Minute No. 463
Report – Executive Policy Committee – July 8, 2009

Item No. 5 **New Strategic Infrastructure Deficit**
eFile S-7

COUNCIL DECISION:

Council concurred in the recommendation of the Executive Policy Committee and adopted the following:

1. That the Public Service report on a new estimate for New Strategic Infrastructure Deficit dated July 2, 2009, be received as information.

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

Report – Executive Policy Committee – July 8, 2009

DECISION MAKING HISTORY:

Moved by His Worship Mayor Katz,
That the recommendation of the Executive Policy Committee be adopted.

Carried

Councillor Vandal asked to be recorded as having voted against the item in accordance with Rule 47(7) of The Procedure By-law No. 50/2007.

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On July 8, 2009, Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service and submitted the matter to Council.

ADMINISTRATIVE REPORT

ISSUE: NEW STRATEGIC INFRASTRUCTURE DEFICIT – NEW ESTIMATE

CRITICAL PATH: SECRETARY OF STRATEGIC INFRASTRUCTURE RENEWAL – EXECUTIVE POLICY COMMITTEE - COUNCIL

AUTHORIZATION

Author	Department Head / Deputy CAO	CFO	CAO
Georges Chartier	Alex Robinson	Mike Ruta	Alex Robinson Mike Ruta Deputy CAOs

RECOMMENDATIONS

1. **That this report on a new estimate for New Strategic Infrastructure Deficit be received as information.**

IMPLICATIONS OF THE RECOMMENDATIONS

- This report provides an estimate for the 2009 New Strategic Infrastructure Deficit.
- New Strategic Infrastructure Deficit includes new infrastructure to service growth and to meet new federal or provincial regulations. It does not include new construction to replace existing infrastructure or as a result of consolidation/closing of existing facilities.
- Cross departmental working group was established to determine the infrastructure deficit.
- The total infrastructure deficit for the City's new strategic infrastructure is estimated at $3.6 billion over the next 10 years, calculated in constant 2009 dollars.

REASON FOR THE REPORT:

The Secretary of Strategic Infrastructure Renewal requested an updated estimate for New Strategic Infrastructure Deficit.

HISTORY

Defining the terms:

"Existing Infrastructure" includes renewal, replacement and reconstruction of any existing infrastructure including new construction as a result of consolidation or closing of existing facilities.

> For example, if two libraries were closed and a new regional library was built in the same vicinity, the new regional library is still considered a replacement of existing infrastructure and not considered new strategic infrastructure. Thus if the new construction does not increase the inventory of the asset group, then it is categorized as existing infrastructure work.

"New Strategic Infrastructure" includes new infrastructure to service growth and to meet new federal or provincial regulations. It does not include new construction to replace existing infrastructure or as a result of consolidation/closing of existing facilities.

"Infrastructure Deficit", as defined by Public Sector Accounting Board*, "is the added investment in (infrastructure) assets that would be required to maintain them at appropriate service levels and in a good state of repair". The City's asset management professionals used best practices to determine the funding level and timing with the goal of achieving the lowest long term preservation costs for the infrastructure.

* *The Public Sector Accounting Board (PSAB) issues standards and guidance with respect to matters of accounting in the public sector. PSAB issues such standards and guidance to serve the public interest by strengthening accountability in the public sector through developing, recommending and gaining acceptance of accounting and financial reporting standards of good practice.*

To estimate the infrastructure deficit the following method was used:

1) Identified the total required work (for both existing and new strategic) over the next 10 years in order to "maintain the infrastructure at an appropriate service level and in a good state of repair" and estimated the costs in 2009 dollars.
2) Determined the likely capital funding available by extending the 6 year capital budget to an estimated 10 year capital funding.
3) The required work minus the funding available over the next 10 years estimated the infrastructure deficit.

There have been previous estimates of Winnipeg's infrastructure deficit:

- Strategic Infrastructure Reinvestment Policy (SIRP) report (1998) and;
- New Deal information (2003)

- Adjusted for construction inflation of 2003 New Deal numbers, as well as new Federal Gas Tax funding and new Provincial capital funding (2007)

Infrastructure Deficit	Annual Deficit	10 Year Amount	
SIRP (1998) (renewal only)	$82 million	$0.8 billion	In 1998 dollars
New Deal (2003)	$188 million	$1.8 billion	In 2003 dollars
Adjusted 2003 New Deal (2009)	$250 million	$2.5 billion	In 2009 dollars

In the fall of 2008, Councillor Wyatt was named the Secretary of Strategic Infrastructure Renewal with the main goal of providing focused public policy solutions relating to the City's infrastructure deficit.

DISCUSSION:

Factors that have influenced the growth in the infrastructure deficit:

- Old infrastructure needs renewal – during the 1950s, 60s and 70s, the City experienced significant growth with corresponding new infrastructure being built as a result of the baby boomer generation. Much of this infrastructure is now 40 to 60 years old and needs renewal.
- Capital spending has been deferred – during the 1990s the City was borrowing large sums annually to build new infrastructure and renew existing infrastructure. With no population growth and the City's debt having grown to over $1 billion, the City stopped borrowing in 1998.
- Possible funding that could have been used for capital was used to balance the operating budget – with the debt being paid down over the last decade, the freed up interest payments were used to fund operations instead of increasing capital spending. As well, the increased GST exemption was used to fund operations.
- Asset management practices implemented – City Departments have set up asset management units and are implementing best practice to manage the City's infrastructure. This more detailed / sophisticated examination has resulted in additional infrastructure deficit items being identified.
- Construction inflation – Between 2000 and 2008, Winnipeg's overall construction inflation is estimated at 68%. Thus even if the City infrastructure deficit inventory backlog was not growing, it would still cost 68% more to repair today than it did in the year 2000.

Thus in addition to some capital projects being deferred, the City's financial debt of the 1990's has been replaced by an infrastructure debt.

Capital Budget

Over the past decade, the City of Winnipeg has increased its Capital Budget as shown in the chart below, from a total capital of $120 million in 2001 to that of $476 million in 2009. The recent increased funding is partially due to several large one time projects (new water treatment plant, upgrades to sewage treatment plants, Disraeli Bridge and rapid transit) which have been facilitated by increased capital funding from the federal and provincial governments.

Winnipeg's Capital Budgets, 2001 to 2009 (in millions $)

	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010F	2011F	2012F	2013F	2014F
Roads	31	68	52	32	55	62	157	180	97	65	65	68	66	69
Transit	11	11	19	14	15	32	42	17	165	28	27	27	29	30
Other Tax Supported	25	29	41	48	30	50	73	94	58	65	38	45	49	52
Water, Sewer, LD	53	62	61	111	198	164	156	131	157	153	257	246	165	81
Total	120	170	173	205	298	308	427	421	476	310	387	387	308	232

Even with recent increased capital spending, the forecasted budget years show a declining level of planned capital spending.

Construction Inflation

An aspect which is negatively affecting the buying power of the capital budget is construction inflation. Between 2000 and 2008, Winnipeg's overall construction inflation is estimated at 68%. Thus on average it costs 68% more in 2008 to renew an infrastructure item than it did in the year 2000. For comparison, Winnipeg's consumer price index (CPI) during this same period was 18%.

What is also concerning, for some service areas, the infrastructure deficit (or capital funding shortfall) is still growing and that the average condition of the infrastructure is declining.

Public Opinion Survey

The most recent Probe Research Omnibus poll, March 2009, on the most important issue or concern of Winnipeggers, shows Crime at 34% and Infrastructure at 33%. In essence these two issues are tied in first place as being the most important issue of Winnipeggers.

Best Practices

The Public Service's various service areas are either at or moving towards best practices with respect to asset management of the City's infrastructure. Industry standards exist for some service areas but not all.

Replacement Value

The City has calculated the replacement value for much of the City's infrastructure, but currently there are gaps. Over the next year, the City should be in a position to state the replacement cost of the City's existing infrastructure inventory. This would provide additional context to the significance of the infrastructure deficit.

Population Growth:
The most recent population forecast was developed by the Conference Board of Canada in June 2007. The City of Winnipeg is forecasted to grow by 188,000 people over the next 25 years with a corresponding need for 87,000 more dwelling units of which about half will be apartment units. As comparison, once completed Waverley West is expected to have 11,500 dwelling units. Thus the City's recent growth is expected to continue, and this will necessitate additional capital projects (roads, bridges, water and sewer extensions, and facilities (libraries, fire, police recreation, etc). The full Conference Board of Canada report is posted on the City's website at: http://winnipeg.ca/cao/pdfs/population_forecast.pdf

Changing Provincial and Federal Legislation:
For wastewater treatment, provincial environmental and operating license legislation has required the service to go through a $1.2 billion upgrade of its wastewater treatment plants.

New Strategic Infrastructure Deficit – New 2009 Estimate
In December 2008, the Public Service established an internal cross departmental working group of department heads, managers and specialist to review the condition of the City's infrastructure. This was the first time since SIRP that the departments met to discuss the infrastructure deficit. A consistent methodology was established, significant information sharing occurred and a more complete package was assembled.

The Public Service working group reviewed the new infrastructure needs of the City of Winnipeg taking into account the Conference Board's population forecast and City staff knowledge of growth areas of the City. This work should be redone once the City develops a new Plan Winnipeg.

An estimate was determined for the additional funding (over and above the capital budget forecast) required over the next 10 years to meet the needs but maintaining the infrastructure at its current service condition. Also estimated was the additional funding required to maintain the City's infrastructure at an appropriate asset management condition which in many cases is above the current service condition. Both components together make up the total New Strategic Infrastructure Deficit.

New Strategic Infrastructure Deficit (in 2009 dollars)

	Annual Deficit	10 Year Amount
Funding shortfall to maintain Infrastructure at current conditions (2008)	$180 million	$1.8 billion
Additional shortfall to maintain at appropriate asset management condition	$180 million	$1.8 billion
Total New Strategic Infrastructure Deficit	**$360 million**	**$3.6 billion**

Thus the infrastructure deficit for the City's New Strategic Infrastructure totals $3.6 billion over the next 10 years, calculated in constant 2009 dollars. It should be noted that over 85% of New Strategic Infrastructure Deficit is related to Transportation projects (roads, bridges and transit). The table below shows the detail by service areas.

New Strategic Infrastructure Deficit – Detail by Service Areas
Unfunded projects over the next 10 Years, in $ millions

	Capital	Operating	Total
Bridges	$200	$4	$204
Roads - Regional	$1,524	$0	$1,524
Roads - Local & Lanes	$0	$0	$0
Active Transportation	$93	$1	$94
Transit	$1,147	$91	$1,238
Parks	$167	$26	$193
Riverbanks	$0	$0	$0
Land Drainage	$0	$0	$0
Flood Protection	$0	$0	$0
Buildings			
- Police	$15	$0	$15
- Fire Paramedic	$3	$15	$18
- Libraries	$8	$0	$8
- Pools, Arenas, Parks, Rec.	$142	$0	$142
- Parkades (3 city owned)	$0	$0	$0
- Administrative Bldgs	$15	$0	$15
Tax Supported Sub-Total	**$3,314**	**$137**	**$3,451**
Water - Treatment	$0	$0	$0
Water - Distribution	$15	$0	$15
Sewage - Collection	$34	$0	$34
Sewage - Treatment	$90	$15	$105
Solid Waste	$0	$0	$0
Utility Sub-Total	**$139**	**$15**	**$154**
Total New Strategic	**$3,453**	**$152**	**$3,605**

Appendix A helps to define the various service areas.

It should be noted that with limited access to funding, choices will likely be required to come to terms with competing priorities or choices. For example: funding expansion of existing roads vs. rapid transit.

Below is a sample list of New Strategic Infrastructure Deficit projects identifying some of the larger projects included in the table above.

Bridges:
- Plessis Road at CNR Mainline ($30 M)
- Waverley Street at CNR Mainline ($80 M)

Regional Roads:
- Kenaston Boulevard – widening Taylor to St James Bridge ($70 M)
- Kenaston Boulevard – extending south to Perimeter ($60 M)
- Fermor Ave – widening from Lagimodiere to City Limit (21 M)
- Donald St – widening Confusion Corner to river ($10 M)

Mayor's Trade Council Recommendations:
- 10 projects (roads and bridges) totalling $350 M

Rapid Transit:
- Stage 2 of SouthWest Corridor ($210 M)
- Eastern Corridor ($250 M)
- Additional 3 corridors (airport, southeast, northeast) estimated at $650 M

Water & Wastewater:
- Centreport: water distribution and wastewater collection ($25 M)
- Biosolids green energy production facility ($90 M)

Community Services:
- Assiniboine Park Enterprises: city share to park redevelopment ($38 M)
- Recreational Facilities ($100 M)

Financial Impact Statement **Date:** July 2, 2009

Project Name: Infrastructure Deficit

COMMENTS: Received as information

original signed by Radhika Abeysekera
Manager of Finance (Campus)
Corporate Finance Department

IN PREPARING THIS REPORT THERE WAS:

Internal Consultation With and Concurrence By:

- **Public Works**
- **Water and Waste**
- **Transit**
- **Community Services**
- **Planning, Property & Development**
- **Police Service**
- **Fire Paramedic Service**
- **Corporate Finance**

External Consultation With:
none

THIS REPORT SUBMITTED BY:

Department: Office of the CFO
Division:
Prepared by: Georges Chartier, City Economist
Report Date: July 2, 2009
File No.

Appendix A

Helping to Define the Services Areas

Service Areas	Components
Bridges	Bridges, structural culverts, overhead structures (signs)
Roads - Regional	Regional, Arterials, regional sidewalks, traffic signals
Roads - Local & Lanes	Local streets, back lanes, alleys, local sidewalks
Active Transportation	Regional bicycle paths / walkways
Transit	Bus purchases, rapid transit, bus shelters, bus garage
Water - Treatment	Water treatment plant, Shoal Lake intake, aqueducts, reservoirs, 3 regional pumping stations and reservoirs
Water - Distribution	Watermains, feedermains, fire hydrants, valves, river crossings
Sewage - Collection	sewermains, interceptors, forcemains, pumping stations, river crossings
Sewage - Treatment	3 sewage treatment plants
Land Drainage	Land drainage sewers, river outfalls, stormwater retention basins
Flood Protection	Primary dike, flood pumping stations
Solid Waste	Landfill
Parks	Regional and local parks, benches, playgrounds, sports fields, boulevards
Riverbanks	Riverbank stabilization along city owned property
Buildings	
- Police	Police stations
- Fire Paramedic	Fire stations, Ambulance stations
- Libraries	Libraries
- Pools, Arenas, Parks, Rec.	Arenas, Assiniboine Park, community centres, day care centres, senior centres, indoor pools, outdoor pools, wading pools, Parks buildings, sport field houses, golf courses
- Parkades (3 city owned)	Parkades, three owned by City
- Administrative Bldgs	Various city owned buildings used as city offices