



## STAFF REPORT ACTION REQUIRED

### Construction Issues on Dundas Street West

<b>Date:</b>	June 14, 2011
<b>To:</b>	Public Works and Infrastructure Committee
<b>From:</b>	Executive Director, Technical Services Acting General Manager, Transportation Services
<b>Wards:</b>	Ward 18 - Davenport
<b>Reference Number:</b>	P:\2011\Cluster B\TEC\PW11030 (AFS #14132 )

#### SUMMARY

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The purpose of this report is to advise on the recent construction issues that have been raised on Dundas Street West and to direct staff to report annually on construction coordination practices.

#### RECOMMENDATIONS

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The Executive Director, Technical Services and Acting General Manager, Transportation Services recommend that:

1. The Public Works and Infrastructure Committee strongly support the ongoing efforts of the Acting General Manager of Transportation Services in enforcing the road cut moratoriums on the utility companies, for newly constructed and resurfaced road and sidewalk facilities, and in particular, ensuring that any requests for cut permits along the reconstructed sections of Dundas Street West be closely assessed such that no permits are granted except in the case of emergencies.
2. The Executive Director, Technical Services and the General Manager, Transportation Services, report to the Public Works and Infrastructure Committee annually on construction coordination practices and issues, including levels of activities arising from City Capital, maintenance and utility company works in the road allowances.

## **Financial Impact**

The average annual City Capital Works Program within the public road allowance is approximately \$700 million and it is anticipated to increase to \$1 billion. Therefore, for every 1% of capital work that can be avoided through effective coordination, a savings/cost avoidance of \$7 to 10 million is realized.

## **DECISION HISTORY**

On June 8, 2011, as a result of the public interest related to coordination issues on Dundas Street West, Councillor Denzil Minnan-Wong, Chair of Public Works and Infrastructure requested an immediate report on the events and coordination activities that resulted in concerns of potential excavation of freshly placed concrete sidewalk.

## **ISSUE BACKGROUND**

Dundas Street West from Bathurst Street to Howard Park has experienced construction activity at various times and locations by the City and utility companies since 2007. The construction activities included T.T.C. track replacement, watermain and waterservice replacement, bridge rehabilitation, gas main replacement and minor Bell and Rogers work.

Recently, the City has learned that Enbridge Distribution (Enbridge) had contemplated excavating freshly placed concrete to replace up to 13 (thirteen) risers within the limits of the City's road reconstruction project.

## **COMMENTS**

Coordination of all activity that occurs within the road rights-of-way is of particular concern and complexity due to the competing demands for access to public road rights-of-way. A key function of the road right-of-way is to provide for the safe and efficient movement of people (pedestrians, cyclists, automobile and transit), goods and services which are critical to access, quality of life and commerce in the city. The road right-of-way is also vital to the commerce of our city as it provides access to, and in many cases is the 'store front' to, a variety of local businesses and services. Road right-of-way occupations and road closures are also requested for a number of 'special events' in the city each year.

The road right-of-way also provides space for the many utility services (communications, gas, hydro, water, sanitary and storm sewers) that are critical to a vibrant city. The ongoing maintenance and improvement activities related to the public and private utility works, road, street car, sidewalk and streetscape places additional demand for access to our road rights-of-way each year.

On average, the City receives in the order of approximately 70,000 requests for access to our road rights-of-way (60,000 cut requests) each year that need to be coordinated to allow special events and all manner of public and private construction and maintenance activity to occur, while continuing to provide safe and effective traffic, transit and pedestrian movements around the city.

### **The Coordination Process**

In late 2008, the Major Capital Infrastructure Coordination (MCIC) Office was created with a mandate to review and implement process improvements that would lead to improved coordination of works. Since the inception of the MCIC office, several key initiatives have been developed and integrated into City processes to implement and monitor major capital infrastructure projects, including:

- Internal Implementation of an inter-divisional process to coordinate capital project delivery across the Transportation Services, Technical Services, Toronto Water, Solid Waste Management, City Planning, Economic Development & Culture, and Parks, Forestry and Recreation Divisions, resulting in the first 5-year coordinated capital works program;
- Implementation of a structured process for consideration of urban design, public realm, heritage, urban forestry, cycling and pedestrian features in the capital planning and delivery process;
- External implementation of a structured process to improve coordination with external stakeholders through the Toronto Public Utility Coordinating Committee, who are interested in the orderly, safe and efficient planning, design, construction and maintenance of services within the public road allowance.
- Detailed tracking and mapping of the staging of major capital infrastructure projects led by the City and other parties to monitor and report on the efficiency of capital infrastructure project delivery; and
- Development of an automated tool to capture key details of the capital infrastructure programs of all City and third-party developers, including public utilities, to standardize and harmonize the mechanism for coordination efforts and outcomes.

### **Coordination Through TPUC**

Due to this complexity of planning construction activity in the road right-of-way and as part of our ongoing effort to improve capital coordination and expenditure rates, significant effort and resources are applied to this issue. One of the City's key road right-of-way stakeholder groups is the Toronto Public Utilities Coordinating Committee (TPUC). The TPUC is a voluntary organization whose main purpose is to effectively plan and coordinate proposed work by Utility companies and the City's Capital Works Program. TPUC members meet monthly at the Capital Planning Subcommittee to discuss issues related to coordination of each other's Capital Plan. In addition, through project specific correspondence and a planned series of regular and very detailed meetings each spring and fall, the specific construction programs of the City and the

various utility companies are planned and coordinated up to 5 years in advance of planned construction.

The meeting and correspondence framework is summarized as follows:

<b>Routine Communication With Utilities</b>			
<b>Item</b>	<b>Type</b>	<b>Frequency</b>	<b>Purpose</b>
TPUCC Capital Planning	Meeting	Monthly	Routine issues related to capital coordination
District Planning	Meeting	Spring & Fall	Discuss project details and coordinate capital programs  Prepare detailed capital program scope & schedules
Project Specific	Written Correspondence	Minimum One Per Project  Minimum One Per Project	Utilities to confirm location of Infrastructure  Utilities to identify any required work as a result of city work

The City also has in place policies and practices to prohibit any planned construction within a roadway which has been resurfaced or reconstructed for 3 and 5 years respectfully. While recognizing the potential need for emergency repairs, the construction "moratorium" policy is in place to maximize the life of renewed city infrastructure, to minimize costs and to minimize the public disruption caused by construction within the road right-of-way.

In addition, roadway cut permit and restoration fees were established in 2010 that place additional restoration costs on utility companies that undertake work on roads not in need of resurfacing or reconstruction.

### **Dundas Street West**

With respect to the Dundas Street West works specifically, the planning and coordination of the necessary works of all stakeholders was addressed through the coordination

process previously outlined. As indicated that process included district meetings in the Spring and Fall each year and routine project specific correspondence. Through these meetings and project specific correspondence, the City communicated with all utilities, the planned reconstruction of Dundas Street West from Bathurst Street to Howard Park planned for 2011.

As a result of the planning and communications related to the Dundas Street West works, Enbridge proactively replaced a portion of their infrastructure from Bathurst St. to Ossington Avenue in 2007. Other construction works included some work by Bell and Rogers Cable related to their infrastructure as well as extensive works by the City including TTC track, water and sewer construction. All of this work was undertaken in preparation for the 2010/11 road, sidewalk and boulevard reconstruction work now underway.

Immediately prior to construction start in late May, 2011, City staff learned that Enbridge was contemplating the replacement of the riser portion on some service connections in the Dundas Street West area. The riser portion of the gas service connection is the vertical pipe which connects to the gas meter/regulator. Staff understand that this work was identified by Enbridge as a result of their routine Leak Detection Program investigations. It is also staff's understanding that the riser issue identified by Enbridge is not due to any leaks being detected, but rather riser corrosion issues that may become an issue in future years. Upon learning of the issue, Enbridge was contacted by the City's project manager and discussions ensued. Enbridge was notified that the City was not stopping or delaying the planned road and sidewalk construction work to accommodate their proposed work. Delays to City works for non-emergency activity was not deemed appropriate due to extensive public and community commitments and contract obligations.

Enbridge proposed to perform the riser work in September 2011 after the City's contractor vacated the site. In response, the City indicated to Enbridge that they would not receive a cut permit for any works in September 2011 unless the request was clearly an emergency or Health & Safety issue.

The City offered to 'box out' an area and not immediately place the concrete in the locations where Enbridge was planning to do their work. Further, Enbridge was offered access to areas outside of our contractors active work zone so they could undertake their works. Enbridge has taken advantage of the latter accommodation and have been working to repair/replace risers in areas not yet within the construction limits of our contractor.

As a result, Enbridge has since reviewed their request and scaled back the extent of the work within our contractors active work zone, and are now requiring replacement of three (3) risers versus the initial 13. The proposed replacement of all three risers are be in areas where the City has not yet reconstructed the boulevard and sidewalk and therefore will result in no cutting of recently placed concrete. Enbridge will also take alternate

remedial measures to prolong the service life of the risers they are unable to replace due to the recent re-construction activity.

The City intends to raise this experience with all TPUCC members at the next Capital Planning Subcommittee meeting and at the next series of district coordination meetings. Further, to ensure other improvements to our process are explored, the Director Major Capital Infrastructure Coordination will review and advise the Deputy City Manager of any capital planning process improvements that may further engage and hold accountable Toronto Public Utilities Coordinating Committee (TPUCC) members for their projects that adversely impact the public realm; and/or any financial or other measures to ensure compliance with any process improvements

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## **SIGNATURE**

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