

# REBUILDING AND REIMAGINING MANITOBA



As we shift focus from managing the COVID-19 crisis to starting the recovery, now is the time to ensure we invest wisely, focusing our attention on a recovery that restores jobs and businesses, strengthens the social fabric, and builds a resilient economy ready for any future challenges.

How we approach the challenge of recovery from the COVID-19 pandemic will define the city and province we live in going forward. We have a unique opportunity to take advantage of this moment in time to create a stronger community that sets the pace for other jurisdictions rather than follows along.

We need to go beyond the idea of simply rebuilding what was in place before this pandemic and look ahead to how our assets can be put to use to generate the greatest gain for Manitobans as we enter "the new normal."

For example, how can we use our central location and the presence of Centreport to take advantage of the potential move to near-shore or repatriate supply chains and manufacturing? How can we leverage our low energy costs to attract capital investment in industries and technologies that emerge as significant players in the new economy (like video conferencing, streaming services, telemedicine, online education, automation, Al, and logistics services)? And how can we build on recent investments in the food processing sector to allow our agricultural sector to build a resilient global protein supply chain.

We also need to rethink the way government does business. As we ramp up stimulus spending, we could incorporate a greater focus on social procurement and community benefits to create more positive outcomes beyond just having a road or building constructed. And with corporate and government financial models under stress, we need to rethink our tax system to reflect potential changes in how companies operate, how they use space (increased working from home could lead to a decline in commercial realty taxes), and how they do business going forward.

The Recovery Playbook: Rebuilding and Reimagining Manitoba outlines key outcomes, nine pillars and associated actions for an inclusive, more resilient, and more future-ready Manitoba. At the core of the Recovery Playbook are defining characteristics essential to its success, namely:

- Building beyond what was, and toward what could be via longterm, smart growth planning and investment focused on defined economic, environmental and social priorities and outcomes.
- Prioritizing responsiveness and agility.
- Adopting a whole of government approach, with alignment between local, provincial and federal governments.

## KEY OUTCOMES

Going forward, we need to measure our progress toward building a more resilient, innovative, and sustainable province and city. And while traditional yardsticks like GDP growth or employment figures are useful, a more comprehensive and sophisticated set of indicators would provide a more honest gauge of that success.

At the civic level, the International Organization for Standardization (ISO) has developed a series of standards for cities to assess their own sustainability, smart growth policies and resiliency. The PEG project from United Way Winnipeg and the International Institute for Sustainable Development performs a similar function in assessing the city of Winnipeg's overall health based on a series of financial, social and environmental indicators.

Federally, the Canadian Indicator Framework is intended to track the country's progress toward the sustainability and resiliency ambitions outlined in the 2030 Agenda for sustainable development.

Developing a similar system at the provincial level – building off the work that has been done with balanced scorecards within the public service – could be a valuable tracking tool for government and the general public.

ALIGNMENT AND COLLABORATION BETWEEN GOVERNMENTS

One of the successes of the effort to fight COVID-19 thus far has been cooperation between governments at all levels to share information, share resources, and work together to design programs to help citizens, businesses and community organizations get through the crisis. That same level of collaboration is needed to deliver a successful recovery program. Now isn't the time for jurisdictional squabbling, but to rebuild funding mechanisms and governance structures to ensure all levels of government are aligned and working together as effectively as possible.

INVEST IN SKILLS DEVELOPMENT

Many people are out of work, many businesses will close, and it will take years for some industries to recover from the shock of forced shutdowns and a global recession. Manitoba needs to invest in a recharge of the post-secondary system with the goal of strengthening the connection between institutions and industry and providing new opportunities for skills development for Manitobans at all stages of career development.

When we turn the corner on the COVID-19 health crisis, federal and provincial governments will make a significant investment in infrastructure to stimulate the economy. While that investment needs to kick start growth and jobs right away, it should also continue our progress toward building a greener, digital economy with opportunities for everyone.

The lack of digital infrastructure among large segments of the economy is a weakness that was exposed by the pandemic. Ensuring that businesses, schools, universities, colleges, health care providers and community organizations have the tools and capacity to conduct operations online will be essential to making us more resilient against future crises.

### ■ THINK GLOBAL, ACT LOCAL

The global impact of COVID-19 has disrupted supply chains across nearly all industries. One way to build resiliency for Canadian industry is to strengthen domestic supply chains through the removal of internal trade barriers.

## MODERNIZE GOVERNMENT SYSTEMS AND STRUCTURES

The pandemic forced governments to act quickly, creating and iterating new programs and new regulations in real time. Once the immediate crisis subsides, governments cannot go back to their normal way of doing things. It's critical to maintain that sense of urgency to reform service delivery and adopt a "digital first" mindset. This transformation must extend to include a revamp of long-standing government decision-making frameworks focused on greater understanding of how COVID has create permanent changes to how we work and create prosperity, greater streamlining and enhanced collaboration with stakeholders embedded within the new framework.

## ASSISTANCE FOR BUSINESS – STABILITY AND TRANSITION

Some of the hardest hit sectors of the economy have been hospitality, retail, tourism, and the arts and culture. And with social distancing guidelines expected to remain in place for quite some time, these industries will not spring back to life without assistance. Government and industry need to work together to develop safe reopening strategies, "support local" incentives and temporary support programs that will help bridge the gap to normal levels of business activity.

STIMULATE ACCESS TO CAPITAL

Accessing the funding needed for business expansion was a problem in Manitoba before COVID-19, and the current economic climate exacerbates the problem. We need to foster a system in which the private and public sector can both participate to ensure businesses have the

## MAKE EQUITY A PRIORITY

capital they need to reopen, rebuild and grow.

As we rebuild and reimagine our economy, we need to pay special attention to ensuring we don't repeat the mistakes of the past that left some people excluded from opportunities to prosper from growth. This is critical now, as this pandemic has impacted some groups much harder than others, especially in comparison to previous recessions.



## COLLABORATE BETWEEN GOVERNMENTS

One of the successes of the effort to fight COVID-19 thus far has been cooperation between governments at all levels to share information, share resources, and work together to design programs to help citizens, businesses and community organizations get through the crisis.

That same level of collaboration is needed to deliver a successful recovery program. Now isn't the time for turf wars, but to rebuild funding mechanisms and governance structures to ensure all levels of government can work together as effectively as possible.

In particular, this crisis has made clear how precarious the financial situation is for municipalities, who have limited revenue tools available to them and little capacity to weather a significant downturn.

- A new fiscal arrangement for municipalities. Cities and towns need to be motivated to make economic development a priority. Give them an opportunity to generate revenue not just from the taxes generated from new properties, but also from the construction itself and any business activity that takes place inside new properties. One option could be to replace all provincial grant funding to municipalities (roughly \$314 million per Budget 2020) with a fixed one-point share of the PST.
- Incentives and other tools to encourage more regional cooperation among communities. This is beginning to happen with the proposed creation of the Capital Planning Region through Bill 48.



## INVEST IN SKILLS DEVELOPMENT

Many people are out of work, many businesses will close, and it will take years for some industries to recover from the shock of forced shutdowns and a global recession.

Post-secondary institutions face a potential influx of new students looking to upgrade their skills or career prospects at the same time as they're being forced to significantly reinvent their instructional models due to campus closures and prolonged social distancing guidelines.

Governments can stabilize our colleges and universities and fast-track the transition to a more innovative, skills-based economy by investing in a revitalization of the post-secondary system with the goal of strengthening the connection between institutions and industry.

COVID-19 has also exposed gaps in the ability of the K-12 system to provide meaningful education opportunities for all students, regardless of location, in a learn-from home scenario. To ensure continuity of learning, integrity of the provincial curriculum, and build resilience within the education system.

- Support and accelerate the strategies outlined in the Horizon Manitoba report to build industry-education partnerships and develop more workintegrated learning opportunities.
- Develop business-led labour market strategies tailored to communities by using local labour market information and real time data. Technology investments will be needed to increase ability to gather, sort, analyze and share this information.
- Post-secondary institutions forecast a \$2 billion loss in revenue due to loss of international students. A one-time infusion of support from the federal government directly to institutions (scaled to the institution's proportion of Canada's international students) would ensure universities and colleges are able to offer educational opportunities to students in all regions.



- Facilitate the use of micro-credentialing at the PSE level to provide opportunities for workers who are temporarily or permanently laid off to rapidly learn new skills and enhance their employability and productivity.
- Encourage the provincial and territorial governments to commit to automatic mutual recognition of professional and trades qualifications whenever possible.
- Support Workplace Education Manitoba's Labour Market Information reporting tools to be used in business-led labour market strategies tailored to communities by using local labour market information and real time data. Technology investments will be needed to increase ability to gather, sort, analyze and share this information.
- Work with the Sector Councils so they can deliver timely and tailored training
  for their respective industry sectors to ensure that the existing workforce has
  the tools and skills enhancements that will be required as we emerge from
  the pandemic.
- Expand online learning platforms throughout K-12 and create consistent standards for service delivery. While teachers should be given flexibility to determine how to best use online tools to teach their students, parents and administrators need some assurance that learning goals are being achieved and contact with students is taking place.
- Proceed with modernization of the education system by implementing the recommendations of the K-12 review process in time for the 2021-22 school year.
- Conduct a comprehensive review of Employment Insurance (EI) to identify the reforms needed to respond to current and future workforce needs, ensuring Canadians remain connected to the labour force and including a strong upskilling/reskilling training component. In addition, government is encouraged to look at a new re-training incentive component to the CERB program to ensure recipients can transition to good jobs.



## SMARTER STIMULUS SPENDING AND URBAN PLANNING

When we turn the corner on the COVID-19 health crisis, governments at all levels should make a significant investment in infrastructure to stimulate the economy. The Province of Manitoba has already committed to spending an additional \$500 million on infrastructure over the next two years.

While that investment needs to kick start growth and jobs right away, it should also continue our progress toward building a greener economy with opportunities for every Manitoban. Our policy priorities have changed considerably since the last economic crisis, and the challenges facing society today, both from the pandemic and from climate change, are different too. Simply replicating infrastructure spending plans from 2008 isn't good enough.

It's also worth noting that in contrast to the last economic downturns, this pandemic has impacted women and newer Canadians -- many of whom work in the hospitality, service and non-profit sectors -- much harder. Smart stimulus efforts should generate economic benefits for all Canadians, particularly vulnerable or marginalized groups.

As part of a smart stimulus plan, municipalities need to review their own development and transportation plans to ensure both public and private capital spending is being leveraged to generate long-term sustainable economic benefits.

- Infrastructure investments should seek to advance three broad goals: stimulate the economy, advance climate change goals, and address social inequities.
- Stimulus spending should accomplish multiple policy goals. For example, investments in public housing can create construction jobs, address chronic homelessness, and ultimately reduce healthcare and policing costs. Spending on modernizing personal care homes can help build resilience against future pandemics. Expanding daycares will create more childcare spots which will allow more parents to re-enter the workforce.



- The city and province should jointly review existing infrastructure plans vs. the anticipated "new normal." For example, if there is a 5-20% shift toward permanent work-from-home arrangements, how will that impact the need for previously planned transit or transportation projects?
- Public gathering spaces such as parks, schools, arenas, stadiums, and performing arts venues may require significant retrofitting to protect against future pandemic events.
- OurWinnipeg, currently under review, should be reassessed to consider implications from the COVID pandemic and potential permanent shifts in community priorities and goals.
- A permanent increase in working from home could shift some demand away from central business districts and shopping malls toward more of a distributed network of neighbourhood service centres. Developing these "complete community" nodes could require advancing some of the principles outlined in the city's OurWinnipeg plan.
- The City of Winnipeg should modernise its land use regulations to encourage gentle density, strong mixed-use development, and connectivity. It should also develop a strong transit safety plan and move forward with the network model outlined in its transit master plan. Finally, it can look at ways of giving more space currently dedicated to cars over to public transit, pedestrians, and cyclists in key areas where these forms of transportation can thrive.
- Bring forward budgeted infrastructure funds from future years of the longterm infrastructure plan to recapitalize the National Trade Corridors Fund (NTCF).



## **EMBRACE DIGITAL** INNOVATION

The lack of digital infrastructure among large segments of the economy is a weakness that was exposed by the pandemic.

According to Statistics Canada, online retail sales grew by more than 40% yearover-year in March 2020, yet many retailers were not able to participate in this shift due to their own inadequate digital infrastructure. The same holds true for the export market, where a recent Export Development Canada survey indicated that firms without any digital sales capability have lost a significantly higher percentage of their revenue over the past few months.

Ensuring that businesses, schools, universities, colleges, health care providers and community organizations have the tools and capacity to conduct operations online will be essential to making us more resilient against future crises.

### WHAT'S NEEDED:

- Invest in programs and partnerships that will help all organizations (businesses, non-profits, charities) transition to a digital future. Not only will this build resilience and help companies be better prepared for any future business interruptions, but it will also benefit the technology companies and start-ups that will assist them to make the pivot toward digital. This assistance could be provided through partnering with industry associations (like chambers of commerce, North Forge, Tech Manitoba) to deliver programming.
- Targeted tax credits or dedicated funding to support investments in digital transformation.
- Partner with industry and streamline construction approval processes to ensure equal access to broadband and 5G services for all Manitobans. Broadband access should be considered a basic utility, and in rural and northern areas it can play a key role in enabling business opportunities and helping deliver education, health care, and basic government administrative services.

#### **ONLINE CAPABILITIES**

	% respondents	Can perform <i>up to half</i> of their sales online	Can perform <i>more than half</i> of their sales online
SALES DECLINES	Export sales fell > 50%	58%	33%
	Domestic sales fell > 50%	70%	38%



## THINK GLOBAL, ACT LOCAL

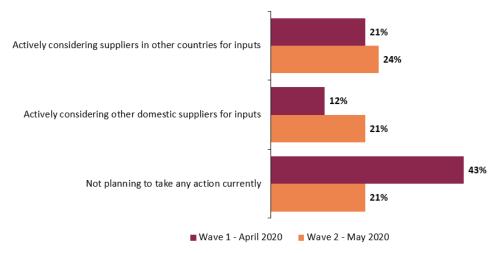
The global impact of COVID-19 has disrupted supply chains across nearly all industries. A recent survey from Export Development Canada showed that roughly half of all Canadian firms have already changed suppliers or are considering making changes. And the WTO Goods Trade Barometer is currently in the red, sitting at its lowest value since it was created in 2016.

One way to build resiliency for Canadian industry is to strengthen domestic supply chains through the removal of internal trade barriers.

### WHAT'S NEEDED:

- Work with industry to study gaps in various supply chains and determine what opportunities exist for Canadian firms to fill those gaps.
- Examine procurement policies and procedures with focus on improving small and medium sized companies' success rates, including, but not limited to, increased use of expressions of Interest, support for building of local

## Are you adjusting the countries or suppliers that you source your inputs from? (Percentage of respondents)



Source: Export Development Canada Research Panel



SME consortia, and adoption of community benefits criteria. This is not local preference, but a recommendation to work with local business to look at how we procure goods and services to create an environment that increases local companies' ability to compete and be successful.

- Strengthen domestic supply chains through internal trade. As the COVID-19 pandemic has caused major supply chain disruptions across the globe, it has never been more important to strengthen trade across Canada so businesses can access the materials and talent they need to thrive. The most effective way to accomplish this is to remove all barriers to internal trade across Canada and to harmonize regulations and professional standards across all sectors. Manitoba should lead the way by immediately eliminating its remaining exemptions under the CFTA.
- Work with the provinces and territories to dedicate additional resources to the Regulatory Reconciliation and Cooperation Table (RCT) under the CFTA.
- Work with various industries to identify and remove policy and regulatory barriers to supply chain innovation and digitization, starting with manufacturing, food processing and transportation.
- Build on Manitoba's position as a logistics centre of excellence to take advantage of opportunities that shifting supply chains might present. For example, if there is a move away from just-in-time inventory systems, there could be an enhanced role for Centreport to play in facilitating the warehousing and distribution of materials on a domestic level.
- CentrePort Canada, as North America's largest inland port, represents perhaps the single greatest economic asset in Manitoba today. As such, provincial and civic recognition of CentrePort's strategic value to our long-term economic prosperity is vital. Significant progress has been made in developing CentrePort lands in the RM of Rosser; that momentum must continue and extend to CentrePort south lands in the City of Winnipeg, which remain unrealized. Planning, zoning and permitting speeds, the role of the Special Planning Authority in CentrePort south, along with servicing of these lands, should be examined to assure CentrePort realizes its full potential for Manitoba.
- Set protocols for travel and deploy technologies that protect passenger health to support the movement of people and rebuild confidence in travel and transit.
- Commit to a long-term, stable funding arrangement with World Trade Centre Winnipeg to ensure WTC is positioned to succeed in increasing trade opportunities for Manitoba industry, in particular the export potential for recovery needs in other nations to be met by Manitoba companies.



## MODERNIZE GOVERNMENT SYSTEMS AND STRUCTURES

The pandemic forced governments to act quickly, creating and iterating new programs and new regulations in real time. For example, the Province of Manitoba developed the Manitoba Gap Protection Program in a matter of weeks, and the City of Winnipeg and the Liquor, Gaming and Cannabis Authority of Manitoba were able to create a permitting process for temporary restaurant patios within days.

However, once the pandemic subsides, governments cannot go back to their normal way of doing things. It's critical to maintain a sense of urgency to reform service delivery and adopt a "digital first" mindset.

- Manitoba should follow the lead of other jurisdictions like Ontario, Nova Scotia and the federal government in developing a digital service agency to pursue innovation across all departments and other reporting entities. The Manitoba Digital Service could also be tasked with creating policy, identifying digital infrastructure investments, and working with other governments to develop consistent standards for digital identity and online transactions.
- Learn from the agile approach to procurement that has been required during the pandemic to acquire things like PPE and temporary accommodation. While government wants to ensure fair competition to deliver the best product/service at a fair price, it has demonstrated that it can streamline procurement processes and execute tenders at much faster pace than normal.
- Update the collection and administration of healthcare data -- including the elimination of faxes -- to allow for better communication between healthcare professionals, more accurate tracking of patient conditions, increased use of data analysis for healthcare planning, and a quicker response to future public health crises.
- Create a Provincial Tax Commission to establish a modernized, streamlined tax system that is more competitive and fairer, with a specific focus on the Marginal Effective Tax Rate (METR) on new investment and the payroll tax. The commission should include representatives of government, business, the public, and tax experts and economists.
- Adopt multi-year budgets across all of government at the provincial and federal level. While adjustments will obviously be required on an annual basis to reflect economic conditions and adjustments in transfers from other levels of government, establishing a multi-year plan to coincide with each four-year term of government will provide some certainty for the civil service, community partners, industry and the public regarding the government's priorities and strategies.



## ASSISTANCE FOR BUSINESS – STABILITY AND TRANSITION

Some of the hardest hit sectors of the economy have been hospitality, retail, tourism and the arts. And with social distancing guidelines expected to remain in place for quite some time, these industries will not spring back to life without assistance. Government and industry need to work together to develop safe reopening strategies and "support local" incentives that will encourage consumer confidence.

Non-profits have also been impacted by limits on their ability to host fundraising activities or make use of volunteers and require long-term funding guarantees and short-term financial support to help them bridge the gap until they can resume normal activities.

#### WHAT'S NEEDED:

- Manitoba businesses need clear, consistent protocols for returning back to work. The provincial government should work in collaboration with individual sectors on developing and fine tuning a set of safe work protocols for each industry.
- Financial support to help small and medium-sized businesses with the cost of acquiring PPE, sanitizer, protective shields, signage and other materials to open safely. Many of these businesses were forced to close to limit the spread of COVID-19, and will not be able to resume full activity for some time due to social distancing measures and public health directives.
- A shop local campaign that not only promotes the idea of supporting independent retail, hospitality and tourism businesses, but also provides an economic incentive for making that decision.



of Manitoba businesses expect to need personal protective equipment or supplies as physical distancing measures are relaxed.

Source: Statistics Canada, Canada Survey on Business Conditions



- Permanently authorize the sale of liquor with take-out and delivery meal service by licensed establishments. This creates another revenue stream for restaurants and greater choice for consumers.
- Create emergency funding provisions (one-time funding or zero/low interest/ forgivable loans) for non-profits, charitable and voluntary organizations which may be facing a funding crisis that was created by the pandemic.
- Provide flexible measures to assist non-profits that receive funding directly from the province. This could potentially include advancing funds as soon as possible, allowing funds to be moved between budget categories, extending funding agreements concluding in 2019/20 through the 2020/21 fiscal year, postponement of implementation of administrative guidelines, and recognition that program outcomes may shift.
- Ensure that provincial programs to assist businesses with re-opening costs also apply to businesses, non-profits, charities, and social enterprises, including potential support through the Manitoba Gap Protection Program. Non-profits and charities will face similar challenges to small and mediumsized businesses in their reopening.
- The arts and culture, conference and events, and tourism sectors require clear direction and forward-looking insight into gathering sizes so they can begin to make future plans for functions like concerts, theatre performances, conventions, large meetings, luncheons and gala dinners. These events generate significant revenue for organizers, venues and suppliers, and in turn create significant economic activity and tax revenue.
- Looking longer term, Manitoba requires a focused program of assistance to enable businesses to transition to post-COVID economic realities, notably:
  - Business Recovery Fund to provide measures to assist companies with liquidity and debt load management challenges and labour skills training associated with COVID.
  - Innovation Futures Fund for small to medium sized businesses to adopt new technologies, embrace e-commerce and tackle issues of cyber security.
  - Business Continuity Planning resources that support companies in better preparing for global disruptions.



## STIMULATE ACCESS TO CAPITAL

Accessing the funding needed for business expansion was a problem in Manitoba before COVID-19, and the current economic climate exacerbates the problem. We need to foster a system in which the private and public sector can both participate to ensure businesses have the capital they need to reopen, rebuild and grow.

Capital is the lifeblood of any new venture, and one of the biggest challenges facing entrepreneurs and businesses in Manitoba is the availability of funding to grow and expand their business. This is hindering the full potential of Manitoba's business community and the economy overall.

- Assess the success of COVID financial measures and continue to modify programs to address needs within various sectors. For example, the criteria for Canada Emergency Commercial Rent Assistance, the Business Credit Availability Program, and the Manitoba Gap Protection Program could be modified to ensure these initiatives are more accessible to more Canadian businesses.
- The province should work with industry to develop a comprehensive Access to Capital Strategy that identifies all stages of capital financing, current capital availability, local gaps along the entire capital continuum (Idea Incubator Angels Venture Capital Funds Series A, B, C) and provincial initiatives to address gaps. Potential funding sources could include allocating a portion of the revenue the province collects from the payroll tax, and incentivizing Manitoba-based public pension funds to contribute.
- Invest in the development of greater local investment networks and platforms, and removal of legislative/regulatory barriers, that would allow small businesses to solicit capital directly from individual investors within the community. This could be built off the innovative Local Futures platform that was launched during the pandemic that helped businesses crowdsource donations in exchange for future discounts or other offers.



## MAKE EQUITY A PRIORITY

As we rebuild and reimagine our economy, we need to pay special attention to ensuring we don't repeat the mistakes of the past that left some people excluded from opportunities to prosper from growth. This is critical now, as this pandemic has impacted some groups much harder than others, especially in comparison to previous recessions.

#### WHAT'S NEEDED:

Build on the success of the partnership between Manitoba Housing and the social enterprise sector -- and the commitment to social impact investing through SIBs -- by expanding social procurement to more departments and agencies. This could include the incorporation of defined and relevant community benefits agreements in contracts or creating set-asides (within set limits) in purchasing for access by social enterprises, cooperatives, and/or non-profits.

#### MINORITY-OWNED BUSINESSES SEEM MORE SEVERELY IMPACTED

To what extent has this business experienced the following impacts of COVID-19?



Respondents from minority-owned businesses were more likely to report a high level of impact resulting from COVID-19, relative to other businesses

<sup>1</sup> Minority-owned businesses are defined as businesses with at least 51% ownership held by an individual who identifies as one or more of the following: woman; First Nations, Métis, or Inuit; visible minority; immigrant to Canada; person with a disability.

Source: Statistics Canada, Canada Survey on Business Conditions



- Enhanced support for COVID related impacts to mental health, homelessness, family supports and workforce training.
- Review and implement recommendations contained within the Winnipeg Chamber of Commerce's Poverty Reduction Strategy Submission (March 2018).
- Any new economic measures need to be assessed through a lens of reconciliation. Rebuilding our economy provides an opportunity to rebuild and strengthen our relationship with indigenous people and First Nations.
- A review of current government income supports, and an assessment of the strengths and weaknesses of the Canada Emergency Response Benefit.

## CONCLUSION

The COVID-19 pandemic has been one of the most disruptive events of our lifetime, and its impacts will be felt for many years to come.

But that disruption brings about opportunity to break free from some of our entrenched, inefficient ways of doing things and reimagine a province that is more innovative, more diverse, more productive, more equitable, and more resilient than it ever has been.

This is the time to go all in on economic development and government innovation. Moving slowly, or in half-measures, will only exacerbate the challenges facing every sector of the economy.

The principles and actions outlined in this playbook can help build the framework for an economic and social recovery that could make Winnipeg and Manitoba the envy of the nation. What's needed is the commitment and investment from government and business to turn these ideas into action.