APPENDIX A

Winnipeg

Road Construction Working Group Report



July 2019



Background

During the 2018 municipal election, Mayor Brian Bowman committed to establish a working group to provide concrete and practical recommendations on ways to improve the overall road construction process. Specifically, the Mayor committed to examine ways to improve communication with affected residents and businesses; extend the successful early tendering process for regional roads to include local roads; and utilize 24/7 construction where cost effective along with other options to accelerate project construction, including a review of working hours and days.

On May 27, 2019, the Mayor announced the formation of the Road Construction Working Group (the "Working Group"). The Working Group would report back, through the Working Group Chair, Councillor Matt Allard, with recommendations within 60 days of its inaugural meeting.

Working group membership & meeting dates

Membership of the Working Group included:

- Councillor Matt Allard, Chair, Standing Policy Committee on Infrastructure Renewal and Public Works, City of Winnipeg
- Jim Berezowsky, Director, Public Works, City of Winnipeg
- Felicia Wiltshire, Director, Customer Service & Communications, City of Winnipeg
- Chris Lorenc, President, Manitoba Heavy Construction Association
- Ron Hambley, President, Winnipeg Construction Association
- Brad Cook, President, Association of Consulting Engineering Companies – Manitoba
- Jonathan Alward, Director, Provincial Affairs, Canadian Federation of Independent Business – Manitoba

The Working Group met on May 29, June 10, July 3, and July 4, 2019. The Working Group concurred ongoing collaboration between the City of Winnipeg and industry following submission of the final report to the Mayor would be beneficial.

Working Group meetings were focused on three major topics:

a) improved communication with affected residents and businesses;

b) alignment of the road construction tendering process with the City's budget process; and

c) 24/7 road construction.

Working group commentary

The Working Group concurred earlier planning leads to more effective two-way communication with affected residents and businesses. Clear and proactive communication with affected residents and businesses helps improve the overall road construction process. Currently, there exists a communication gap between the time projects are approved to proceed, the time of tender award, the issuance of public notices, and project start dates. It was suggested communications should commence at the preliminary design stage to allow for discovery, and the consultant play a larger role in this process.

Communication methods and timeframes between the City of Winnipeg (City), contractors, and affected residents and businesses should be standardized, and business groups could assist in notifications for large road projects. The City should continue developing templates to assist contractors in communicating projects to affected residents and businesses.

With respect to the alignment of processes, the Working Group agreed earlier tendering and timelier contract award would yield significant efficiencies and cost savings. Earlier tendering creates a more competitive bidding environment and a more streamlined road construction process. Multi-year road construction programs, aligned with the forthcoming a multi-year budgeting approach adopted by Council, would also lead to better planning, provide greater certainty to industry, and maximize value to taxpayers. Furthermore, the Working Group agreed more flexible contract administration and construction start dates, including the introduction of a more balanced approach to performance related penalties and bonuses in road contracts, would improve productivity.

In reviewing the City's current procurement processes, the Public Service recognized a number of internal systems associated with project selection and procurement of contractor services needed to be updated and improved. The procurement of consulting engineering services appears to be the area where the greatest productivity gains can be realized. In this vein, the Working Group endorsed the merits of Qualifications Based Selection (QBS) for complicated engineering and design work.

QBS was viewed as a tool the City could utilize to maximize value and efficiency, and minimize administrative and other costs. However, it is acknowledged QBS is more appropriate for complex infrastructure projects rather than standard road reconstruction and rehabilitation.

The City utilizes prequalified contractor lists for certain work. Master Service Agreements (MSA), which involve a contractual relationship between the City and prequalified contractors, were cited by the Working Group as another tool the City could utilize for less complicated road projects. The City could also utilize a similar arrangement to procure consulting assignments for smaller projects.

The Working Group agreed additional measures should be explored to enable faster and more efficient location of underground utilities associated with road construction projects to streamline projects, to minimize or eliminate delays, and to minimize or eliminate the risk of damaging important infrastructure. The Working Group noted any change to this process would require a change in provincial legislation.

Finally, the Working Group wished to see more effective traffic flow and lane closure methods applied to road projects in order to minimize disruptions to motorists, cyclists, pedestrians, residents, and businesses.

In response to the public's desire to see 24/7 construction – particularly overnight work – applied to road projects to speed up schedules, the Working Group cautioned 24/7 construction is not a silver bullet and should be considered on a case-by-case basis and where appropriate. In many cases, 24/7 construction is simply not practical, given noise related concerns and resource availability. Overnight work safety was also flagged as a concern. However, the Working Group acknowledged extended working days and daylight hours for specific projects would be advantageous, especially during the summer. The City already allows 24/7 construction on some projects, such as diamond grinding on Bishop Grandin Boulevard, Pembina Highway, Kenaston Boulevard, and Sterling Lyon Parkway. The Working Group agreed the City should explore further opportunities for 24/7 construction where it makes sense.

Working group recommendations

The following recommendations are presented to the Mayor for consideration:

A. IMPROVED COMMUNICATION WITH AFFECTED RESIDENTS AND BUSINESSES

1. That engineering consultants engage affected residents and businesses at the preliminary design stage – well in advance of project start dates – to better plan and stage road projects and minimize impact;
2. That both affected owners and tenants be notified well in advance of forthcoming road projects;
3. That communication methods and timeframes between the City of Winnipeg, contractors, and affected residents and businesses be standardized to the extent possible; and
4. That organizations, including but not limited to, the Canadian Federation of Independent Business, the Winnipeg Chamber of Commerce, and the Business Improvements Zones, be leveraged in the communication of large road projects.

B. ALIGNMENT OF ROAD CONSTRUCTION TENDERING PROCESS WITH CITY BUDGET PROCESS

1. That the City of Winnipeg adopt multi-year road construction programs, aligned with the forthcoming multi-year budgeting approach adopted by Council, to allow for better planning, provide greater certainty to industry, and maximize value to taxpayers;
2. That the City of Winnipeg award consulting assignments for road work – where applicable – the year prior to the following year's construction projects;
3. That the City of Winnipeg tender 70% to 80% of the following year's road work from November to January, and the balance from January to March;
4. That the City of Winnipeg introduce flexible contract administration and construction start dates to improve productivity;
5. That the City of Winnipeg consider introducing a more balanced approach to performance related penalties and bonuses in road contracts to improve productivity;
6. That the City of Winnipeg extend early tendering and timely contract award practices to local road projects;
7. That the City of Winnipeg consider increasing its use of prequalified contractors and potentially Master Service Agreements (MSA) for road reconstruction and rehabilitation projects and smaller consulting assignments;
8. That the City of Winnipeg utilize Qualifications Based Selection (QBS) for more complex infrastructure projects;
9. That the City of Winnipeg call on the Province of Manitoba to introduce legislation, potentially modelled on Ontario's *Underground Infrastructure Notification System Act 2012*, which requires all owners of buried infrastructure in the public right of way to register that infrastructure under a single registry; and
10. That the City of Winnipeg explore applying more effective traffic flow and lane closure methods to road projects in order to minimize disruptions to motorists, cyclists, and pedestrians.

C. 24/7 CONSTRUCTION

1. That the City of Winnipeg allow contractors to work extended days and daylight hours, especially during the summer, to speed up construction schedules; and
2. That 24/7 construction be considered on a case-by-case basis and where appropriate.

D. CONTINUITY

1. That the Working Group be reconvened within one (1) year to review progress on implementation of the above-mentioned recommendations; and
2. That the Working Group be reconvened within two (2) years to evaluate improvements to the overall road construction process resulting from the above-mentioned recommendations.



More information

For more information on road construction in Winnipeg, see: **winnipeg.ca/roadconstruction**



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