

2023-2026: (cumulative) \$50m for additional road repair and renewal, \$13m for additional bike lane and pedestrian features paired with road repair projects, and up to \$8m for road design and preliminary work on trade route expansion projects.

From 2027 forward, this revenue stream would be available to directly support 100% of capital financing for the City’s share of the proposed Chief Peguis Extension and Route 90 / Kenaston Widening projects.

EXPENDITURES AND ONE-TIME OFFSETS

Expenditures in the graph below reflect campaign commitments outlined in Scott’s press releases, with one exception: funding for Neighbourhood Action Teams has been adjusted to reflect reduced costs in 2023 to the launch time necessary to staff up the program. Two new measures have been included: contingency funding to support additional public building warming or cooling centres (at \$100k per year), and funding

A contingency fund of just under 10% of revenues is available to cover costs unanticipated in the plan arising from collective bargaining or other impacts, and to permit flexibility to support Council priorities in terms of service investments in operating costs (e.g. recreation or library funding). Where appropriate some line items already include cost growth for anticipated inflation from 2023-2026.

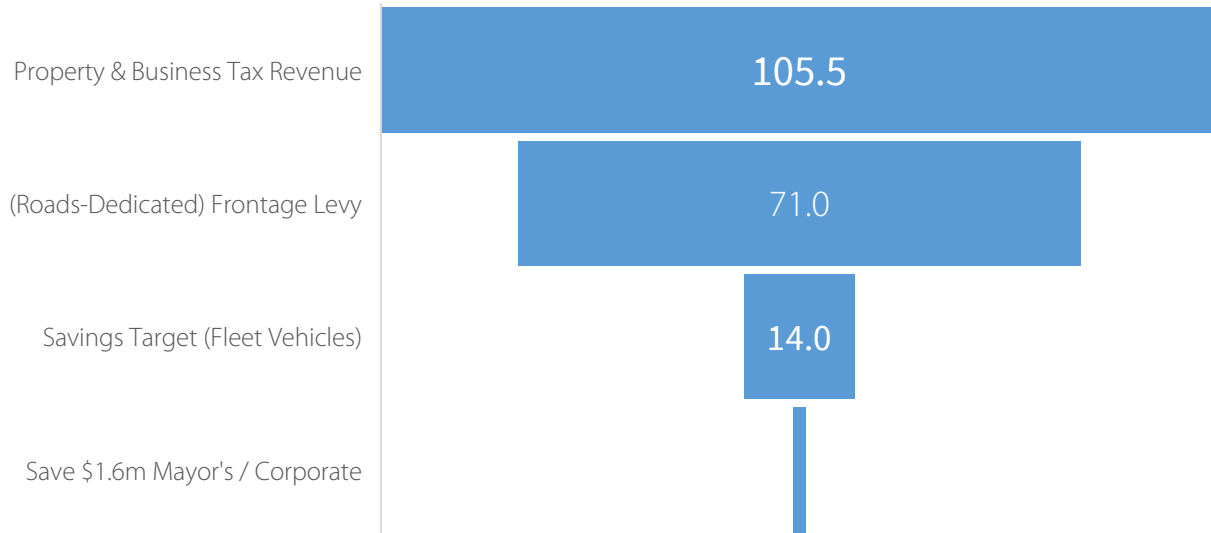
Several measures in Scott's Building a Stronger Winnipeg Plan are not included in the four-year costing above because they represent incremental costs from existing city accounts or budgets, or are offset by using existing budgets. These include:

- Modular Housing for the Homeless: the proposal sites would represent an asset loss to the City depending on which public lands were chosen, likely in the range of \$0.6-\$6m. Permit and tax waivers will not cost the City as no tax is currently generated from these sites, and only serviced sites will be chosen. Temporary staff support to deliver these programs was already built into the multi-year budget by Scott Gillingham when he served as Finance Chair in the 2022 budget cycle.
- The appointment of a senior homelessness and street safety policy leader and a public safety policy advisor would come from existing staff resources in the Mayor's Office.
- Peace Officers for transit patrols are not yet legal. If made legal, salaries would need to be negotiated with an appropriate bargaining unit, and no benchmark currently exists to estimate those costs realistically. These costs would be addressed as a separate budget measure.
- Costs to move TransitPlus online will be dependent on the structure of any deal with a software provider or a subscription-based vendor.
- Transfer of two (2) policy staff to the control of City Council and the proposed Criminologist-in-Residence program would come from the existing Mayor's Office budget.
- Waived permit fees for accessibility projects would be an incremental cost.

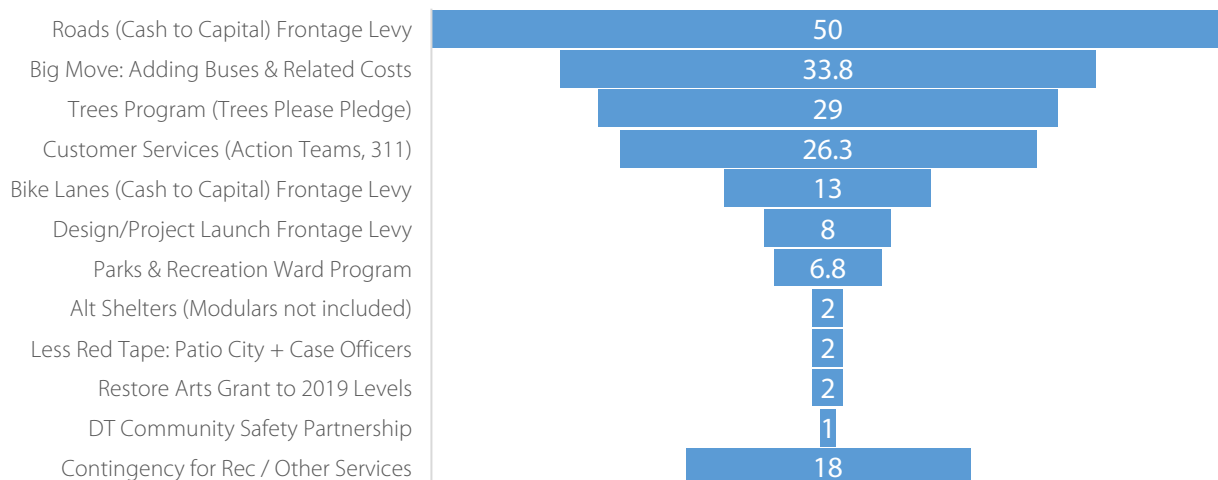
ADDITIONAL EXPENDITURES & REVENUE
(OPERATING, WITH CASH TO CAPITAL IMPACTS)

Totals in several lines (e.g. Trees Program) reflect escalating increases year-over-year

Four-Year Revenues and Savings Offsets
\$192.1m from 2023-2026 (*Totals in millions*)



Four-Year New Expenditures (Includes "Cash to Capital")
\$191.9m from 2023-2026 (*Totals in millions*)



CAPITAL DEBT FINANCING

The City of Winnipeg is NOT legally allowed to plan for an operating deficit. It must cover deficits in the following year from existing reserves or other budgets if they do occur. Debt financing may only be used for long-term capital assets, like information technology, vehicles, or – most often – city infrastructure. Another important fact to remember is that when Winnipeg takes on debt, it isn't the same as the province or the federal government taking on debt. By law, when Winnipeg borrows for capital projects, it must also create sinking funds to deposit money over the life of the project sufficient to repay that debt. It cannot “roll over” debt indefinitely as Canada or Manitoba can. In other words: when Winnipeg policymakers confirm that they can afford to service debt, they are including the cost of debt repayment in that calculation.

Several civic leaders, candidates and activists have insisted in recent months that Winnipeg is facing a debt crisis. Councillor Kevin Klein (now running for Mayor) even asked in a recent Council meeting if the City of Winnipeg's sinking funds represented hidden debts owing to creditors. In fact, they are the opposite: each sinking fund represents money the City has already saved to repay City debts when they come due.

The reality is that Winnipeg is a moderate user of debt and capital leases for infrastructure and other costs relative to other Canadian cities. Standard & Poor's increased Winnipeg's credit rating in June of 2022, while Moody's described Winnipeg's interest rate costs “remain low relative to municipal peers” (June 20, 2021).

“The City of Winnipeg has no formal limit on the amount of debt that can be issued” (City of Winnipeg Debt Management Policy). Winnipeg's debt targets – frequently referred to inaccurately as debt limits – reflect policy choices made by City Council on the advice of public service and other advisors. City policy is that the City should stay below those targets to keep borrowing costs low and borrowing impacts on operating budgets contained. Those targets are conservative compared to several other Canadian cities. The most recent (2022 budget) debt target projections are as follows – and as voters can see, there is still room to use debt to finance capital projects and remain within targets. However: these figures are not fixed. As taxes rise, including annual 2.3% increases already dedicated to roads and transit annually, plus the one-time frontage levy increase proposed in Scott's plan – then Winnipeg's debt targets (the City's ability to afford to carry debt) will also rise.

| | Target Maximum | Forecasted Peak |
|-------------------------------|----------------|-----------------|
| Debt as a % of Revenue (City) | 90% | 78.8% |
| Debt service as % of Revenue | 11% | 5.7% |
| Debt per capita | \$2,800 | \$2,017 |

(Source: City of Winnipeg Public Service, Budget papers 2022 Multi-Year Budget Update)

Scott's plan includes tax increases dedicated to backing up capital debt from 2027 forward, enhancing the City's ability to support more infrastructure work. Immediately on the launch of the 2023 budget process, Scott would ask the Chief Financial Officer to report to Council on market debt interest (currently still at 3-4% for long-term debt),

Scott's Building a Stronger Winnipeg plan would add to city debt financing in three areas.

NEW BUSES

Scott's plan will seek to cut least \$1.2m per year from the Fleet Management Agency's broader \$12m annual capital budget in 2024-2026 to support additional bus acquisition for bus fleet expansion. However, additional funds may be needed, and some funding to service capital costs for new buses is including in the four-year transit costs, above.

TRADE ROUTE EXPANSION

As noted above, no new debt is planned for these projects in the 2023-2026 term. However, to meet Scott's commitment to fiscal responsibility, funding must be staged to be ready to take on the City's share of debt or capital lease costs for the following term, currently estimated at approximately \$400m in additional debt if the projects begin as planned in 2026. The use of frontage levy cash in this plan stops at 2026, making those revenues available from 2027 on for debt servicing for those projects. Additional revenue sources to cover increased debt servicing costs may include area charges and/or tax increment financing for any developments contiguous to the Chief Peguis expansion.

RECREATION AND CIVIC PROJECTS

Scott's Building a Stronger Winnipeg Plan anticipates targeting two kinds of capital projects for acceleration in the 2023 capital budget process.

Recreation Infrastructure Partnership Program projects are projects where adjoining residential development, community support and/or federal/provincial matching funds can increase the City's "bang for buck." These projects will include the East of the Red Plex, a proposed arena complex in the River Heights area, and the South Winnipeg aquatic centre. Scott also supports repairing or replacing the Civic Archives.

Some recreation projects that may be eligible for acceleration will already be in the capital plan and simply need to be moved forward; the exact cost will depend on Council's choices for how to sequence and launch projects over the next four years. However, Scott's plan projects that these projects may add up to \$75m in additional capital debt by 2026. Council can apply the contingency room build into the four-year costing above if no other funding sources are identified.

About Scott

- Born in Brandon, Manitoba, and raised on a mixed farm near Carman. Married to Marla with two adult children in Winnipeg.
- A lifelong hockey player: captained the Pembina Valley Hawks AAA Midget team 1984-1985, and then played in the Manitoba Junior Hockey League for 4 seasons (1985-1989) for the Steinbach Hawks, Dauphin Kings and the Winkler Flyers.
- Horizon College and Seminary in Saskatoon (formerly Central Pentecostal College) 1991-1994 - Diploma Theology (Student Body President and Valedictorian). Graduate studies for an (MA) Theology at Canadian Mennonite University.
- A pastor in Saskatoon and Penticton before becoming lead Pastor at Grace Community Church in Charleswood (later Headingley) in 2002.
- Elected City Councillor for St. James in 2014, re-elected in 2018. An advocate for modernization of municipal and provincial Airport vicinity regulations to allow for more mid-rise housing development along Portage and north of Polo Park, a strong supporter of construction of the Bruce Oake Recovery Centre in the St. James ward, and an advocate for renewal of the St. James Civic Centre (re-opened this year). In support of Winnipeg's growing freight and logistics sectors, Scott secured City Council support to modernize development rules and build out services on City CentrePort lands beside Winnipeg Airport in 2022.
- Chaired the Winnipeg Police Board from 2014- 2016). Led the Board to establish the Indigenous Council on Policing and Crime Prevention in Winnipeg, publish the first strategic plan for the Winnipeg Police Service, and adopt a Law Enforcement accreditation policy. Served on the Board of the Canadian Association of Police Governance.
- Chaired City Council's Finance Committee from late 2016 to early 2022. Created Winnipeg's first multi-year balanced budgets to encourage long-term planning and savings initiatives by councillors and managers. Led creation of one of the first municipal emergency Covid-19 financial plans in Canada in March 2020, and helped to secure City and federal support for non-profit housing construction for the homeless through the Canada Rapid Housing Fund in 2021-2022.
- Co-Chair of the Winnipeg Metropolitan Region Board, representing mayors, councils and other leaders across the Capital Region. A member of the Collaborative Leadership Initiative bringing civic and indigenous leaders together through work on environmental issues. Previously a board director on several boards for senior's homes and other community organizations.

