Minute No. 679
Report – Standing Policy Committee on Infrastructure Renewal and Public Works – July 5, 2022

Item No. 5 Warranted Projects within the Traffic Engineering Improvement Program

COUNCIL DECISION:

Council did not concur in the recommendation of the Executive Policy Committee, and as such, the item was not adopted.

Report – Standing Policy Committee on Infrastructure Renewal and Public Works – July 5, 2022

DECISION MAKING HISTORY:

Moved by Councillor Allard,

That the recommendation of the Standing Policy Committee on Infrastructure Renewal and Public Works, as amended by the Executive Policy Committee, be adopted.

In amendment,

Moved by Councillor Allard,
Seconded by Councillor Rollins,

BE IT RESOLVED that Item 5 of the Report of the Standing Policy Committee on Infrastructure Renewal and Public Works dated July 5, 2022 be amended by adding the following new Recommendations 4 and 5 and renumbering the remaining accordingly:

"4. That a new capital external borrowing authority of $1,503,570 be approved for the tax-supported Fund for 2022.

5. That in order to fund the additional operating costs for debt servicing, the operating budget of the Public Works department be increased by $30,075 in 2023, and operating budget forecasts be increased by $94,435 for subsequent years per the amounts identified in Attachment A."

The motion for the adoption of the amendment moved by Councillor Allard and seconded by Counicllor Rollins was put.

Councillor Allard called for the yeas and nays which were as follows:

Yea: Councillors Allard, Chambers, Gilroy, Mayes, Orlikow, Rollins, Santos and Schreyer 8

Nay: His Worship Mayor Bowman, Councillors Browaty, Eadie, Gillingham, Klein, Lukes, Nason and Sharma 8

and the motion for the adoption of the amendment moved by Councillor Allard and seconded by Councillor Rollins was declard lost due to a tie vote.

Report – Standing Policy Committee on Infrastructure Renewal and Public Works – July 5, 2022

DECISION MAKING HISTORY (continued):

The motion for the adoption of the Item was put.

Councillor Allard called for the yeas and nays which were as follows:

Yea: Councillors Allard, Chambers, Gilroy, Mayes, Orlikow, Rollins, Santos and Schreyer 8

Nay: His Worship Mayor Bowman, Councillors Browaty, Eadie, Gillingham, Klein, Lukes, Nason and Sharma 8

and the item was declard lost due to a tie vote.

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On July 13, 2022, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Infrastructure Renewal and Public Works, with the following amendment:

- Add the following new Recommendation 3 and renumber the remaining recommendations accordingly:

  "3. That $1,503,570 be approved for the installation of low-mounted flashing lights at lighted pedestrian crosswalks at locations identified in the warranted but unfunded Traffic Engineering Improvement program projects outlined in Appendix B, funded through external debt."

and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On July 5, 2022, the Standing Policy Committee on Infrastructure Renewal and Public Works received the amending motion as information, and submitted the following to the Executive Policy Committee and Council:

1. That the report of the Winnipeg Public Service be received as information.

Report – Standing Policy Committee on Infrastructure Renewal and Public Works – July 5, 2022

DECISION MAKING HISTORY (continued):

STANDING COMMITTEE RECOMMENDATION (continued):

2. That the Winnipeg Public Service be directed to report back to Council through the Standing Policy Committee on Infrastructure Renewal and Public Works, on the status of all capital projects funded through the Traffic Engineering Improvement Program since 2018, which according to the May open capital project list total more than $5 million.

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

COUNCIL DECISION:

On June 23, 2022, Council referred back Item 4 of the Report of the Standing Policy Committee on Infrastructure Renewal and Public Works dated April 6, 2022.

Further, On June 23, 2022, Council referred the following amending motion to the Standing Policy Committee on Infrastructure Renewal and Public Works for consideration:

WHEREAS on June 15, 2022 the Executive Policy Committee recommended to Council that $1,503,570 be allocated to approve the installation of low-mounted flashing lights at lighted pedestrian crosswalks at locations identified in the warranted but unfunded Traffic Engineering Improvement program projects outlined in Appendix B, by reallocating the funds identified from some local street renewal projects scheduled in the St. Boniface Ward;

AND WHEREAS it has been known to the public service since 2013 that low level lights at mounted pedestrian crossings are a low cost and effective way to better safety at lighted pedestrian crosswalks;

AND WHEREAS on June 16th, 2022, the Public Service invited Council for an update on the Road Safety Strategy, to which $2.5M in federal gas tax money was assigned in November 2019 which has yet to be spent;

AND WHEREAS the May monthly open capital report identifies $3,119,347 in budgeted Transportation Engineering Improvement Program (TEIP) funds not yet expended in addition to the $2.5 million in 2019 federal gas tax money (2019) earmarked for the Road Safety Strategy, including (reference is here: https://winnipeg.ca/finance/CapitalExpenditures/2022/202204CapitalExpendituresMonthlyReport.pdf;

Report – Standing Policy Committee on Infrastructure Renewal and Public Works – July 5, 2022

DECISION MAKING HISTORY (continued):

COUNCIL DECISION (continued):

1. $225,000 in 2018 (20.47% of budget unspent)
2. $1,191,745 in 2020 (62.72% of budget unspent)
3. $1,702,602 in 2021 (75.74% of budget unspent)

AND WHEREAS in three of the last four years, less than 50% of budgeted funds in the TEIP program were expended;

THERFORE BE IT RESOLVED that that Item 4 of the Report of the Standing Policy Committee on Infrastructure Renewal and Public Works dated April 6, 2022 be amended by deleting Recommendations 2 and 3 and replacing them with the following:

"2. That the Winnipeg Public Service be directed to report back to Council through the Standing Policy Committee on Infrastructure Renewal and Public Works, on the status of all capital projects funded through the Transportation Enhancement Improvement Program since 2018, which according to the May open capital project list total more than $3,119,347.

3. That where capital projects in the Traffic Engineering Improvement program which have not yet started or that can be reassigned, the Public Service expedite the reallocation of the use of these funds to create a new budget authorization, to fund the $1,508,700 for the installation of low-mounted flashing lights at lighted pedestrian crosswalks at locations identified in the warranted but unfunded Traffic Engineering Improvement program projects outlined in Appendix B, that some members of the Public Service have recommended as a low cost and effective way to better safety at pedestrian crossings since 2013."

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On June 15, 2022, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Infrastructure Renewal and Public Works, with the following amendment:

- Delete Recommendations 2 and 3 and replace with the following:

Report – Standing Policy Committee on Infrastructure Renewal and Public Works – July 5, 2022

DECISION MAKING HISTORY (continued):

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

"2. That $1,503,570 be allocated to approve the installation of low-mounted flashing lights at lighted pedestrian crosswalks at locations identified in the warranted but unfunded Traffic Engineering Improvement program projects outlined in Appendix B, by reallocating the funds identified from some of the following local street renewal projects scheduled in the St. Boniface Ward:

A. 2022 Local Street Renewal Projects:

i. Bluewater Crescent – Cherwell Road to Cherwell Road

B. 2023 Local Street Renewal Projects:

i. Brookhaven Bay – Lakewood Boulevard to Lakewood Boulevard
ii. Stillwater Road – Brookhaven Bay to Willowlake Crescent
iii. Tahoe Bay – Lakewood Boulevard to Lakewood Boulevard
iv. Fallbrook Bay – Pebble Beach Road to Pebble Beach Road
v. Gatineau Bay – Crestwood Crescent to Crestwood Crescent
vi. Agate Bay – Drake Boulevard to Drake Boulevard

3. That the Winnipeg Public Service be directed to return any unused funds to local street renewal projects in the St. Boniface Ward."

and submitted the matter to Council.

David Grant submitted a communication dated June 14, 2022, with respect to the matter.

COUNCIL DECISION:

On May 26, 2022, Council concurred in the recommendation of the Executive Policy Committee and adopted the following:

1. That in accordance with Section 56(4) of the Procedure By-law No. 50/2007, an extension of time of 30 days be granted for the Executive Policy Committee to submit a recommendation on the matter.

Report – Standing Policy Committee on Infrastructure Renewal and Public Works – July 5, 2022

DECISION MAKING HISTORY (continued):

COUNCIL DECISION (continued):

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

David Grant submitted a communication dated May 25, 2022 with respect to the matter.

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On May 18, 2022, the Executive Policy Committee submitted the following to Council:

1. That in accordance with Section 56(4) of the Procedure By-law No. 50/2007, an extension of time of 30 days be granted for the Executive Policy Committee to submit a recommendation on the matter.

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

The following persons submitted communications:

- David Grant submitted a communication dated May 17, 2022, with respect to the matter;
- Chris Lorenc, President, Manitoba Heavy Construction Association, submitted a communication dated May 18, 2022, in opposition to the matter

On April 20, 2022, the Executive Policy Committee laid the matter over for 30 days.

STANDING COMMITTEE RECOMMENDATION:

On April 6, 2022, the Standing Policy Committee on Infrastructure Renewal and Public Works concurred in the recommendation of the Winnipeg Public Service, with the following amendment:

- Add the following new Recommendations:

    "2. That the Road Renewal Reserve be used to fund the warrented but unfunded Traffic Engineering Improvement Program projects listed in Appendix B.

Report – Standing Policy Committee on Infrastructure Renewal and Public Works – July 5, 2022

DECISION MAKING HISTORY (continued):

STANDING COMMITTEE RECOMMENDATION (continued):

3. That the Winnipeg Public Service be directed to complete the installation of the warrented but unfunded Traffic Engineering Improvement Program projects listed in Appendix B as soon as possible.

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

and submitted the matter to the Executive Policy Committee and Council.

On March 8, 2022, the Standing Policy Committee on Infrastructure Renewal and Public Works granted a further extension of time of 60 days for the Winnipeg Public Service to report back on the matter.

On January 13, 2022, the Standing Policy Committee on Infrastructure Renewal and Public Works granted a further extension of time of 60 days meeting for the Winnipeg Public Service to report back on the matter.

David Grant submitted a communication dated January 12, 2022, with respect to the matter.

On November 5, 2021, the Standing Policy Committee on Infrastructure Renewal and Public Works granted an extension of time of 60 days for the Winnipeg Public Service to report back on the matter.

On September 15, 2021, the Standing Policy Committee on Infrastructure Renewal and Public Works passed the following motion:

BE IT RESOLVED that the Winnipeg Public Service be directed to report back to the Standing Policy Committee on Infrastructure Renewal and Public Works in 60 days with a listing of the following within the Traffic Engineering Improvement Program:

1. Projects that are warranted and fully funded

2. Projects that are warranted and unfunded

ADMINISTRATIVE REPORT

Title: Warranted Projects within the Traffic Engineering Improvement Program

Critical Path: Standing Policy Committee on Infrastructure Renewal and Public Works

AUTHORIZATION

Author	Department Head	CFO	CAO
D. Patman, P. Eng.	J. Berezowsky	C. Kloepfer	M. Jack

EXECUTIVE SUMMARY

The Traffic Engineering Improvement Program (TEIP) is an ongoing capital program with a very broad scope. Funding is used to implement many different projects including new traffic signals, pedestrian crossing improvements, advanced warning flashers, roadside safety improvements, traffic calming, traffic sign upgrades, railway crossing compliance/improvements, research studies, and operational reviews.

Each year, a portion of that year's funding is proactively planned for transportation engineering improvements while some of the funding is reserved to implement on an as-needed basis as high priority or safety-related new projects arise throughout the year.

A list of the warranted projects that are planned to be implemented total $2,275,000 using funding from the 2022 budget and are included in Attachment A. New budget allocations for 2022 include:

- $1,000,000 (of the estimated total cost of $2,775,000) in 2022 for the installation of warranted pedestrian crossing control at various locations (as detailed in the September 2021 SPC-IRPW Report).
- $145,000 (of the estimated total cost of $1,650,000) in 2022 to upgrade existing pedestrian corridors with low-mounted flashing lights to meet current internal design guidelines.

A list of the warranted projects that do not have funding identified or are expected to be implemented using funding from 2023 or later budgets is included in Attachment B. The total estimated cost of the unfunded projects to be funded by the 2023 or later budgets (including the unfunded portions of the previously reported pedestrian crossing improvements, and pedestrian corridor low mounted flashing lights) is estimated at $7,886,070.

It is also critical to note that TEIP funding is not the only limiting factor to completing additional projects. Many projects on the unfunded list exist at a conceptual design level. Only locations that are prioritized for construction each year have additional work completed including further site review, detailed design, consultation (in some cases), traffic signal timing coordination, and then construction. In addition to the consideration of available budget to construct these projects, there is also a lack of human resources to design and coordinate them. Current

staffing levels within the Public Works Department would not be able to accommodate the design and construction of all of these projects in an immediate timeframe.

RECOMMENDATIONS

1. That this report be received as information.

REASON FOR THE REPORT

On September 15, 2021 the Standing Policy Committee on Infrastructure Renewal and Public Works directed the Winnipeg Public Service to report back in 60 days with a listing of the following within the Traffic Engineering Improvement Program:

- Projects that are warranted and fully funded
- Projects that are warranted and unfunded

Subsequent extensions of time were granted by the SPC-IRPW for the Public Service to report back.

IMPLICATIONS OF THE RECOMMENDATIONS

As this report is for information purposes only, there are no implications.

HISTORY/DISCUSSION

INTRODUCTION AND BACKGROUND

The Traffic Engineering Improvement Program (TEIP) is an ongoing capital program with a very broad scope. Funding is used to implement many different projects including new traffic signals, pedestrian crossing improvements, advanced warning flashers, roadside safety improvements, traffic calming, traffic sign upgrades, railway crossing compliance/improvements, research studies, and operational reviews.

The 2022 Adopted Budget and the 5-year forecasted budget are summarized in Table 1.

Budget ($000's)	**2022**	**2023**	**2024**	**2025**	**2026**	**2027**
2022 Budget	$2,460	$1,264	$1,200	$1,374	$1,402	$3,294

Table 1 - 2022 Adopted Budget and 5-year budget forecast for TEIP

The 2022 Budget includes the following budget allocations:

- $1,000,000 (of the estimated total cost of $2,775,000) in 2022 for the installation of warranted pedestrian crossing control at various locations (as detailed in the September 2021 SPC-IRPW Report *"Unfunded Pedestrian Crossing Control Treatments for Traffic*
- *Engineering Improvement Program Budget"*).

- Additional funding in 2022, 2023, 2025, and 2026 of $580,000, with an additional $1,070,000 forecasted in 2027, to upgrade existing pedestrian corridors with low-mounted flashing lights to meet current internal design guidelines.

Each year, a portion of that year's funding is proactively planned for transportation engineering improvements while some of the funding is reserved to implement on an as-needed basis as high priority or safety-related new projects arise throughout the year. Without this reserved funding, any new project that came up during the year would have to be held until the following year when it could be prioritized.

The TEIP budget is often used as a catchall for any improvement to the transportation network outside of another capital project. The projects may range in cost from $5,000 for installing a new left turn signal phase to over $400,000 for installing a new railway crossing warning system.

Many of the improvements funded by the TEIP are responses to 311 service requests by citizens, requests from Councillors, or direction from SPC-IRPW. The budget required to implement all of the requests each year is larger than the funding available, which means that projects are often carried over to future years.

Historically, the majority of TEIP spending has been in a reaction to a specific concern for improved infrastructure at an isolated intersection. Unfunded projects with city-wide implications or large scope and budget requirements are often excluded from the TEIP because they could not reasonably be funded without using the majority of the funding. These projects are submitted to the Public Works Capital Budget prioritization process for future funding considerations.

WARRANTED AND FUNDED PROJECTS

At the July 7, 2021, meeting of SPC-IRPW, the Public Service presented a report titled "*Update on the Traffic Engineering Improvement Program*." This report outlined the planned work to be completed with funds that were already secured in 2021 or earlier budgets.

Subsequently, the 2022 Budget was adopted and several new projects can now be funded. A list of the warranted projects that are planned to be implemented using funding from 2022 is included in Attachment A. Planning and design for many of these projects has already begun.

Approximately $185,000 of the 2022 budget is temporarily reserved as a contingency for cost overruns or to fund high priority or safety-related projects that arise throughout the year.

WARRANTED AND UNFUNDED PROJECTS

For the purpose of this report, projects that do not have funding identified or are expected to be implemented using funding from 2023 or later budgets are included as "unfunded" projects. As new projects are identified, the prioritization could change and this approach ensures all projects that do not have funding secured are included in this report.

A list of the unfunded warranted projects is included in Attachment B. These projects are confirmed to be within the scope of TEIP but in many cases the estimated costs are preliminary opinions of cost. The total estimated cost of the unfunded projects to be funded by the 2023 or later budgets (including the unfunded portions of the previously reported pedestrian crossing improvements, and pedestrian corridor low mounted flashing lights) is estimated at $7,886,070.

The designs for unfunded projects that are listed for future implementation are at various different stages of completion. Some of these projects are at an early stage where the need for the project has been confirmed but the design/scoping/costing work has not been initiated. These tasks are very time-consuming and are planned to be completed as the project comes closer to fruition. Attachment B includes all projects that have enough definition to confirm they fit the scope of TEIP and could be pursued in a reasonable timeframe if additional funding was available.

It is also critical to note that TEIP funding is not the only limiting factor to completing additional projects. Many projects on the unfunded list exist at a conceptual design level. Only locations that are prioritized for construction each year have additional work completed including further site review, detailed design, consultation (in some cases), traffic signal timing coordination, and then construction. In addition to the consideration of available budget to construct these projects, there is also a lack of human resources to design and coordinate them. Current staffing levels within the Public Works Department would not be able to accommodate the design and construction of all of these projects in an immediate timeframe.

FUTURE COMMITMENTS

There are several major projects that are still in progress that will likely result in recommendations for follow up projects – some of which would be within the scope of the TEIP. These projects are not included within Attachment B because the recommendations are not finalized at the time of writing this report. Over the course of the next 6-12 months, the recommendations from these projects will be finalized:

> **Traffic Calming** – In addition to the 15 traffic calming projects that are unfunded (listed in Attachment B), there are regularly new requests for traffic calming that are undergoing the engineering assessment to determine if a traffic calming solution is the correct treatment. It is reasonable to expect that several of these projects will be warranted and require funding.
>
> **Transportation Master Plan** – The Transportation Master Plan will identify new goals, targets and pilot projects. If another funding source is not identified, the TEIP budget may be used to make progress on action items that fit the scope of the program.
>
> **Road Safety Strategic Action Plan** – The Road Safety Strategic Action Plan will identify several actions to review policies, develop new guidelines and standalone projects. If another funding source is not identified, the TEIP budget may be used to make progress on action items that fit the scope of the program.

Historically, the TEIP budget has been used to construct minor geometric improvements at intersections when it is clear that a road renewal project will not be undertaken in the near

future. Whenever possible, large-scale intersection improvements should be scheduled to be included as part of a future road renewal project. Typically, the cost of a major intersection improvement project is much higher than if the same improvement was combined with a larger road renewal project. The general absence of intersection improvements in Attachment A should not be interpreted to mean that there are no intersections that need improvements, only that intersection improvements are generally addressed outside of the TEIP and are instead referred to future road renewal projects.

FINANCIAL IMPACT

Financial Impact Statement

Date: March 9, 2022

Project Name:

Warranted Projects within the Traffic Engineering Improvement Program

First Year of Program 2022

	2022	2023	2024	2025	2026
Capital					
Capital Expenditures Required	$ 2,460,000	$ -	$ -	$ -	$ -
Less: Existing Budgeted Costs	2,460,000	-	-	-	-
Additional Capital Budget Required	$ -	$ -	$ -	$ -	$ -
Funding Sources:					
Debt - Internal	$ -	$ -	$ -	$ -	$ -
Debt - External	-	-	-	-	-
Grants (Enter Description Here)	-	-	-	-	-
Reserves, Equity, Surplus	-	-	-	-	-
Other - Enter Description Here	-	-	-	-	-
Total Funding	$ -	$ -	$ -	$ -	$ -
Total Additional Capital Budget Required	$ -				
Total Additional Debt Required	$ -				
Current Expenditures/Revenues					
Direct Costs	$ -	$ -	$ -	$ -	$ -
Less: Incremental Revenue/Recovery	117,143	-	-	-	-
Net Cost/(Benefit)	$ (117,143)	$ -	$ -	$ -	$ -
Less: Existing Budget Amounts	(117,143)	-	-	-	-
Net Budget Adjustment Required	$ 0	$ -	$ -	$ -	$ -

Additional Comments: Capital Costs represent estimated cost for planned expenditures in the 2022 TEIP program 1831000122 as per Appendix A, and include estimated departmental overhead and corporate interest charges of $117,143. Incremental Revenue/Recovery represent estimated Departmental overheads and Corporate Interest charges.

"signed by J. Ruby, CPA, CA"

J. Ruby CPA, CA
Manager of Finance and Administration

CONSULTATION

This Report has been prepared in consultation with: N/A

OURWINNIPEG POLICY ALIGNMENT

N/A

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

N/A

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

N/A

SUBMITTED BY

Department: Public Works
Division: Transportation
Prepared by: G. Blatz, P.Eng., Traffic Management Engineer
Date: March 9, 2022

Attachments:

Appendix A: 2022 Traffic Engineering Improvement Program - Funded Projects

Appendix B: Traffic Engineering Improvement Program - Unfunded Projects