Minute No. 102
Report – Standing Policy Committee on Community Services – November 28, 2022

Item No. 4 Lead in Soils Report

COUNCIL DECISION:

Council concurred in the recommendation of the Standing Policy Committee on Community Services and adopted the following:

1. That a capital project in the amount of $450,000, to remediate the Weston Memorial Community Centre hockey rink and the easterly portion of Mission Park, be referred to the 2023 capital budget process.

2. That the City of Winnipeg approach the Province of Manitoba to assist with the cost of remediation.

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

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DECISION MAKING HISTORY:

Moved by Councillor Orlikow,

That the recommendation of the Standing Policy Committee on Community Services be adopted by consent.

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On December 7, 2022, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Community Services and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On November 28, 2022, the Standing Policy Committee on Community Services concurred in the recommendation of the Winnipeg Public Service, with the following amendments:

- Add the following new Recommendation, and renumber the remaining Recommendation accordingly:

  "2. That the City of Winnipeg approach the Province of Manitoba to assist with the cost of remediation."

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

David Grant, submitted a communication with respect to the matter.

ADMINISTRATIVE REPORT

Title: Lead in Soils Report

Critical Path: Standing Policy Committee on Protection, Community Services and Parks – Executive Policy Committee – Council

AUTHORIZATION

Author	Department Head	CFO	CAO
D. Domke	J. Berezowsky	C. Kloepfer	M. Jack

EXECUTIVE SUMMARY

The Province of Manitoba has been monitoring lead levels since the 1980's and has produced a number of reports. Generally speaking, the health risk for lead in soil is considered low. Lead enters the body if soil is inhaled as dust, or is swallowed by not washing garden vegetables or one's hands before eating. When contaminated soil is covered with sod, concrete, asphalt, etc., exposure is greatly reduced. In winter, there is little to no exposure as the ground is frozen or covered in snow.

Under the direction of Manitoba Environment, Climate and Parks (MECP), Parsons Inc, in collaboration with Intrinsik Corp, conducted a soil lead sampling and assessment program in October/November 2021. The investigation was conducted on public areas (parks or schools) in 40 neighborhoods specified by MECP based on priority areas specified from the 2019 assessment and were generally located in the central parts of the city. Samples were collected from 53 school properties and 149 parks.

The report confirmed that of the 149 parks sampled, 97 were below guidelines, 16 had minor exceedances, 14 were identified as low priority, 17 were identified as medium priority, and five were identified as high priority.

According to MCEP, two of the five high priority sites require active remediation. The far eastern corner of Mission Park requires removal and replacement of soil to a depth of 75 mm. As a temporary measure, fencing has been erected and signage posted around the affected area. The second area of concern is a hockey rink at the Weston Memorial Community Centre. The recommendation is to remove and replace this area with asphalt. As a temporary measure, the rink has been locked and signage posted at the site. The total capital estimate to remediate these sites is $450,000 (Class 3 estimate).

As for the remaining low, medium, and high priority park sites, MCEP recommends continued monitoring by maintaining good grass or other cover. The Public Service intends on monitoring these sites annually to determine if any bare soil areas exist. Turf maintenance practices will be employed if needed. This may include fencing areas of concern until the area can be used again.

RECOMMENDATIONS

1. That a capital project in the amount of $450,000, to remediate the Weston Memorial Community Centre hockey rink and the easterly portion of Mission Park, be referred to the 2023 capital budget process.

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

REASON FOR THE REPORT

The Province has recently completed another set of lead soil testing in City parks and schools. Although this report provides a City-wide perspective, there are direct implications to the City of Winnipeg as outlined in this report.

IMPLICATIONS OF THE RECOMMENDATIONS

A capital budget of $450,000 (Class 3 estimate) should be considered in the 2023 capital budget process to remediate both Mission Park and the outdoor rink at Weston Memorial Community Centre. If this project is not funded, the affected portion of Mission Park will require permanent closure including a permanent fence. The outdoor rink will require permanent closure in summer only, as MCEP confirms that ice cover in winter is an acceptable remediation technique.

HISTORY/DISCUSSION

The Province of Manitoba has been monitoring lead levels since the 1980's and has produced a number of reports. The Contaminated Sites Remediation Act (CSRA) requires the owner/occupier of a site to take any remedial actions on a site where contaminants have been identified above a referenced guideline for that contaminant. If a polluter cannot be found with the requirements from the Guideline "Application for Determination of Responsibility" produced by Environment, Climate and Parks, then it is up to the current owner/occupier to ensure that human health and the environment is protected for their own site (link).

In order to expedite this matter, the Public Service is recommending that the City undertake remediation. The Public Service may consider further actions under the CSRA in the near future.

Generally speaking, the health risk for lead in soil is considered low. Lead enters the body if soil is inhaled as dust, or is swallowed by not washing garden vegetables or one's hands before eating. When contaminated soil is covered with sod, concrete, asphalt, etc., exposure is greatly reduced. In winter, there is little to no exposure as the ground is frozen or covered in snow.

Under the direction of Manitoba Environment, Climate and Parks (MECP), Parsons Inc, in collaboration with Intrinsik Corp, conducted a soil lead sampling and assessment program in October/November 2021. Previous to this assignment, MECP requested permission from the City

of Winnipeg to take soil samples for lead on Parks property which was granted. The investigation was conducted on public areas (parks or schools) in 40 neighborhoods specified by MECP based on priority areas specified from the 2019 assessment and were generally located in the central parts of the city. Samples were collected from 53 school properties and 149 parks. The sampling sites focused primarily on public areas where children under seven years old frequent as they are at the greatest risk from exposure. The cost of the study was approximately $170,000.

On April 26, 2022, the Province of Manitoba requested a meeting with the Public Service to discuss the preliminary findings of this testing. Subsequently, the Province released its report, Lead in Soil Testing Program: Winnipeg, Manitoba on April 29, 2022.

Soil samples were compared to the current Canadian Council of Ministers of the Environment (CCME) Soil Quality Guideline of 140 mg/kg, for residential/parkland use. However, a guideline range of 100 mg/kg to 210 mg/kg that was developed by Instrinsik (2019) was also referenced.

Section 8 of the most recent report discusses a neighborhood-wide analysis, a comparison of 2021 data to results from previous investigation, a brief summary of potential sources of lead in Winnipeg, community health area analysis, and a discussion of lead concentrations for specific sites (schools and parks) identified for further study and the assignment of a recommended priority level for further analysis.

It is this last discussion on high lead concentrations in city parks that is immediately relevant to the City of Winnipeg. The report confirms that, of the 149 parks sampled, 97 were below guidelines, 16 had minor exceedances, 14 were identified as low priority, 17 were identified as medium priority, and 5 were identified as high priority. In fact, Table 10 of the report (pg. 36) summarizes the further action for individual sites. These sites are then categorized into low, medium, and high priority sites.

MCEP has confirmed for the majority of the parks the risk can be appropriately mitigated by maintaining good grass or other cover which acts as a barrier for younger children to easily access the soil and prevents disturbance.

According to MCEP, two of the five high priority sites require active remediation (Appendix A). The first is the far eastern corner of Mission Park. MCEP has confirmed that removal and replacement of 75 mm of soil in the area will be required for this area. Since this will require capital budget, the area has been temporarily fenced off and warning signs have been put around the area. The second area is a hockey rink at the Weston Memorial Community Centre. Although MCEP suggests that the surface could be ameliorated, stakeholder discussions have confirmed that the Community Centre wishes the area to be converted to an asphalt surface. As a result, the recommendation is to remove and replace this area with asphalt. The rink has been secured with locks on the gates making if more difficult for the public to enter the area. In addition, warning signage has been installed at several locations outside of the rink.

The Class 3 estimate to remove and replace the soil at Mission Park and remove and replace asphalt in the hockey rink at Weston Memorial Community Center is approximately $450,000 (Appendix B). If Weston Memorial Community Center is removed and replaced with 75 mm of topsoil, the estimate drops to $215,000.

As for the remaining low, medium, and high priority park sites, MCEP recommends that the Public Service continue to monitor the parks by maintaining good grass or other cover. The Public Service intends on monitoring these sites annually to determine if any bare soil areas exist. Turf maintenance practices will be employed if needed. If turf can not be easily established through our normal practices, areas may need to be fenced until the turf can be established again. This may result in some inconvenience including closed areas and/or athletic fields.

FINANCIAL IMPACT

Financial Impact Statement **Date:** September 29, 2022

Project Name: **First Year of Program** **2023**

Lead in Soils Report

	2023	2024	2025	2026	2027
Capital					
Capital Expenditures Required	$ 450,000	$ -	$ -	$ -	$ -
Less: Existing Budgeted Costs	-	-	-	-	-
Additional Capital Budget Required	$ 450,000	$ -	$ -	$ -	$ -
Funding Sources:					
Debt - External	$ 450,000	$ -	$ -	$ -	$ -
Debt - Internal	-	-	-	-	-
Grants (Enter Description Here)	-	-	-	-	-
Reserves, Equity, Surplus	-	-	-	-	-
Other - Enter Description Here	-	-	-	-	-
Total Funding	$ 450,000	$ -	$ -	$ -	$ -
Total Additional Capital Budget Required	$ 450,000				
Total Additional Debt Required	$ 450,000				
Current Expenditures/Revenues					
Direct Costs	$ 27,054	$ 54,780	$ 54,780	$ 54,780	$ 54,780
Less: Incremental Revenue/Recovery	26,471	-	-	-	-
Net Cost/(Benefit)	$ 583	$ 54,780	$ 54,780	$ 54,780	$ 54,780
Less: Existing Budget Amounts	-	-	-	-	-
Net Budget Adjustment Required	$ 583	$ 54,780	$ 54,780	$ 54,780	$ 54,780

Additional Comments: Capital Expenditures Required represent the estimated cost (class 3) for the remediation of Weston Memorial Community Centre rink and a portion of Mission Park as described in the report. No funding source for the incremental budget need has been identified at this time, as a result debt funding is assumed for the purposes of this financial impact statement presentation. Actual budget sources would be reviewed through the budget process. Direct costs represent the estimated debt and finance charges on the proposed capital expenditures. Incremental Revenue/Recovery represent estimated corporate and departmental overheads.

J. Ruby, 2022-10-13

J. Ruby CPA,CA
Manager of Finance & Administration

CONSULTATION

This Report has been prepared in consultation with:

- Community Services

OURWINNIPEG POLICY ALIGNMENT

2.19 Leverage Green Infrastructure Value, protect and integrate green infrastructure solutions within the urban environment, to achieve highest and best use for biodiversity and ecosystem integrity, mitigate servicing capacity constraints, and accommodate only park, recreation, open space, or City operations related uses in City-owned land used as parks or under parks jurisdiction.

4.9 Inclusive Public Places Provide and promote the amenities, and the design and maintenance standards, necessary to ensure accessible, safe and sanitary conditions in gathering spaces frequented by the public

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

N/A

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

N/A

SUBMITTED BY

Department: Public Works
Division: Parks and Open Spaces
Prepared by: D. Domke
Date: October 18, 2022
File No: N/A

Attachments:
Appendix A – Mission Park and Weston Memorial CC Site Map

Appendix B – Class 3 Estimate for Removal