

David M. Sanders. M.A., LL.B.

June 9, 2014

Environmental Approvals Branch
Manitoba Conservation and Water Stewardship
123 Main Street, Suite 160
Winnipeg MB R3C 1A5

Attention: Elise Dagdick (elise.dagdick@gov.mb.ca)

**Re: City of Winnipeg – Southwest Rapid Transit Corridor – Stage 2
File No. 5709.00 – Class 2 Development Environment Act Proposal
Applicant and Proponent: City of Winnipeg
Contact for Environmental Assessment: Dillon Consulting Limited**

Dear Ms. Dagdick:

I am writing as a private citizen:

- a) To object to the approval of the current Southwest Rapid Transit Corridor (SRTC) – Stage 2 Environment Act Proposal (EAP), as submitted by Dillon Consulting Limited on behalf of the City of Winnipeg on April 17, 2014;
- b) To request that the “Environmental Assessment Review and Report” dated April 2014 be rejected as incomplete and/or inadequate as an Environment Act Proposal (EAP) and Environmental Impact Statement (EIS), for the specific reasons enumerated below;
- c) To request, pursuant to section 11(9)(c) of the Act, that the Director require the City
 - a. To conduct a proper field survey of the flora and fauna of the affected Project Study Area now, at a time of the year when at least some of them are present;
 - b. To undertake a Functional Design Study of the original Letellier Subdivision route (recently misnamed as Concept 2);
 - c. To produce a complete Cost-Benefit Analysis of the Project with both route options, with full supporting data and assumptions, and a complete Value for Money assessment of the proposed P3 delivery model
 - d. Per section 12.0.2 – Climate change considerations, to produce credible information and analysis enabling the director to take into account the amount of greenhouse gases to be generated by the proposed development and the energy efficiency of the proposed development.

- e. To undertake a further public consultation process on the basis of these additional studies plus the EAP submitted on April 17, 2014,
- d) To request that no SRTC – Stage 2 Proposal be approved and licenced pursuant to *The Environment Act*, without first referring the EAP to the Clean Environment Commission for a public hearing and recommendation;
- e) To request that the City of Winnipeg be advised as follows:
 - a. The City must receive an Environment Act Licence **prior to construction** and operation of any part of the SRTC- Stage 2 Proposal, including the proposed relocation of Manitoba Hydro, MTS and other utility services;
 - b. The City has failed to comply with the requirements of *The Public-Private Partnership Transparency and Accountability Act*, with regard to the prior publication of the required information and the holding of a proper public hearing on the SRTC-Stage 2 Project; and
 - c. Neither the Government of Canada nor the Province of Manitoba are permitted to allocate funds to a P3 project which does not comply with the requirements of the provincial Act.

Minimal Public Notice:

At the outset, I wish to state that in my opinion the City of Winnipeg seems determined to proceed with the current design and route of the SRTC-Stage 2, regardless of the wishes of its citizens.

It is only by chance that I learned of the existence of the City's EAP, and the June 9 deadline for public comment, through an online newsletter from my City Councillor, John Orlikow, read by a member of the Parker Wetlands Conservation Committee, and passed along to a few interested citizens such as myself. It appears that the only public notice given was the one published by the Environmental Approvals Branch (EAB) in The Winnipeg Free Press on May 10th, 2014, as required by Section 11(8)(a) of the Act.

For your information, I subscribe to the online edition of The Winnipeg Free Press, which does not contain regular display ads such as the EAB notice.

There has been no mention of either the EAP or the June 9 deadline on the City of Winnipeg website, not even on the Southwest Rapid Transitway webpage, and no mention of the EAP in the June 3, 2014, Administrative Report currently seeking Council approval of the Project. The Deloitte Business Case Summary, April 2014, which was attached to the Administrative Report, does contain the following references:

- p. 7 Environmental Assessment (EA) Approvals - City responsibility

- p. 12 Progressing with environmental assessment processes
 - An Environmental Assessment Proposal ("EAP") is being prepared for submission to Manitoba Conservation and Water Stewardship. From the activities completed at this time, **no significant issues of concern have been identified.** (emphasis mine)
- p. 13 Task 4.03 Environmental Approvals Sept./2014 to Feb./2015

The recent "Public Hearing" held by the City's Standing Policy Committee on Infrastructure Renewal and Public Works (IRPW) at 9:00 a.m. on June 3, which was intended to fulfill the requirements for a public hearing on the SRTC P3 Proposal pursuant to *The Public-Private Partnership Transparency and Accountability Act*, was held on the bare minimum notice of 14 days and based on the above two documents.

While the "Notification of Public Hearing" promised that the Project would be "presented to the citizens of Winnipeg," we heard only a very limited and perfunctory oral explanation of the Project from the Director of Transit. Citizens who had registered to appear were allowed to provide comments and ask questions for a maximum of 10 minutes each, but they were told they were not entitled to expect answers to their questions, and in fact they received none.

The report on the proceedings of the IRPW "Public Hearing" is to be published by the City by **July 15, 2014**, and I ask that the director of the EAB, following section 12.01(2) of the Act, require the City to forward a copy for your review in relation to the processing of the present SRTC-Stage 2 EAP, and my request that no such proposal be approved or licensed without it first being referred to the Clean Environment Commission for a proper public hearing and recommendation.

The Environmental Assessment Review and Report is Incomplete and Inadequate

I request that the "Environmental Assessment Review and Report" dated April 2014 be rejected as incomplete and/or inadequate as an Environmental Impact Statement (EIS), for the specific reasons enumerated below, discussed in relation to the specific mandatory requirements set out in Section 1(1) of the *Licensing Procedures Regulation*, Man. Reg 163/88, and highlighted in italics below:

(a) where the location of the proposed development has been determined, a certificate of title showing the legal description, or in the case of highways, rail lines, electrical transmission lines, or pipelines, a map or maps at a scale no less than 1:50,000 showing the location of the proposed development;

Figure 1-1: Project Location, p. 2 is almost illegible and certainly does not show the specific location of the transitways, overpasses, underpasses, tunnels, rapid transit stations, relocated hydro lines, or relocated rail lines. There is no scale shown on the

figure, but it will not be any more than 1:50,000. In any event, there are significant differences in the station locations and south end termini of the transitway which were proposed for City Council approval earlier. Figure 6-1 on page 6, the "Recommended Alignment for Stage 2," is identical to Figure 1-1, and has not yet been approved by City Council.

Figures 1-4, located near the back of the Report in **Appendix A – Project Area Figures**, do provide somewhat larger scale maps, showing the approximate locations of some of the more significant works:

- Sheet 1 - The newly proposed southern termini of the Transitway at Markham Road (instead of Bison Drive, as stated on page 7 and previously proposed) and the intersection of Southpark Drive and Pembina Highway.
- Sheet 2 - The proposed Transitway tunnel under the Letellier Subdivision and the new CN Letellier Rail bridge and new Transitway bridge over Bishop Grandin Boulevard
- Sheet 3 - The new Transitway overpass of McGillvray Boulevard and the western Transitway route through the Parker Wetlands
- Sheet 4 - The Transitway route through the eastern portion of the Parker Wetlands, the proposed Parker Lands retention pond, the Transitway tunnel under the CN wye tracks/Letellier Subdivision at the CN Portage Junction, and the new CN mainline rail bridge and Transitway overpass of the widened Pembina Highway

(b) the name of the proponent of the development;

The Environment Act Proposal Form has been signed by Dave Krahn of Dillon Consulting Limited, who is described as the "proponent contact person for purposes of the environment assessment."

In the Act, "**proponent**" means a person who is undertaking, or proposes to undertake a development, or has been designated by a person or group of persons to undertake a development in Manitoba on behalf of that person or group of persons."

Dillon Consulting Limited may have been designated by the City to undertake a Functional Design Study and prepare an Environmental Act Proposal, but it is the City of Winnipeg which proposes to undertake the development of the SRTC-Stage 2.

I therefore submit that Mr. Krahn is neither the proponent, nor a corporate principal of the corporate proponent, and he could not have signed the Environment Act Proposal Form as he did. **The EAP was not signed by the proponent, has not been approved by City Council, and is not valid.**

(c) the name of the owner of the land upon which the development is intended to be constructed;

The owners of the lands proposed include:

- City of Winnipeg
- CN Letellier RoW
- Manitoba Hydro RoW
- Privately-owned land (**names of owners have not been provided, as required**)
- University of Manitoba land

(d) the name of the owner of mineral rights beneath the land if not the same as that of the surface owner;

The status of the mineral rights is not given in the EAP.

(e) a description of the existing land use on the site and on land adjoining the site, as well as a description of changes that will be made in such land use for the purposes of the development;

The source documents, including "Preliminary Engineering Study for Upgrading the Pembina Highway Underpass [CN Sub. Mile 2.65], 2013, and a report on the Functional Design of Stage 2 have not been published.

The Cockburn and Calrossie Combined Sewer Relief Works Conceptual Design Report, May 2010, has not been published.

Furthermore, the City has not yet released the complete HDR Inc. report on the SRTC-Stage 2 Project, including the benefit-cost analysis produced, plus the data used, including cost inputs from the functional design study (Dillon), the P3 Business Case (Deloitte) and various inputs provided by the City of Winnipeg: traffic volumes, transit passenger volumes, bus volumes, growth rates, surrounding land-use information, etc.

(f) the land use designation for the site and adjoining land as identified in a development plan adopted under The Planning Act or The City of Winnipeg Act and the zoning designation as identified in a zoning by-law, if applicable;

There is a general discussion of the variety of communities and zoning designations found along the proposed transitway route, on pages 61-62, but no development plan or detailed zoning maps are provided.

(g) a description of the proposed development and the method of operation including hours of operation;

On page 21-22, the report states that the Transitway service and stations will operate 24 hours a day, year round.

(h) the proposed date of commencement of construction, commencement of operation including staging of the development, and termination of operation, if known;

The Proposed Project Construction Schedule described on pages 19-20 suggests that construction will begin on the CN Pembina Overpass/Portage Junction, and Railworks in Q1 2016, and that the final RT Stations within the Parker Lands and the University of Manitoba Stations will be completed by Q3 2019. It appears that operation of the Southwest Transitway would not commence until the end of 2019.

However, the Deloitte Business Case Summary Figure 6 suggests that land acquisition will begin immediately, and the relocation of Manitoba Hydro lines and towers will occur between April and September of 2015. It is not clear when the Parker retention pond and related land drainage sewer will start, although its construction is supposed to precede the start of the SRTC and Pembina Underpass widening projects.

(i) a description of all previous studies and activities relating to feasibility, exploration, or project siting and prior authorization received from other government agencies;

Since some of these documents may not have been provided to the Environmental Approvals Branch, I am forwarding copies to accompany this submission:

- Made in Winnipeg Rapid Transit Solution Final Report, Rapid Transit Task Force, September 2005

This report is referenced extensively for the discussion of Bus Rapid Transit (BRT) and Light Rail Transit (LRT) on page 23. But note that it was not prepared by a professional engineer.

- City of Winnipeg RFP No. 545-2011 – Preliminary Engineering Study for Upgrading the Pembina Highway Underpass, Section D.4.1.2(xi), directing that the consultant assume a future extension of the SRTC “via the Parker lands” before August 5, 2011, well before the Stage 2 Alignment Study was submitted. This report has not been published as yet..

- City of Winnipeg Southwest Rapid Transit Corridor Alignment Study Final Report, Dillon Consulting Limited, January 3, 2013.

This report was seriously flawed. See page 8 below.

For example, the term “build-out” was used for two entirely different concepts. For project cost estimates, the report stated that “*Build-out refers to the potential for grade separated intersections to accommodate increased and free flowing traffic*”

However, for a discussion of the benefit of encouraging Transit-Oriented Development (TOD), the report refers more properly to “*the property tax potential of the TOD build-out.*”

The reader may be forgiven for failing to understand why more costly grade separated intersections appeared to be given a positive rating by the engineers in their Evaluation Summary.

- Council Minutes, March 20, 2013 – Transportation Master Plan Amendment – Southwest Rapid Transit Corridor Stage 2 Alignment Study – Administrative Report.
- City of Winnipeg RFP No. 685-2013 – Stage 2 Southwest Transitway Functional Design - P3 Business Case and VFM Analysis – Procurement – Owner’s Advocate – Section D.9 and Appendices
- Southwest Transitway (Stage 2) Public Engagement Report – Final 2014. Prepared by Landmark Planning and Design Inc. for Dillon Consulting Inc. See Issue-Response Table in Section 3.0, pp. 34-39 (not in Appendix A).
- Administrative Report to the Standing Policy Committee on Infrastructure Renewal and Public Works, June 3, 2014, accompanied by the Deloitte Business Case Summary, April 2014.
- My June 3, 2014 written submission to the SPC IRPW for the “Public Hearing” on the Capital Integration Project – Southwest Transitway (Stage 2) and Pembina Highway Underpass (SRTC). It was accompanied by Ed Innes’ submission entitled “BRT Analysis Technical Critique,” which he is submitting to the EAB now directly.
- My Submission to the Standing Committee on Social and Economic Development, Manitoba Legislative Assembly, June 4, 2014 re Bill 72 and the preservation of the Big Bluestem Grass in the Parker Lands.
- Asking the Right Questions: A guide for municipalities considering P3s, John Loxley, June 2012

- Since the City EAP just casually mentions the **Brenda Leipsic Off Leash Dog Park**, but fails to show it on any of the maps, attached is a City of Winnipeg website location map and air photo showing just how large it is.

(j) a description of the potential impacts of the development on the environment, including, but not necessarily limited to the following:

- (i) type, quantity and concentration of pollutants to be released into the air, water a) or land,*
- (ii) impact on wildlife,*
- (iii) impact on fisheries,*
- (iv) impact on surface water and groundwater,*
- (v) forestry related impacts,*

Existing and future pollutants are estimated and/or described on pages:

30-33 Air Quality and Greenhouse Gas Emissions (measured downtown)

70-71 **There are no quantitative measures of either increased or decreased Greenhouse Gas Emissions resulting from the Project.**

34-36 Noise and Vibration

71-73

38-39 Saline groundwater

39-41 Surface water/storm drainage from the transitway and Pembina Underpass into the proposed Parker Retention Pond, plus releases for aquifer depressurization and industrial spills.

75-76

41 Fish and fish habitat – the project will continue to feed the existing combined sewage and stormwater drainage system, which can cause wet weather overflows of untreated sewage directly into the Red River.

76-77

42-54 Vegetation – the Parker Lands include two sites designated as Natural Areas by the City of Winnipeg, but Figure 16-1 showing the areas is barely legible. The report notes that there may be big bluestem grass (Manitoba's new grass emblem) and remnants of tall grass prairie. However, the consultant did not see it in October.

54-56 Wildlife - Only a few species were observed by the consultant in October.

Attached are two lists of plants and birds found in the Parker Wetlands.

- 29 The EAP states that “The field survey was conducted on **October 1, 2013**; therefore, the majority of migratory wildlife species would have already left the area; the wet meadow and/or wetland areas were dry; and plants that grow and flower in the spring or early summer were not present or were in senescence.”

Has the required and much more useful “late spring survey” been undertaken, or will the City not be bothered to find out what birds, insects, plants, animals, amphibians and reptiles are actually found in the Parker Lands and the Hydro RoW?

Table 16-7 on page 57 lists 11 species which are endangered, threatened or species of special concern, which are potentially found in the Project Study Area, but would have all migrated by the time of the field survey on October 1, 2013.

In addition, tall grass prairie is considered an endangered ecosystem.

- 78-81 In order to carry out the proposed mitigation measures in the Parker Lands, exactly what lands will be reacquired from GEM Equities and/or required as park dedication? How will these lands be protected from unauthorized development?

The mitigation measures described on pages 80-81, for species at risk, are entirely speculative. Are any of those species going to be affected, or not? And if so, how realistic are the proposed mitigation measures?

- 94 **Should the City not find out which species at risk are located in the Project Study Area right now?**

(vi) impact on heritage resources,

(vii) socio-economic implications resulting from the environmental impacts;

The City and its consultants have chosen to ignore the preference of a majority of the citizens consulted, who favoured the original Letellier Subdivision route alignment along Pembina Highway. See City of Winnipeg Southwest Rapid Transit Corridor Alignment Study Final Report, Dillon Consulting Limited, January 3, 2013, pp. 48-54, and p. 64 for the Summary of Evaluation showing the high rating given to the public opinion of Concept 2 (Letellier, which was in fact the first concept), and the lowest possible weighting which the engineers gave to environmental considerations, for which the Letellier route received the highest citizen rating..

During the second series of Open Houses for the Functional Design Study, the consultants attending refused to entertain questions relating to the citizens' preferred Letellier Subdivision route alignment. This is admitted on page 69 of the EAP.

Nevertheless, the public engagement consultant had to report at page 33 of his 2014 Final Report that:

“Numerous respondents continued to express the opinion that the selected route would be better located along Pembina Highway or the Letellier Rail corridor.”

The Project Benefits are stated to be as outlined in Section 5 (pp.4-5) of the EAP:

- Improved transit service
- Increased transit ridership
- Reduction in traffic congestion
- Improved access to Investors Group Field
- Reduction in GHG emissions

However, there are no published Pembina Highway transit ridership and vehicle traffic studies to support any of the statements about the prospective benefits in transit service, ridership, access to IGF, or reduction in traffic congestion.

There is no analysis or quantification of a potential reduction in greenhouse gas emissions.

The presumption that construction of a rapid transitway will serve as a catalyst for immediate development of vacant lands nearby is simply not true, at least in Winnipeg, in this case, at this time.

Plans for a 19-storey high rise building adjacent to the Harkness Rapid Transit Station have fallen through for the third time, and its proposed site on the vacant former Winter Club tennis courts is for sale again. There is still just the prospective developer's sign on the site of the proposed five-storey mixed use commercial and office building just north of the Osborne Rapid Transit Station.

The only things erected so far on the site of GEM Equities' promised 900-unit housing development beside the Fort Rouge Rapid Transit Station are a few boulevard trees. The Parker Lands are also owned by GEM Equities, the developer of the Yards at Fort Rouge, and so we are unlikely to see any development there any time soon. Shindico's Taylor Lands north of the CN mainline are under development now, without any prospect of a connection across the tracks to the Southwest Rapid Transit Corridor near Parker Avenue.

And the City Council has just approved an Area Master Plan for Bishop Grandin Crossing (the former Sugar Beet lands) with no approved pedestrian connection across the CN rail line to the Rapid Transit Station, no crossing at Bishop Grandin, and bus access only by very circuitous routes from Pembina Highway.

The University's plans for the Southwood Golf Course site are not yet finalized, and therefore the Rapid Transit Corridor route is still undecided between the intersection of Southpark Road and Pembina, and University Crescent. It is unclear why the SRTC now ends at Markham, and does not continue to Bison Drive as originally planned.

The prospective benefit of such "Transit-Oriented Development" certainly doesn't justify the \$1 billion cost of the present SRTC proposal.

(k) a description of the proposed environmental management practices to be employed to prevent or mitigate adverse implications from the impacts identified in clause (j) having regard to, where applicable: containment, handling, monitoring, storage, treatment and final disposal of pollutants; conservation and protection of natural or heritage resources; environmental restoration and rehabilitation of the site upon protection of environmental health; and

See (j) above.

85-97

The Environmental Effects Summary (Table 20-1) discussed on pages 99-103 does not contain a single number, quantifying any of the Project effects, positive or negative.

Of the environmental factors considered, 22 are negative and only three (really two) are positive.

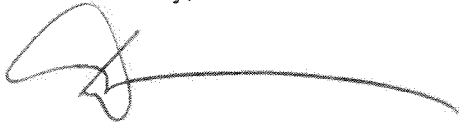
(l) any other information requested by the director.

Per section 12.0.2 – Climate change considerations, the director must take into account the amount of greenhouse gases to be generated by the proposed development and the energy efficiency of the proposed development.

The City's EAP fails to analyze and forecast or determine either the amount of the emissions or the energy efficiency of the BRT. The director must require the City to produce that information before proceeding further.

Thank you. I look forward to your response.

Yours truly,

A handwritten signature in black ink, appearing to read "David M. Sanders", with a long horizontal flourish extending to the right.

David M. Sanders MA LLB

DMS/bm

David M. Sanders, M.A., LL.B.

June 3, 2014

Chair and Members
Standing Policy Committee on Infrastructure Renewal and Public Works
The City of Winnipeg
510 Main Street
Winnipeg, MB

**Re: SPC Infrastructure Renewal and Public Works Committee
Public Hearing - 9:00 a.m., Tuesday, June 3, 2014**

Capital Integration Project - Southwest Transitway (Stage 2) and Pembina Highway Underpass (SRTC)

My name is David Sanders, and I am appearing as a private citizen in opposition to the recommendations of the Winnipeg Public Service to proceed immediately with a revised Southwest Rapid Transit Corridor (SRTC) Public-Private Partnership (P3) Project, now estimated to cost in excess of \$1 billion during the next 35 years. (See Appendix 1.)

I have followed and participated in the debate over this public policy issue for almost 40 years, reporting on the Metropolitan Winnipeg Area Transportation Study and the Metro-CN Land Exchange Agreement in the late 1960's; recommending and administering the original Provincial 50% public transit cost-sharing formula, and overseeing the Winnipeg Railway Relocation Study in the 1970's, negotiating the original federal-provincial-municipal funding for the redevelopment of the CN East Yard as The Forks site in the 1980's; and teaching a generation of City planners into the 1990's. For the last 20 years I have provided real estate and property assessment consulting services to most major commercial and institutional property owners in Winnipeg.

This is my home, and I care about it. A lot.

- ✓ I have always been a strong supporter of the development of a well-designed, efficient and affordable public transit system, to ensure that all people have easy access to all destinations and services in our community.
- ✓ I have always supported the selection of the Downtown to University of Manitoba route as the first and most logical priority for the development of rapid transit service in Winnipeg. Long ago, as President of the University of Manitoba Students' Union, I first coined the phrase describing the Fort Garry campus as

“Manitoba’s third largest city.” Now, in 2014, almost 30,000 students and 9,000 academic and support staff travel to and from the University every weekday. And an event at the new Investors Group Field can bring another 34,000 people to the site at one time.

- ✓ The main financial justification for improving the frequency and reliability of public transit, and reducing total trip travel times, has been to increase transit ridership and decrease the need for ever wider and longer urban roads, bridges, and railway grade separations (overpasses, underpasses and tunnels), all of which are very, very expensive.
- ✓ Reducing fossil fuel consumption and the emission of greenhouse gases is an additional benefit from increased transit ridership. Accommodating safe active transportation routes is also a desirable objective.
- ✓ Until recently, rapid transit was considered as a means to provide better accessibility to existing developments and major destinations like our universities. Rapid transit was not considered as a public subsidy to be used to enable the development of previously undeveloped lands, as governments have often done by extending arterial roads and sewer and water mains to suburban greenfields. However, the City of Winnipeg has adopted a Transit-Oriented Development (TOD) policy, and apparently the City has now turned the policy on its head, to pursue a Development-Oriented Transit (DOT) system instead. The primary benefit and justification now advanced for the revised SRTC project is the increased opportunity for private development and commercial exploitation of the presently vacant lands which will be served by the publicly-financed rapid transit route currently proposed, taking a dogleg west through the Parker lands and south along the Manitoba Hydro transmission right-of-way.
- ✓ I have been speaking up in opposition to the present scheme and route since last spring, when I discovered how this important and longstanding public initiative is apparently being sidetracked to serve other interests instead of the interests of the general public. See my March 6, 2013 presentation to Executive Policy Committee posted on the City’s website at:
<http://www.winnipeg.ca/CLKDMIS/ViewDoc.asp?DocId=12532&SectionId=&InitUrl=>
- ✓ I have prepared a detailed written presentation for today’s hearing, in the hope that it will be read and considered by the Standing Policy Committee, included in the Committee’s report on this public hearing, and considered carefully by City Council and the federal and provincial governments should the City persist in putting this particular SRTC scheme forward for funding now.

A. Recommendations for Committee Consideration

Once the Committee has heard all those making representations this morning, I recommend that the Committee do the following:

- a. **Direct the Winnipeg Public Service to provide the SPC with copies of the following documents, and to immediately publish them on the City's website:**
 - i. Application for Access to Information – May 22, 2014
 1. Copy of the "current draft" of **the complete P3 Business Case and Value for Money (VFM) Assessment** for City of Winnipeg Stage 2 – Southwest Rapid Transit Corridor Project P3, prepared by Deloitte and Touche LLP, as referred to in the Business Case Summary dated April 4, 2014 and published on May 20, 2014. It appears that **this draft P3 Business Case has already been submitted to PPP Canada for Round Six consideration, even though City Council has neither seen nor approved it.**
 2. Copy of the Cockburn and Calrossie Combined Sewer Relief Works (CCCSR) Conceptual Design Report, May 2010.
 3. Copy of the Final Report of Dillon Consulting Limited for RFP No. 545-2011 – Preliminary Engineering Design for Upgrading the Pembina Highway Underpass, 2012.
 4. Copy of the previous P3 Canada Fund Round Five Application submitted by the City of Winnipeg before June 13, 2013, for the Southwest Rapid Transit Corridor (SRTC) Project P3.
 - ii. Application for Access to Information – May 29, 2014
 1. Copy of the complete report submitted to the City of Winnipeg by the engineering consulting firm of HDR Inc. with respect to the proposed Stage 2 of the Southwest Transitway, including the **benefit-cost analysis** produced, plus the data used, including cost inputs from the functional design study (Dillon), the P3 Business Case (Deloitte) and various inputs provided by the City of Winnipeg: traffic volumes, transit passenger volumes, bus volumes, growth rates, surrounding land-use information, etc.
 - iii. Copy of the City of Winnipeg Southwest Rapid Transit Corridor – Stage 2 **Environmental Review and Assessment**, Dillon Consulting Limited, April 17, 2014

- b. **Then adjourn the public hearing**, consider the presentations received today and the additional documentation requested, and then reconvene on Tuesday, **June 10** to consider approving a complete report on the public hearing and to determine the Committee's recommendations to EPC and Council.
- c. Recommend that the City take the time to consider and approve this project properly, in a deliberate and rational manner, since it appears that the City will **not** be ready to submit a complete application for Round Six P3 Canada funding by the June 13, 2014 deadline anyway.
- d. **Reject all of the recommendations from the Winnipeg Public Service regarding the SRTC project at this time.**
- e. **Recommend rejection of the Notice of Motion filed by Councillors Browaty and Fielding, calling for the City to hold a non-binding plebiscite/referendum on the proposed revised SRTC Project during the October 22, 2014 civic election.**
- f. Direct the Interim Acting Chief Administrative Officer to establish a Major Project Steering Committee for the existing 2014 SRTC Capital Project #4230010514 now, and provide a first Quarterly Financial Status Report to SPC Finance on June 26, 2014, summarizing the money spent and work completed to date.
- g. Direct the SRTC Major Project Steering Committee (MPSC) to reconsider the original alignment of the Stage 2 route from Jubilee to the University on a direct line south, immediately east of the **CN Letellier Subdivision**, without relocating the railway closer to residential areas, and to prepare a functional design and cost-benefit analysis indicating whether such a project can be justified now.
- h. Direct the SRTC MPSC to investigate and advise whether and how the Bus Rapid Transit (BRT) Corridor might be converted to Light Rail Transit (LRT), either now or in the future.
- i. Confirm that City Council expects the Winnipeg Public Service to comply with the established limitations on the delegation of financial authority, and not to seek approval to exceed those limitations except in unusual and extenuating circumstances.

B. The Revised Southwest Rapid Transit Corridor Project (SRTC)

It is not yet clear exactly what is included in the revised “Capital Integration Project” which the City administration wants this Committee and the City Council to approve.

The May 9, 2014 Administration Report says the revised Project combines the Pembina Highway Underpass widening project, the Southwest Rapid Transit Corridor – Stage 2 project, and associated Land Drainage infrastructure, which is apparently different from the Cockburn-Calrossie Combined Sewer Relief (CCCSR) project, which is nevertheless proceeding now so as to accommodate the SRTC project.

None of the key documents, such as the Functional Design Study, the Cost-Benefit Analysis, the Value for Money assessment, or the full P3 Business Case, has been published, except for the Administration Report dated May 9, 2014, and the Deloitte P3 Business Case Summary, April 4, 2014.

These documents indicate that the SRTC Project will include the following major works:

- a. Pembina Highway Underpass
 - i. Widening of Pembina Highway by **one lane** in the northbound direction through the underpass at Jubilee, allowing for three lanes in each direction, and improved pedestrian and bicycle facilities on both sides of Pembina through the underpass.
 - ii. Construction of a new overpass of Pembina Highway
 - iii. Demolition of the existing CN mainline rail bridge structure and construction of a new CN mainline rail bridge over Pembina Highway
 - iv. Track relocation on the CN Letellier Subdivision and the CN Rivers Subdivision near Jubilee.

- b. Associated Land Drainage Infrastructure
 - i. Works so far undefined
 - ii. Retention pond and land drainage sewer accommodating the SWRTC and Pembina Underpass, being built as part of the Cockburn-Calrossie Combined Sewer Relief (CCCSR) Project.
 - iii. Possibly includes the \$2 million Cockburn Lift Station Upgrades to Facilitate Fort Rouge Yards Development, Project #20350005yy.

- c. Southwest Bus Transitway
 - i. Construction of an additional 7.6 km. dedicated transitway, from the south end of Stage 1 at Jubilee to Markham Road and the University of Manitoba, plus nine new Rapid Transit stations.
 - ii. Construction of a transitway underpass of the CN Letellier Subdivision “wye” rail lines near Jubilee
 - iii. Construction of a transitway overpass of McGillivray Boulevard

- iv. Construction of a transitway tunnel beneath the CN Letellier Subdivision south of Chevrier Boulevard
- v. Construction of a transitway overpass of Bishop Grandin Boulevard
- vi. Demolition of the existing CN Letellier rail bridge over Bishop Grandin Boulevard and construction of a new CN rail bridge over Bishop Grandin Boulevard
- vii. Reconstruction of the CN Letellier Subdivision track 5.6 meters (18.4 feet) to the west, between Plaza Drive and Markham Avenue.
- viii. Reconstruction of the track bed, upgraded rail, ties, and ballast, and construction of a noise attenuation wall on the west side of the CN Letellier Subdivision south of Bishop Grandin.

According to the Administration Report, the estimated construction costs, in 2019 dollars, now total \$590 million, including:

Pembina Highway Underpass widening	\$ 72.5 million
Southwest Transitway – Stage 2	\$407.8 million
Associated Land Drainage Works	<u>\$ 39.9 million</u>
Subtotal	\$520.2 million
Construction Contingency	<u>\$ 69.4 million</u>
Total Construction Cost	\$590 million

The Administration is hoping that by agreeing to PPP Canada's requirement to put this huge project out for the private sector to bid on as a Public-Private Partnership, with private companies designing, building and maintaining the Corridor, and financing the City's share of the cost for the next 30 years, the federal agency will then make a grant of \$140 million or up to 25% of the eligible costs (excluding land acquisition and furnishings costs), upon completion of construction in **2019**.

The Province of Manitoba has provided a letter agreeing to match the City's capital contribution of up to \$225 million, resulting in the total of \$590 million.

However, while the City will continue to retain the obligations for periodic major lifecycle maintenance, the draft Business Case suggests that the private contractor will assume responsibility for annual maintenance of both Stage 1 and Stage 2. According to Appendix 1, **the City will be required to make annual payments of more than \$22 million to the private partner for 30 years**, partly for annual maintenance costs (increasing with inflation per Appendix 5) but mainly to pay principal and interest on the private financing of **\$220,800,000**. The City is assuming that the Province will continue to pay 50% of the annual maintenance costs, or \$2.3 million per year, and that City Council will find the remaining \$19.7 million through **property tax and/or transit fare increases**.

In any event, the total projected construction costs and annual payments are estimated in Appendix 1 at \$1,088,774, not including additional buses or increased operating costs.

C. Reason for the Public Hearing and the Committee's July 15th Report

The public hearing this morning is a mandatory requirement of the new Manitoba *Public-Private Partnership Transparency and Accountability Act*, and therefore a mandatory requirement for making an application for federal funding from the P3 Canada Fund.

The City has given citizens the bare minimum notice of 14 days, and has provided only limited public information on the project as now proposed.

a. Notification of the June 3 P3 Public Hearing, May 20, 2014

According to the Notification, the proposed Project "will be presented to the citizens of Winnipeg" this morning.

The citizens who are able to attend this morning are then to be invited to ask questions and provide comment on the viability, risks, costs and benefits of the proposed public-private partnership (P3) design-build-finance-maintain (DBFM) procurement method being proposed for this project.

A summary of the Deloitte Business Case and Value for Money (VFM) assessment was posted on the Transit website on May 20th, and a hard copy of the summary was available for viewing. **But a complete copy of the draft Business Case, which has already been submitted to P3 Canada Inc., is not yet available to the public.**

Neither the HDR Inc. Cost-Benefit Analysis nor the Deloitte Value for Money Assessment have been published.

The Administration Report states that "**A positive benefit-cost ratio is a key driver for this project.**" If so, the Consultant's report, and the data supporting it, should be published for review and evaluation by the Councillors and public, before this hearing is completed.

N.B. Unless the City makes the complete P3 Business Case, the Cost-Benefit Analysis with supporting data, and the Value for Money assessment, all publicly available, and provides a reasonable opportunity for members of the public to comment on it, it is my opinion **that the City will have failed to comply with the requirements of Section 5 of *The Public-Private Partnership Transparency and Accountability Act*, and related provisions of Manitoba Regulation 126/2013 regarding the necessary analysis and information.**

b. P3 Canada funding – Round Six Application Procedures – June 13, 2014

i. The 2013 Application for Round Five

Last year the City rushed to have Council select the Stage 2 SRTC route alignment in order to submit an application for P3 Canada funding by the Round Five deadline in June of 2013.

All the Administration Report says now is that the City's 2013 application was "retained for further consideration." What happened? Was the City's application incomplete? Why did last year's submission not meet the screening requirements of PPP Canada Inc.?

ii. Current PPP Canada Round Six requirements and procedure

Completed Round Six applications must be submitted to PPP Canada Inc. **no later than June 13, 2014**. Applications received after that date will **not** be considered this year.

PPP Canada will announce which projects are "screened in" during the fall of 2014, and successful applicants will then submit final P3 Business Cases by March 31, 2015, for evaluation and final review, consideration by the P3 Canada Board, and recommendation for federal ministerial approval **later in 2015**, presumably sometime before the October federal election. To be eligible for federal P3 funding, projects must have meaningful private sector involvement, which in this case means Design-Build-Finance and Maintain (DBFM) responsibilities, at a minimum. The SRTC project will apparently fit within PPP Canada's priorities for wastewater, public transit and local road infrastructure.

c. City of Winnipeg Environmental Impact Statement – June 9, 2014

As far as I can tell, the City has made no public mention of the submission of its **Environmental Review and Assessment Report for the Southwest Rapid Transit Corridor – Stage 2**, on April 17, 2014, seeking approval and licensing under the *Manitoba Environment Act*.

Apparently the Manitoba Environmental Approvals Branch of Conservation and Water Stewardship placed an ad in the May 10th edition of The Winnipeg Free Press, advising that citizens may access the City's Environmental Impact Statement online at <http://www.gov.mb.ca/conservation/eal/registries/5709citywpgrapidtransit/index.html>, and stating that citizens may make written representations for or against the proposal by **June 9, 2014**, now just two weeks away.

I would have thought that the submission of the Environmental Impact Statement (EIS) and the opportunity for public comment would have been mentioned prominently on the City's website, and particularly the Stage 2 – Southwest Transitway page, but once again it appears that as far as the City administration is concerned, the public's business is none of our business.

Incidentally, I would strongly recommend that interested citizens look up the EIS, because it contains a much clearer description of the current project than appears in the Administrative Report and Deloitte Business Case Summary. Among other things, it contains Dillon's Southwest Transitway Stage 2 **P3 Canada Submission Figures 1-4**, showing the detailed design ending at Markham Road, not Bison Drive.

On the other hand, the environmental assessment was basically a desk study, plus a field survey conducted on October 1, 2013, when the consultant admits that "the majority of migratory wildlife species would have already left the area; the wet meadow and/or wetland areas were dry; and plants that grow and flower in spring or early summer were not present or were in senescence." The late date of the survey may be explained by the fact that the consulting contract was not awarded until September, 2013. I expect that representatives of groups such as the Parker Wetlands Conservation Committee will be submitting some pointed commentary on the EIS and the proposed project.

Why the almost covert attempt to obtain provincial environmental approval? I presume it is because such approval is also a requirement for approval of federal P3 Canada Fund financing. I hope the project proponents are not expecting the Provincial Environmental Approvals Branch to give serious consideration to representations received by June 9th, and then to issue a license without a public hearing almost immediately, before the P3 Round Six deadline on June 13th. As a former Chair of the Province's Interdepartmental Planning Board, I would have never tolerated giving public representations such short shrift.

In my opinion, the scheme is not ready for Council approval either on June 25th, or within the next ten days, and therefore the City has missed making a qualified P3 Canada Fund application by the annual deadline, once again.

And that is a good thing. A year from now we can hope to have a new senior administration and a newly elected Council bring forward a practical and economical proposal for improving public transit services in Winnipeg.

D. What's wrong with this Project?

- a. The City has failed to produce credible evidence and analysis which would enable the citizens, Council, and provincial and federal government authorities to evaluate the viability, risks, costs and benefits of the Revised SRTC Project, or the P3 procurement method proposed.
- b. No cost-benefit analysis has been produced to justify the reported cost-benefit ratio of 1.37 for Stage 2 of the Southwest Transitway. If the cost of Stage 2 is \$407.8 million as reported, then the consultant is saying there must be **benefits of \$559 million**. What are those benefits, and who all will receive them? When? How has the City measured the benefits of "improved travel times, reduced delay, reduced pollution and Green House Gas (GHG) emissions, health benefits, increased tax base, etc."
- c. If the cost-benefit ratio is only 0.71 to widen the Pembina Underpass by just one lane in the northern direction, requiring the demolition of the CN mainline rail bridge over Pembina Highway and the construction of a new CN rail bridge and a new transitway bridge over Pembina, at a cost of \$72.5 million, the consultant is saying that the benefits which someone will receive will be worth only \$51 million. **If so, why would we do that?**
- d. **Without providing any supporting traffic and ridership data, the City suggests that ridership on the completed Southwest Rapid Transit Corridor will increase by 12-15%, and that travel times between Downtown and the University of Manitoba will be improved by a total of 9 to 16 minutes, depending on the time of day. At an estimated additional cost of more than \$1 billion.** Isn't it time to publish the ridership statistics for Stage 1 of the Southwest Rapid Transit Corridor?
- e. The SRTC project is being sold as a catalyst for "Transit-Oriented Development," although the benefits have not been quantified publicly.
 - i. On July 13, 2009, City Council approved a land swap with GEM Equities, whereby that company obtained 58.7 acres of unserved City land north of Parker Avenue in exchange for 8.95 acres of serviced land in the Fort Rouge Yards, required for Stage 1 of the Southwest Rapid Transit Corridor. To facilitate "transit-oriented development" in Fort Rouge, the Federation of Canadian Municipalities has offered GEM Equities \$15.7 million in financial assistance, including \$10 million in loans guaranteed by the City, but it appears that **nothing has been built in The Yards at Fort Rouge as yet, five years later.**

- ii. On September 30, 2011, long before Council officially chose the Stage 2 Route Alignment, the City awarded Dillon Consulting Limited a contract for \$797,233 to conduct a preliminary engineering study for the upgrade of the Pembina Highway Underpass. The Consultant was directed to consider the implications of the Underpass project for the Cockburn and Calrossie Combined Sewer Relief Works, and was specifically directed to provide for the future extension of the Southwest Rapid Transit Corridor “**via the Parker lands.**” (RFP 545-2011, p. 3).
- iii. Early in 2012, after already being directed to assume the Parker lands route, Dillon was engaged to study and recommend a preferred alignment option for Stage 2 of the Southwest Transitway. The seriously flawed report recommended the Parker Lands/Manitoba Hydro dog leg alignment. Again, see my March 6, 2013 presentation to Executive Policy Committee posted on the City’s website.
- iv. On March 20, 2013, City Council was very ill-advised to agree to amend the Transportation Master Plan to divert the Stage 2 Transitway route from the long standing direct Letellier rail line route along Pembina Highway, off on the curious dog leg west through the Parker wetlands and south along the Manitoba Hydro right-of-way, where there are no transit riders. Note that before Council amended it, the Transportation Master Plan had indicated that the dog leg route “would serve the emerging communities on the Parker and Taylor lands,” to be developed by GEM Equities and Shindico, respectively.
- v. The City rushed to submit an application for federal funding from the P3 Canada Fund by the Round Five deadline in June of 2013, but apparently the application did not meet the screening requirements.
- vi. Then, on September 10, 2013, the City awarded a contract to Dillon for \$1,894,000 for the preparation of the required capital cost estimate, environmental impact statement and cost-benefit analysis by February 14, 2014, and the required P3 Business Case and Value for Money Analysis by February 28, 2014.
- vii. The environmental impact statement was not published until May 10th, and only a summary of the draft P3 Business Case and VFM Analysis has just been published on May 20th. The complete draft with detailed calculations is not public.

viii. Here is the present state of the TOD sites which have been associated with the SRTC Project:

1. The Yards at Fort Rouge – planned residential units not constructed as yet.
2. Streetside Development Corp. at Fort Rouge RT Station – multi-family residential development planned
3. Stradbrook at Harkness RT Station – high rise apartment planned but not built yet
4. Parker lands – nothing planned as yet
5. Osborne near Osborne RT Station – multi-storey commercial building planned but not constructed yet
6. Bishop Grandin Crossing (Sugar Beet lands) – Area Master Plan recently approved without arranging for any access to the SRTC Stage 2 RT Station.
7. Southlands (Southwoods Golf Course) Lands – planning still
8. Taylor Lands (Grant Park Pavilions) – construction has begun, without any connection to the SRTC.

To sum up, nothing has been built yet because of the presence of Stage 1 or the plan for Stage 2 of the SRTC.

E. What about LRT?

Please see the insightful BRT Analysis Technical Critique submitted this morning on behalf of Ed Innes, MSc (EE), Past President of the Manitoba Electric Vehicle Association (MEVA).

Mr. Innes argues that an LRT system is preferable to BRT, and should be located in the middle of existing urban development and not in inconvenient and inefficient dog-legs like Parker.

I respectfully request that this Committee and the City Council just say no to these recommendations:

WINNIPEG PUBLIC SERVICE RECOMMENDATION:

1. That the 2014 Capital Budget be amended by combining the "Pembina Highway Underpass" project, the "Southwest Rapid Transit Corridor - Stage 2" project, and associated Land Drainage infrastructure and that the combined project be renamed and approved as a 2014 capital project as set out in **Appendix 1** in the amount of \$590 million, subject to confirmation of Federal and Provincial funding as set forth in this Report.
2. That the Public Service be authorized to proceed with the Southwest Transitway (Stage 2) and Pembina Highway Underpass Project and associated Land Drainage infrastructure (the 'Project') based on a Design-Build-Finance-(Operate)-Maintain (DBF(O)M) Public-Private Partnership delivery model and that the Chief Administrative Officer be authorized to approve, issue and award the Request for Qualifications and the Request for Proposals for the Project.
3. That Council approve P3 annual service / financing payments of \$19.7 million commencing in 2020 and the source of funding for these amounts be identified in the 2015 budget process.
4. That changes to the debt strategy be approved as outlined in **Appendix 2**.
5. That this Project be exempt from the application of corporate overhead charges for administration and interest.
6. That 1 permanent FTE be added to the Corporate Finance complement in order to provide P3 contract administration, to be funded by annual payments from all P3 project budgets.
7. That the Director of Planning, Property and Development be authorized to negotiate the acquisition of land required for the Project.
8. That the City enter into funding agreements with the Province of Manitoba and the Government of Canada and/or PPP Canada Inc. ("PPP Canada") with respect to the provincial and federal funding contributions to the Project, and that the Chief Administrative Officer be authorized to negotiate and approve the terms and conditions of such funding agreements in accordance with this report and such other terms and conditions deemed necessary by the City Solicitor / Director of Legal Services to protect the interests of the City.
9. That the City enter into such agreements with CN and Manitoba Hydro as determined necessary by the City Solicitor / Director of Legal Services to resolve all outstanding CN and Manitoba Hydro issues with respect to the Project, other than land acquisition matters.

10. That authority be delegated to the Chief Administrative Officer to negotiate and approve the terms and conditions of the agreements with CN and Manitoba Hydro, together with such terms and conditions deemed necessary by the City Solicitor / Director of Legal Services to protect the interests of the City.

11. That approval be delegated to the Chief Financial Officer to negotiate and award a sole source contract up to \$4.25 million (included in the project budget) in 2014 with Manitoba Hydro for early works required to prepare the Hydro Corridor before construction of the Transitway begins in 2016.

12. That, in the interest of not prolonging the project timeline, the authority be delegated to the Chief Administrative Officer to authorize Phase III (Procurement) of Bid Opp 685-2013 (Professional Consulting Services for Stage 2 of the Southwest Transitway) to proceed before a formal funding announcement is made by the federal government;

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

Thank you,

David M. Sanders MA LLB

DMS/bm

David M. Sanders, MA LLB

March 6, 2013

His Worship Mayor Sam Katz
and Members of Executive Policy Committee
The City of Winnipeg
510 Main Street
Winnipeg, MB

Dear Mayor Katz and Members of EPC:

Re: **Standing Policy Committee on Infrastructure Renewal and Public Works**
Item No. 1 Transportation Master Plan Amendment – Southwest Rapid Transit Corridor
Stage 2 Alignment

I am appearing this morning to oppose the IRPW Committee's recommendation with respect to the amendment of the Transportation Master Plan – specifically, the proposed amendments to Map 5 and paragraph 4 on page 54, which are intended to select the South West Rapid Transit Corridor Stage 2 alignment option "passing through the Parker Lands and the Manitoba Hydro Corridor" as the "preferred alignment."

I am appearing today as a private citizen. I now reside at Lindenholtm Place at 885 Wilkes Avenue, between Waverley and the start of the Sterling Lyon Parkway, and I frequently use the Parker Avenue route to and from Pembina Highway whenever the Waverley railway grade crossing is closed for train traffic.

I have been following this issue for almost half a century, since the Metropolitan Winnipeg Area Transportation Study (WATS) was published in 1966-68, while I served as Metro Council and City Hall reporter for *The Winnipeg Tribune*, and since the Winnipeg Railway Study was published in 1972, when I began working for the Provincial Department of Urban Affairs. I served as Deputy Minister of Urban Affairs during the late 70's and early 80's.

I did attend the SRTC consultants' open house last September, and I was one of the majority of citizens who indicated a preference for the CNR Letellier subdivision alignment, as originally planned. I have read the Final Report of the Southwest Rapid Transit Corridor Stage 2 Alignment Study, and I do not believe this report supports a decision to divert the Transit Corridor west of Pembina Highway.

The Administrative Report to the IRPW Committee gave the following reasons for selecting Alignment Option 1B:

Operational: This highly weighted criterion was defined as “operating speed.” Any transit rider, and any competent transit planner, knows that the key criterion is total travel time, not speed. And the report states that **the travel time is the same** for both the Parker Lands and the more direct Letellier Subdivision route. It is outrageous to give the Parker Lands options twice the value assigned to the equally effective Letellier option.

Implementation: The Report suggests that implementation of the Parker Lands option will be simpler and easier, to the extent that it runs through undeveloped lands.

Environmental: The Letellier option was given the highest possible rating, but for some inexplicable but historically common reasons, the engineers give environmental considerations the lowest weight of all the criteria. Those are not my values, and I very much doubt that most Winnipeggers would agree that environmental considerations should be last and least on the list. Our green spaces and gardens are the lungs of our City, and preserving them should be a high priority. Since the Parker Lands route has only negative effects on environmental considerations, I wonder how the engineers can justify giving it a moderately positive rating.

Ridership and Community Impacts: The Report admits that The Letellier route alongside Pembina Highway rated relatively well in terms of Ridership and Community Impacts (4) due to the fact that it would provide direct transit benefit for residents and businesses along Pembina Highway and allow for the densification and redevelopment of the underutilized lands along Pembina Highway. However, the Report states, **incorrectly**, that the Parker Lands route rated higher (3) than Alignment 2 due to the ability to attract more ridership from future TOD development in the Parker Lands and other adjacent lands, as well as the potential for improved route connectivity to Lindenwoods and new commercial development near Kenaston and Sterling Lyon. The suggested ridership from new developments in the Parker Lands and under the Manitoba Hydro high voltage lines is entirely speculative, and the suggested future improved but undefined “connectivity” to the Lindenwoods residential area and the Kenaston/Sterling Lyon commercial developments is neither necessary nor a stated objective of the Southwest Corridor. As far as I know, there has never been any public consultation with respect to the implied future extension of a BRT corridor along Wilkes and the Sterling Lyon Parkway.

Indeed, the fundamental reason for building the Southwest Rapid Transit Corridor has always been to increase transit ridership relative to automobile ridership, especially between the downtown and Manitoba’s third largest city, the University of Manitoba. If successful in meeting that objective, the primary benefit would be the avoidance of the otherwise substantial costs of widening Pembina Highway to accommodate the growing automobile traffic. The modal split criterion (transit versus automobile ridership) should have been given high weighting, and the Parker Lands route should have been given a low rating, since it will be unlikely to provide any incremental improvement in the modal split along Pembina Highway.

Land Acquisition Costs: The Parker Lands option is given a much higher rating and a high weighted value, because the costs are anticipated to be much less than for the Letellier route. It is assumed that the Manitoba Hydro Lands will be made available for \$1, despite the advice that such a price has not yet been negotiated, with either Manitoba Hydro or the commercial lessees of some of its land, and despite the many potential problems identified by Manitoba Hydro during the preliminary discussions to date.

TOD and TIF Potential: The Parker Lands Route 1B is given the highest rating, notwithstanding the entirely speculative potential for development on the undeveloped lands, and the probability that any development contemplated in the Parker Lands and the Manitoba Hydro Lands would otherwise occur at other residential and commercial sites in the City of Winnipeg. Any Tax Increment Financing, which would redirect the incremental municipal and school taxes on the designated developments to help pay for the Transit Corridor, would simply deprive the City and schools divisions of the revenue they might otherwise receive for up to 25 years.

Capital Costs: This factor is treated in a truly bizarre fashion. The Report indicates that the costs quoted are preliminary only and are "Class D" estimates (+/- 25%)." Plus or minus 25%. Any competent economic analyst knows that when the base costs range between \$291,700,000 for Alignment 1B and \$312,900,000 for the Letellier route, the difference of \$21,200,000 or 7% is well within the margin of error of +/- 25%. The only valid conclusion is that **these cost estimates are not a basis for choosing between the options.**

But consider this. When you add in the estimated costs of the so-called "build-out opportunities," which are the required grade separations for the Parker Lands route, the total capital cost for Option 1B rises to \$332,700,000, some \$14,100,000 or 5% more than the total capital cost of the Letellier route. That is why the report actually gives a higher Capital Cost rating to the lower cost Letellier route.

Future Build-Out Opportunities: Having already incorporated the higher costs of grade separations in the above Capital Cost evaluation, the Report then makes an additional, separate, and truly perverse rating of the Parker Land route grade separation costs as very highly rated benefits, instead of the costs that they really are. **This separate criterion should be thrown out entirely.**

Public Consultation: The report properly weights the public response highly, and gives the highest rating to the Letellier option chosen by the majority of the respondents. The Report notes that the Letellier option would better serve existing riders in existing built-up areas along Pembina Highway, whereas Alignment 1 would better serve future riders in future developments in the Parker Lands and adjacent to the Manitoba Hydro transmission corridor.

The Report suggests that Stage 2 of the Southwest Corridor will facilitate development of five of the City's designated Major Redevelopment Areas: the Fort Rouge Yards, the Taylor Lands, the Parker Lands, the Sugar Beet Lands, and the Old Southwood Golf Course. Three of those areas, the Fort Rouge Yards, the Sugar Beet Lands, and the Southwood Golf Course will be served by Stage 2 in any case. Only the Parker Lands and the Taylor Lands are potentially benefited by the Parker Lands Option 1B, although apparently the owners of both sites are indifferent (GEM Equities), or prefer the Letellier Option (Shindico).

Given the subject matter and scope of the current Real Estate Management Audit being conducted on behalf of the City Auditor at Council's request, I should think that Council would be wise to await the results of that audit before making any further decisions affecting the value of the development sites in question.

Summary:

In my opinion, the Stage 2 Alignment Study Report actually provides strong support for the adoption of the original route, Alignment 2, the Letellier Subdivision route alongside Pembina Highway,

There are a great many questionable assumptions in this Report, and significant flaws in the analysis. As pointed out by Councillor John Orlikow, the IRPW Committee's recommendation even fails to mention Option 1B, using wording which would leave both Options 1A and 1B open for the next stage of study.

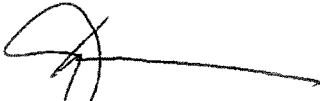
The City Councillors whose wards encompass the potential SWRTC routes, Councillor Orlikow and Councillor Swandel, have both asked that the alignment decision be deferred to allow for further analysis and consultation. It would be highly unusual if Council proceeds with this decision over the objections of the elected representatives of the affected communities.

So what is the rush? Is there some funding deadline which requires a decision now? It is certainly too late to submit a final Business Case Report to PPP Canada Inc. by March 22, 2013.

If there is some other deadline, there is still no good reason for rejecting the Letellier Subdivision route at this time. The consulting engineers are accustomed to developing alternative plans and designs, and if the City Council does not reject the Parker Lands Options now, then both Options 1B and 2 should remain under consideration during the next phase, the functional design study.

Thank you for your attention to this matter.

Yours truly,

A handwritten signature in black ink, appearing to be 'D. Sanders', with a long horizontal line extending to the right.

David M. Sanders, MA, LLB

MANITOBA BLUESTEM GRASS

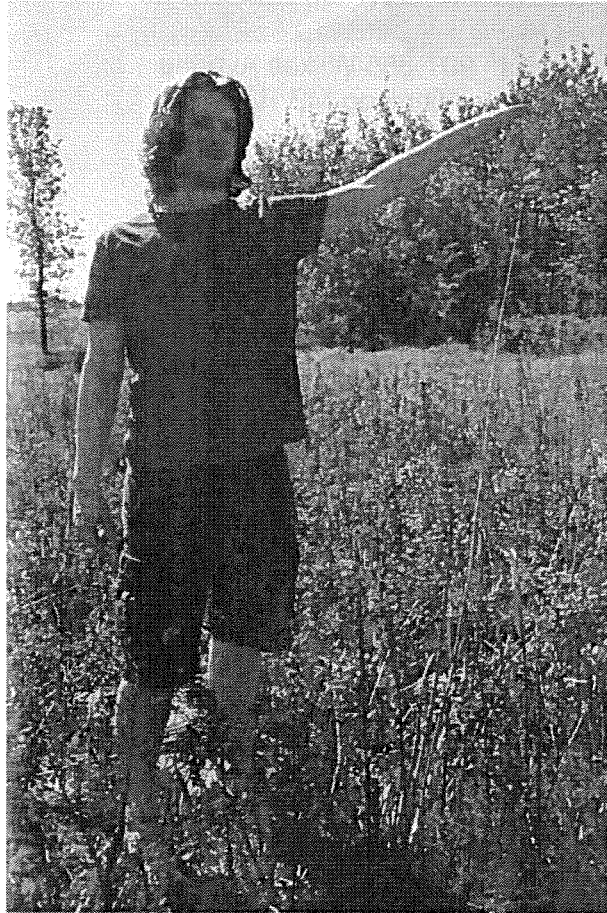


Photo by Lisa Walner – Parker Wetlands, June 4, 2014

SUBMISSION
TO THE STANDING COMMITTEE
ON SOCIAL AND ECONOMIC DEVELOPMENT

BILL 72 – THE COAT OF ARMS, EMBLEMS AND
THE MANITOBA TARTAN AMENDMENT ACT

DAVID M. SANDERS MA LLB

David M. Sanders, M.A., LL.B.

June 4, 2014

Chair and Members
The Standing Committee on
Social and Economic Development
Legislative Assembly of Manitoba

Madam/Mr. Chairperson:

Re: **Bill 72 - The Coat of Arms, Emblems and
The Manitoba Tartan Amendment Act**

My name is David Sanders, and I am appearing as a private citizen in support of Bill 72, and specifically the new provincial grass emblem, the big bluestem.

I am speaking out this evening to draw attention to the fact that the City of Winnipeg, with federal and provincial enthusiastic support, or at least acquiescence, is poised to proceed with a billion dollar boondoggle construction project which will threaten a field of tall grass prairie, including specimens of our new provincial grass, located in the Parker Wetlands in the constituency of Fort Garry-Riverview.

The Parker Lands are located immediately east of the Winnipeg Humane Society, south of the CN mainline, west of the Pembina Highway-Jubilee Interchange, and north of Parker Avenue.

I support the efforts of the Parker Wetlands Conservation Committee (PWCC) to try and preserve this special natural area, which includes wetlands, aspen forest and tall prairie ecosystems, including the big bluestem grass pictured on the cover of this submission. That picture was taken today.

For your information, I am attaching a copy of the web homepage for the PWCC, which explains why the local community and the broader community of citizens concerned with the preservation of green and open space are opposed to the proposed redirection of the Southwest Rapid Transit Corridor – Stage 2 on an illogical dogleg west through the Parker Lands and south on the Manitoba Hydro right-of-way, where there are no transit riders, instead of following the original route directly south along the CN Letellier Subdivision rail line.

The majority of the Parker Lands area used to be owned by the City of Winnipeg, but in 2009 the City swapped the land for a smaller area east of the first stage of the Rapid Transit Corridor in Fort Rouge. Now the stated objective of the redirected Rapid Transit route is to enhance the private development opportunity and value of the land in question, and other similar lands, at huge public expense. And the City is also going to have to reacquire about a third of the swapped land for the proposed transit dogleg route and a large retention pond to help meet the storm drainage requirements of the transitway and Pembina Underpass.

Since the City seems to be pretending that it does not need a Class 2 Development Environmental Act license, and fails to mention it at all on its websites, I would like to take this opportunity to publicize the fact that the City has filed a seriously flawed Environmental Assessment Report with the Environmental Approvals Branch, and **citizens have only until next Monday, June 9th**, to submit written comments on the project. I have attached excerpts from the Report referring to bluestem grass. See the complete report at:

<http://www.gov.mb.ca/conservation/eal/registries/5709citywpgrapidtransit/eap.pdf>

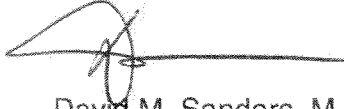
The City is now proposing to proceed with Stage 2 of the Southwest Rapid Transit Corridor as a P3 Public-Private Partnership, with the private sector paid to Design/Build/Finance and Maintain the project over the next 35 years, at a total cost of more than \$1 billion. As required by the new Manitoba Public-Private Partnership Transparency and Accountability Act, the City attempted to hold the required "public hearing" yesterday. In my opinion, the "hearing" failed to comply with provincial requirements. The City has not yet published the complete P3 Business Case, the Cost-Benefit Analyses, or the Value for Money Assessment. Despite the wording of the public notices published the bare minimum of 14 days before the hearing, the Council Committee members and senior administrators refused to answer any citizens' questions. The City did not even attempt to make a serious presentation of the scope and magnitude of the project, its viability, risks, costs and benefits, as promised in the Notice and as required by law.

I have submitted Applications for Access to the various relevant documents which the City has failed to publish, but so far I have received no response. I will appeal to the Ombudsman if I must.

To top things off, the City administrators admitted yesterday that they have already submitted an application to PPP Canada Inc. for Round Six funding by the federal government, which has a deadline of Friday, June 13, 2014 to be considered for approval by the Board of the P3 Canada Fund and the federal Minister by the spring of 2015. They have done so, in spite of the fact that City Council has neither seen nor approved the application.

Personally, I think the Province should revoke its offer to contribute \$225 million in capital costs for this project, until it can be satisfied with the objectives and justification for the project, the technology and route selected, its environmental impact, and its relative priority for funding. And when it is also satisfied that Manitoba's new grass emblem will continue to grow and flourish in the middle of the City, in the Parker Lands.

Thank you,

A handwritten signature in black ink, consisting of a large, stylized 'D' followed by a horizontal line and a small flourish.

David M. Sanders, M.A., LL.B.

Fort Whyte Provincial Constituency

DMS/bm

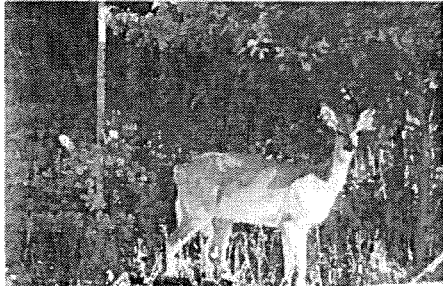
Parker Wetlands Conservation Committee

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Home

Who are we?

We are a group of local residents concerned with the preservation of the Parker wetlands and Aspen forest located within north Fort Garry in Winnipeg, Canada.



Our immediate concern is the second leg of Rapid Transit (RT) that is being planned without proper investigation and consideration of the environmental concerns.

The RT line that is currently being planned would run through a parcel of prairie that is possibly tall grass prairie, a provincially endangered ecosystem.

Any construction on the site could unintentionally drain and therefore destroy the entire area.

What are the Parker lands?

The Parker lands consist of three

S
P
A
C
E
R

Where are the Parker lands?



What can I do?

- Call, email or write to City Councilors (see contact information on the right)
- Sign the petition
- Volunteer to assist or join the committee
- Spread the word and increase support throughout Winnipeg and beyond

Why should I bother?

- Urban wetlands play a vital role in promoting and maintaining the health

defined areas based on a Natural Heritage Assessment of Grade A Aspen Parkland, Grade B Grasslands and Grade B Aspen Forest.

Tall grass prairie in southern Manitoba supports over 150 species of plants including several species of orchids which are very rare and classified as endangered and protected.

Based on the results of vegetation surveys conducted in 1995 and 2002 of Parker Site 3 (grasslands), as well as landscape and drainage features of the area, there is good reason to believe this parcel of prairie could be tallgrass prairie. Since it is a natural wet meadow, it holds surface runoff and helps reduce flooding and riverbank erosion.

What do we want?

- Suspension of all plans to develop the Parker lands followed by adequate, transparent and meaningful consultation between City Hall, private landowners and all stakeholders, including community members.
- A current, comprehensive, third-party environmental study of the Parker Lands.
- An impact study of development on the wetlands and Aspen forest.
- An adequate study of current ridership and projections for future ridership regarding all options for the second leg of Rapid Transit.

of its surrounding communities by providing clean water and fresh air.

- Wetlands are a natural filtration system that collect melt and rain water to release it slowly into the water table, which minimizes flooding.
- The Parker wetlands are currently home to deer, fox, owls, hawks, northern shrikes, frogs and many more uncategorized plants and animals.
- The Brenda Leipsic off-leash dog park is located on a significant portion of the site and is used by hundreds of people every week, and most use it every day.
- Parker lands provide opportunities to learn about nature, meditate, hike and stroll all year-round, snowshoe and ski in the winter, all within walking distance of many urban communities.

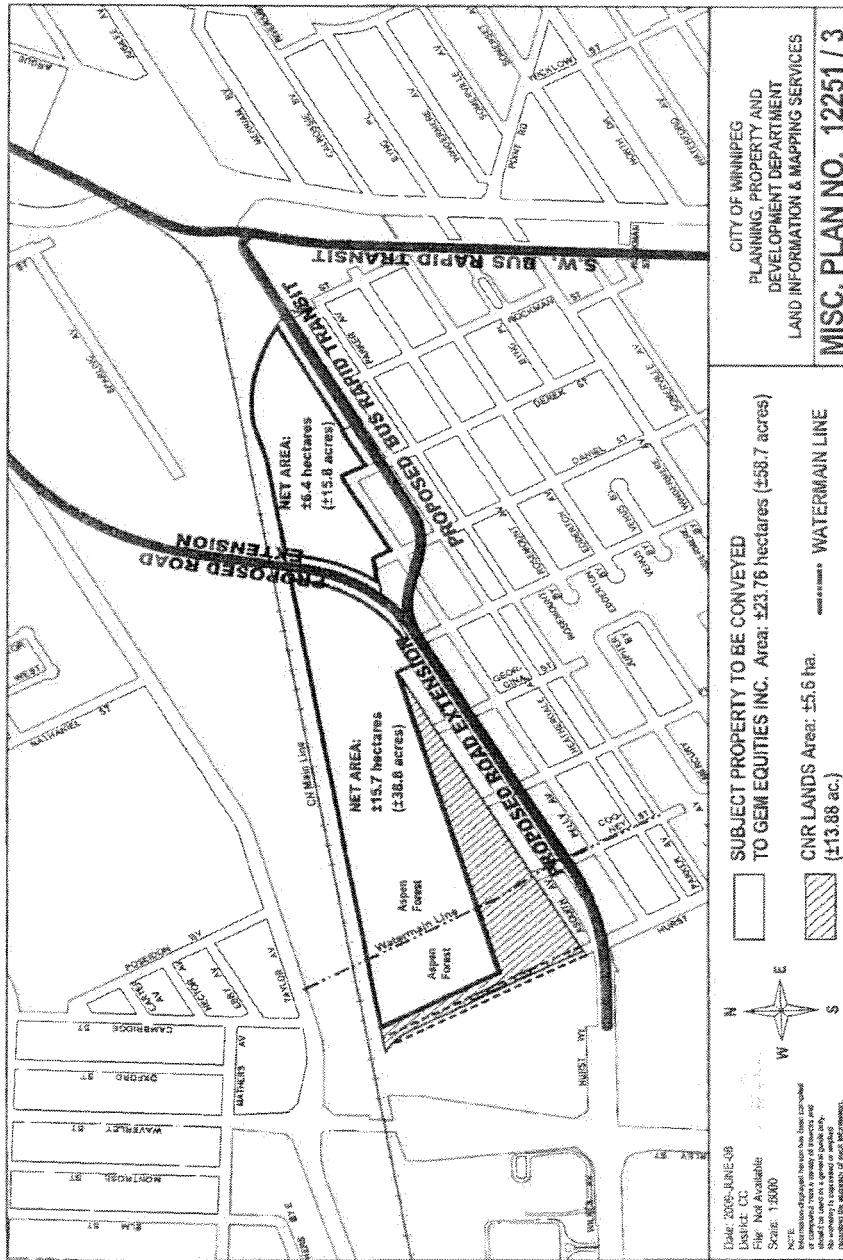
Visuals of Rapid Transit Options:

Option 1B



Option 2





Date: 2009-JUNE-08
 District: CC
 File: Not Available
 Scale: 1:5000
 This information is provided for informational purposes only. It is not intended to be used as a basis for any legal or financial decision. The accuracy of the information is not guaranteed. The City of Winnipeg is not responsible for any errors or omissions in this information.

SUBJECT PROPERTY TO BE CONVEYED TO GEM EQUITIES INC. Area: ±23.76 hectares (±58.7 acres)

CNR LANDS Area: ±5.6 ha. (±13.88 ac.)

WATERMAIN LINE

CITY OF WINNIPEG
 PLANNING, PROPERTY AND DEVELOPMENT DEPARTMENT
 LAND INFORMATION & MAPPING SERVICES
MISC. PLAN NO. 12251/3

Notice of Environment Act Proposal

Conservation and Water Stewardship has received a proposal pursuant to *The Environment Act* regarding the following operation and invites public participation in the review process:

CITY OF WINNIPEG – SOUTHWEST RAPID TRANSIT CORRIDOR – STAGE 2 - FILE: 5709.00

A proposal has been filed by The City of Winnipeg for Stage 2 of the Southwest Rapid Transit Corridor. The corridor would extend from Stage 1 at the intersection of Pembina Hwy and Jubilee Ave to the University of Manitoba. The project includes construction and/or modification of a transitway, bridges, underpasses, a tunnel, roadway connections, transit stations, park and ride facilities, and a new Active Transportation Path. Construction is planned for the period of 2016 to 2019.

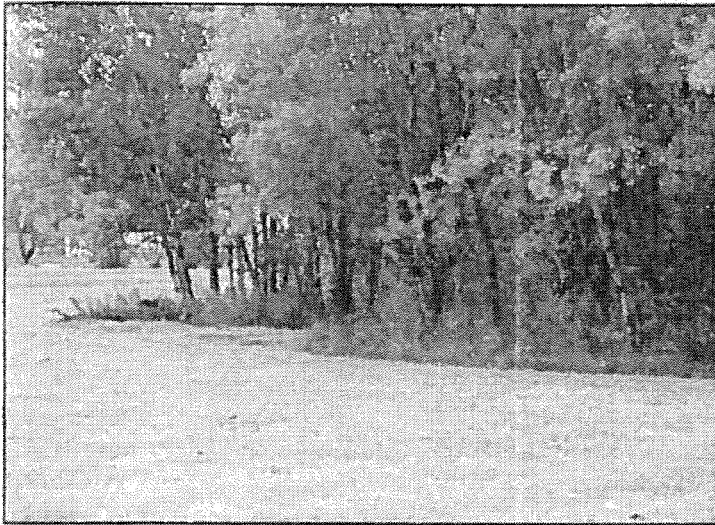
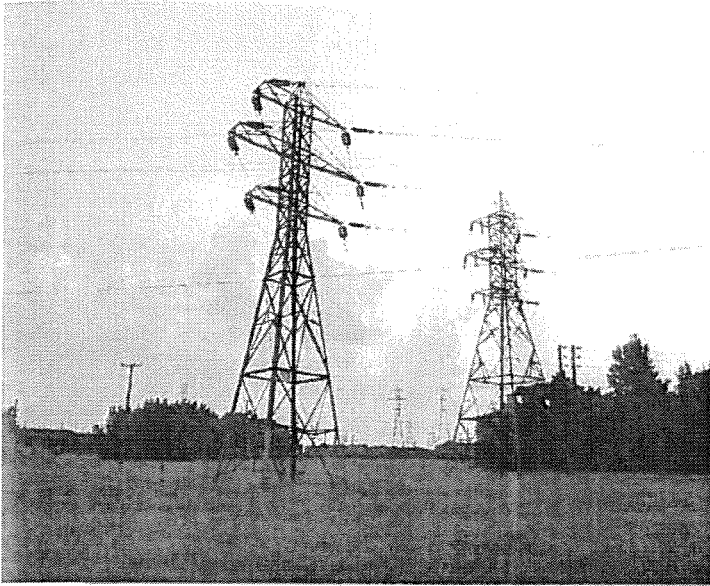
Anyone likely to be affected by the above operation and who wishes to make a representation either for or against the proposal should contact the Department, in writing or by E-mail (elise.dagdick@gov.mb.ca), not later than JUNE 9, 2014. Further information is available from the Public Registries located at: Legislative Library, 200 Vaughan St., Winnipeg; Millennium Public Library, 4th Floor, 251 Donald St., Winnipeg; Online Registry, <http://www.gov.mb.ca/conservation/eal/registries/index.html> or by contacting Elise Dagdick, Environment Officer at 204-619-0709.

Information submitted in response to this proposal is considered public information and will be made available to the proponent and placed on the public registry established in accordance with Section 17 of *The Environment Act*.

Environmental Approvals Branch
Conservation and Water Stewardship
123 Main Street, Suite 160
Winnipeg MB R3C 1A5
Toll Free: 1-800-282-8069
Fax: (204) 945-5229
Website: www.gov.mb.ca/conservation/eal

For publication in:
Winnipeg Free Press – Sat. May 10, 2014





City of Winnipeg
Southwest Rapid Transit Corridor— Stage 2
Environmental Review and Assessment
Report – April 2014

Submitted by:
Dillon Consulting Limited
1558 Willson Place
Winnipeg, Manitoba R3T 0Y4



16.3.8.3 Plants of Interest

Although there were no species of conservation concern found within the PSA, there were some plants that are of special interest due to their history in the area or role as habitat for wildlife species. Plant species of interest that were observed in the PSA during the field survey included:

- Several showy milkweed plants (*Asclepias speciosa*) were found in two locations (14U 632162m E, 5521797m N; 14U 631435m E, 5522934m N) along the west side of the Manitoba Hydro RoW (**Photograph 4 and Photograph 5**). Milkweed is important to the survival of Monarch butterflies (*Danaus plexippus*), which is currently listed as a Species of Special Concern under SARA (Government of Canada 2013).
- In the oak-aspen woods, some fairly large specimens of bur-oak trees (*Quercus macrocarpa*) were observed (14U 632191 m E, 5523589m N) (**Photograph 6**).
- Some large specimens of peachleaf willow (*Salix amygdaloides*) were found in one of the wetter areas in the Parker Lands (**Photograph 7**). These willows are the only species of willows in southern Manitoba that reach tree-size and are most often relegated to stream and riverbanks.
- There appears to be a former homestead site in the wooded area adjacent to Heatherdale Avenue in the Parker Lands as indicated by a row of large cottonwood (*Populus deltoides*) trees and the remnants of what appeared to be a driveway. A large cottonwood tree was also present in the Manitoba Hydro RoW at the same location as the third stand of cattails (**Photograph 12** in Section 16.3.9).

There may be some remnant tall grass prairie plant species surviving in the area, but due to the late season sampling and the late summer mowing it was not possible to identify all of the grass species. Prairie cordgrass (*Spartina pectinata*), a native grass found in wet areas and moist prairie, was common in the unmowed areas. The plant species list for the Parker 3 Site #550 includes big bluestem (*Andropogon gerardii*), a grass found in native tall-grass prairies, which was reported to be present in a 1995 survey (City of Winnipeg 2013b). As noted above, the timing of the survey was not optimal for the identification of plant species that emerge and flower earlier in the growing season. ←

FAMILY/Species (Alphabetical)	Common Name	Provincial S Rank	Introduced	Location		Previously Reported by City of Winnipeg
			VE			
OLEACEAE	OLIVE FAMILY					
Fraxinus pennsylvanica	Green Ash	S5		x		x
ONAGRACEAE	EVENING PRIMROSE FAMILY					
Epilobium palustre	Marsh Willowherb	S5		x		
Oenothera biennis	Evening Primrose	S5				x
ORCHIDACEAE	ORCHID FAMILY					
Cypripedium parviflorum var. makasin	Small Yellow Lady's- slipper	S4				x
PINACEAE	PINE FAMILY					
Larix laricina	Tamarack	S5		x		
Picea glauca	White Spruce	S5		x		
PLANTAGINACEAE	PLANTAIN FAMILY					
Plantago major	Common Plantain	SNA	NON_NATI VE		x	
POACEAE	GRASS FAMILY					
Agrostis scabra	Ticklegrass	S5				x
Agrostis stolonifera	Creeping Bent	SNA	NON_NATI VE			x
→ Andropogon gerardii	Big Bluestem	S4				x
Avena fatua	Wild Oats	SNA	NON_NATI VE		x	
Bromus inermis	Smooth Brome	SNA	NON_NATI VE			
Calamagrostis canadensis	Canada Reed Grass	S5		x		x
Elymus repens	Quackgrass	SNA	NON_NATI VE			x
Hordeum jubatum	Foxtail Barley	S5		x	x	x
Muhlenbergia cuspidata	Prairie Muhly	S4				x
Phalaris arundinacea	Reed Canarygrass	S5	NON_NATI VE	x	x	x
Phleum pratense	Timothy	SNA	NON_NATI VE	x		x
Phragmites australis	Common Reed	S5	Cat 2 INVASIVE			x
Poa pratensis	Kentucky Bluegrass	S5		x	x	x
Setaria viridis	Green Bristlegrass	SNA	NON_NATI VE		x	x
Spartina gracilis	Alkali Cordgrass	S4				x
Spartina pectinata	Prairie Cordgrass	S5		x	x	x

City of Winnipeg, Naturalist Services



Report For Habitat Site

Parker 3

Location

North of Parker Ave in between Lottie St and Daniel St. Just East of the corner of Wilkes Ave and Waverly St.

Site Description

Disturbed grassland surrounds higher quality habitat.

Site Name

Parker 3

Site

550

Habitat Information and Plants Found at the Site:

Grade B

Area in Hectares 29.5

Habitat Types

Prairie

Aspen Forest

Species Name

Common Name

Date Sp. added to list

Native/Introduced

Acer negundo	Manitoba maple	01/07/1995	N
Acer spicatum	Mountain maple	01/07/1995	N
Achillea millefolium	Yarrow	18/06/2002	N
Agropyron repens	Quack- grass, Couch-grass	01/07/1995	I
Agrostis scabra	Rough hair grass	01/07/1995	N
Agrostis stolonifera	Redtop	01/07/1995	I
Ambrosia psilostachya	Perennial ragweed	01/07/1995	N
Amelanchier alnifolia	Saskatoon	01/07/1995	N
→ Andropogon gerardii	Big bluestem	01/07/1995	N
Anemone canadensis	Canada anemone	18/06/2002	N
Antennaria aprica	Low everlasting	01/07/1995	
Antennaria spp.	Pussytoes	18/06/2002	
Aralia nudicaulis	Wild sarsparilla	18/06/2002	N
Arctium minus	Lesser burdock	01/07/1995	I
Arenaria lateriflora	Grove-sandwort	18/06/2002	N
Asclepias spp.	Milkweed	18/06/2002	
Asparagus officinalis	Garden asparagus	01/07/1995	I
Bromus inermis	Smooth brome	01/07/1995	I
Calamagrostis canadensis	Marsh reed grass	01/07/1995	N
Carex spp.	Sedge	01/07/1995	N
Carex tenera	Sedge	01/07/1995	N
Cirsium arvense	Canada thistle	01/07/1995	I
Cirsium flodmanii	Flodmans thistle	18/06/2002	N
Comandra umbellata	Bastard toadflax	18/06/2002	N
Cornus stolonifera	Red osier dogwood	01/07/1995	N
Corylus spp.	Hazelnut	18/06/2002	
Crataegus rotundifolia	Round-leaved hawthorn	01/07/1995	N
Cypripedium calceolus var. parviflorum	Small yellow lady	18/06/2002	N
Equisetum arvense	Common horsetail	01/07/1995	N
Erigeron philadelphicus	Philadelphia fleabane	18/06/2002	N
Fragaria virginiana	Smooth wild strawberry	01/07/1995	N

<i>Galium boreale</i>	Northern bedstraw	18/06/2002	N
<i>Glaux maritima</i>	Sea-milkwort	01/07/1995	N
<i>Glycyrrhiza lepidota</i>	Wild licorice	18/06/2002	N
<i>Juncus balticus</i>	Baltic rush	01/07/1995	N
<i>Juncus</i> spp.	Rush	18/06/2002	
<i>Lathyrus palustris</i>	Marsh vetchling	01/07/1995	N
<i>Lathyrus</i> spp.	Peavine	18/06/2002	
<i>Lonicera dioica</i>	Twining Honeysuckle	18/06/2002	N
<i>Maianthemum canadense</i>	Two-leaved Solomon's- seal, Wild lilly of the valley	18/06/2002	N
<i>Malus</i> spp.	Apple tree	18/06/2002	
<i>Melilotus</i> spp.	Sweet clover	18/06/2002	I
<i>Muhlenbergia cuspidata</i>	Prairie muhly	01/07/1995	N
<i>Poa pratensis</i>	Kentucky blue grass	01/07/1995	N/I
<i>Populus balsamifera</i>	Balsam poplar	01/07/1995	N
<i>Populus tremuloides</i>	Trembling aspen	01/07/1995	N
<i>Potentilla anserina</i>	Silverweed	01/07/1995	N
<i>Prunus pensylvanica</i>	Pin cherry	18/06/2002	N
<i>Prunus virginiana</i>	Red-fruited choke cherry	01/07/1995	N
<i>Quercus macrocarpa</i>	Bur oak	18/06/2002	N
<i>Ranunculus</i> spp.	Buttercup	18/06/2002	
<i>Rhamnus alnifolia</i>	Alder-leaved buckthorn	01/07/1995	N
<i>Rhus radicans</i> var. <i>rydbergii</i>	Poison ivy	18/06/2002	
<i>Ribes americanum</i>	Wild black currant	01/07/1995	N
<i>Ribes oxycanthoides</i>	Bristly wild gooseberry	01/07/1995	N
<i>Ribes</i> spp.	Currant	18/06/2002	
<i>Rosa acicularis</i>	Prickly rose	01/07/1995	N
<i>Rosa</i> spp.	Rose	18/06/2002	
<i>Rubus idaeus</i>	Wild red raspberry	18/06/2002	N
<i>Rumex</i> spp.	Wild rhubarb	18/06/2002	
<i>Salix petiolaris</i>	Basket willow	01/07/1995	N
<i>Salix</i> spp.	Willow	18/06/2002	
<i>Sanicula marilandica</i>	Snakeroot	18/06/2002	N
<i>Senecio pauperculus</i>	Balsam groundsel	18/06/2002	N
<i>Sisyrinchium montanum</i>	Blue-eyed grass	18/06/2002	N
<i>Smilacina stellata</i>	Star-flowered Solomon's-seal	18/06/2002	N
<i>Solidago canadensis</i>	Canada goldenrod	01/07/1995	N
<i>Sonchus arvensis</i>	Perennial sow-thistle	01/07/1995	I
<i>Spartina gracilis</i>	Alkali cord grass	01/07/1995	N
<i>Spartina</i> spp.	Cord grass	18/06/2002	N
<i>Spiraea alba</i>	Narrow-leaved meadowsweet	01/07/1995	N
<i>Stachys palustris</i>	Marsh hedge-nettle	01/07/1995	N
<i>Symphoricarpos occidentalis</i>	Western snowberry	01/07/1995	N
<i>Taraxacum officinale</i>	Dandelion	01/07/1995	I
<i>Taraxacum</i> spp.	Dandelion	18/06/2002	
<i>Thalictrum venulosum</i>	Veiny meadow-rue	18/06/2002	N
<i>Thlaspi arvense</i>	Stinkweed, Field pennycress	18/06/2002	I
<i>Trifolium pratense</i>	Red clover	01/07/1995	I

Trifolium spp.	Clover	18/06/2002	
Ulmus americana	American elm	01/07/1995	N
Viburnum lentago	Nannyberry	01/07/1995	N
Viburnum opulus	High bush-cranberry	01/07/1995	N
Vicia cracca	Tufted vetch	18/06/2002	I
Viola canadensis	Canada violet	18/06/2002	N
Zizia spp.	Alexanders	18/06/2002	N

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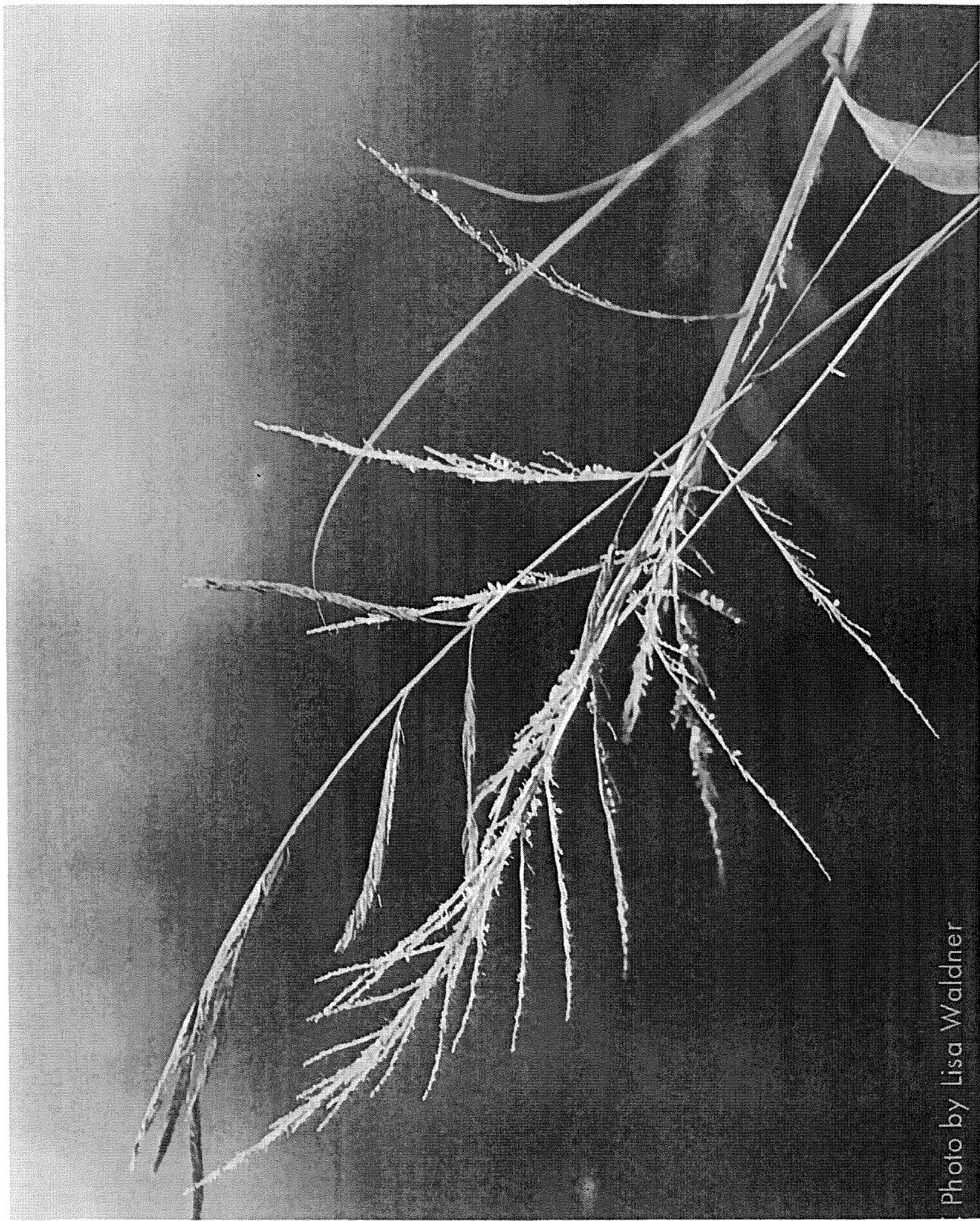


Photo by Lisa Waldner



Vote for Manitoba's Official Prairie Grass Emblem

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Big bluestem

Andropogon gerardii

Big bluestem is a distinctive grass that is recognizable by its flowering head that resembles a turkey's foot – "turkeyfoot" is also one of its other common names. It is one of the main species of the Tallgrass prairie because it loves the heat and moisture, but occurs throughout the prairie grassland areas in southern Manitoba.

general description

a tall, leafy grass found in large clumps; forms a dense sod; can reach a height of 150 cm (60 in.); perennial; grows rapidly from late spring to early fall

leaves

wide, long, blue-green leaves sometimes tipped with red or purple; 50 cm (20 in.) long and 10 mm (3/8 in.) wide; long, silky hairs found near base of leaf and on sheath; both sides smooth; veins distinct

flowers

flower heads divided into three to six branches like a turkey's foot; purplish in colour; the hairy seeds have long, twisted awns; flowers August to September

habitat

grows in all soil textures; a heat-loving plant typical in the moist prairies of southeastern Manitoba; in southwestern Manitoba grows in moist lowlands, lower slopes of hills and along waterways; also found in open jackpine woods and along roadsides

best places to see

Manitoba Tallgrass Prairie Preserve; Bird's Hill Provincial Park; Living Prairie Museum; Spruce Woods Provincial Park; Beaudry Provincial Park; Assiniboine Forest; Big bluestem can often be found growing in ditches throughout the prairie region of Manitoba (including the southern Interlake) especially in years with abundant moisture.



Big bluestem. Photo courtesy of S. Froelich
click on image for larger view



click to open PDF of specimen



Wildlife Branch

Conservation > Wildlife Branch > Habitat Conservation

Critical Wildlife Habitat Program

Tall Grass Prairie Preserve

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Before the arrival of European settlers, the Red River Valley in south-central Manitoba was a vast sea of tall-grass prairie, a complex ecosystem with an astonishing variety of grasses, flowers and wildlife. Dominated by grasses that reached over two metres in height, this was the most productive type of prairie in North America. The very richness of the tall-grass prairie, however, spelled its doom. With deep fertile soils the colour of coal, the prairie was soon transformed by settlers. Cereal and forage crops are now cultivated where orchids, lilies, and grasses once thrived. Tall-grass prairie in Manitoba is only a fraction (less than 1%) of its former 6,000 square kilometres.

In 1987, several years after the International Biological Programme conducted a search for natural areas, the Manitoba Naturalists Society launched a systematic survey to locate the surviving remnants of this beautiful landscape. Only a few sites were discovered and many were less than a hectare in size. The largest tracts of tall-grass prairie were found near the towns of Tolstoi and Gardenton in southeastern Manitoba. In 1989, the Critical Wildlife Habitat Program, a cooperative program involving seven conservation organizations, began securing lands in the Tolstoi-Gardenton area for a prairie preserve. Today, over 2000 hectares of tall-grass prairie are protected within this Preserve.

Like many remnant grasslands, the lands within Manitoba's Tall-grass Prairie Preserve escaped destruction because the land was too difficult to plough. Large boulders, aspen groves and far-reaching swamps discouraged the early settlers in turning the precious sod, allowing this unique plant and animal system to endure. Today, the area is home to over 150 plant species, from flowers and grasses to shrubs and trees, and a variety of animals from butterflies, frogs and songbirds to voles, deer, moose and an occasional bear.

From April's first growth to October's killing frost, the Tall-grass Prairie Preserve is in constant metamorphosis, its colour, contour and fragrance changing from week to week. Even before the snow is gone, the area begins to teem with life. Boreal chorus frogs call for mates from grassy ponds and the trill of a western meadowlark announces to one and all that spring is here to stay. Amid the brown of last year's growth, the first shoots of pale green emerge, delighting those who stop to investigate. Soon, the delicate flowers of yellow star-grass and early blue violets appear, followed by flowers in every imaginable shade and colour. The blossoms of golden alexander, prairie smoke, blue-eyed grass and the medicinal seneca root carpet the landscape. In May, the moccasin-shaped flowers of the endangered small white lady's slipper appear briefly in the tangle of greenery and then all but disappear as other plants follow in the never-ending succession of colour.

Birds of many kinds fly and soar above the preserve. Over 90 species of birds nest in the nooks and crannies of the Preserve. The trumpeting call of a nesting sandhill crane can be heard from a distance while the soft tapping of the yellow rail eludes all but the keenest listeners.

In July, the rare and enchanting western prairie fringed orchid blooms. Purple and white prairie clover lend contrasting colours to the prairie while enriching the soil with nitrogen. The composites begin their showy displays from black-eyed susans to blazing stars and the early goldenrods. The sight of the native prairie at the height of the blooming season is a never-to-be forgotten experience. This is when the greatest diversity of butterflies can be sighted -- 20 or more kinds on a

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good day -- including the rare Powesheik skipper, a species found only in the Preserve area within Canada.

In August, the prairie is aglow with expanses of golden Indian grass, prairie cord grass, prairie dropseed and big bluestem. Hidden among the grasses are rare orchids: nodding ladies tresses bloom in early August while Great Plains ladies tresses flower a few weeks later. The blossoming of the gentians herald the start of autumn; the flowering of the closed gentian is one of the last colourful events on the prairie, often blooming until the harshest frosts. Soon the monarch butterflies will begin their fall migration to the southern United States and Mexico as yet another magical prairie season passes.

Endangered Species

Since the tall-grass prairie is an endangered ecosystem, some of the associated plants and animals are also scarce.

The **western prairie fringed orchid (*Platanthera praecleara*)** is an endangered orchid found in the north block of the Prairie Preserve. It grows in remnant native prairies and wet meadows in the United States and Canada. It is estimated that there are fewer than 4,000 plants in the Preserve, the only Canadian location of this plant. The western prairie fringed orchid is a sturdy, long-lived perennial with creamy-white to white flowers in a cluster 25 centimetres or more in diameter. The lower petal of each flower is delicately fringed. Blooming generally begins in early-July and lasts for three weeks. It is believed that sphinx moths play an important role in pollinating the orchids. These orchids require a companion fungus, known as mycorrhizae, to survive; this fungus is easily destroyed when the plant is dug up.

The **small white lady's slipper (*Cypripedium candidum*)** is an endangered orchid found in the wet meadows of the south block of the Prairie Preserve. The population consists of fewer than 1500 plants. Small white lady's slippers grow in clumps, blooming briefly in May and then all but disappearing. The small white lady's slipper cannot reproduce without the presence of a companion fungus, nor can the mature plants live without a symbiotic fungus found within its root system.

Protected under Manitoba's Endangered Species Act, it is unlawful to pick, dig or disturb the surroundings of the small white lady's slippers or the western prairie fringed orchid. The Preserve was established to protect and conserve the native species found there, so please do not pick, dig or collect any of the plants and animals.

Management

Protection alone is not enough to keep a prairie healthy. Idle or poorly managed grasslands are often invaded by native trees and shrubs or exotic weeds. Even some native grasses, when heavily grazed or left idle, can increase to the point where they crowd out desirable species and reduce the diversity of the community. Historically grasslands were shaped by fire, drought and grazing by mammals and insects with seasonal periods of rest. Before settlers cleared the fields and ploughed firebreaks, the red buffalo, as the Plains Indians called wildfires, would rage from horizon to horizon. For tall-grass prairie, these fires were far from a destructive force, but rather an important part of prairie ecology. Fire broke down dead and decaying vegetation, returning nutrients to the soil and giving the sun an opportunity to warm the ground in early spring. The growth of trees and shrubs, which invade the prairie, was slowed by fire. Prairie plants, with much of their energy stored in underground root systems, were better adapted to fire than the shrubby invaders with their energy stored in above-ground parts.

When the prairies were in their prime, rotational grazing occurred naturally without any help from humans. A herd of bison or elk would graze an area clean and then move on to greener pastures. This continual movement provided native grasslands with fertilizer, a method of seed dispersal and seasonal periods of rest to recover and replenish their food supplies.

Because people have altered the prairie ecosystem so dramatically it is impossible to mimic the natural forces exactly. Today, management of tall-grass prairie requires the use of techniques that duplicate wildfires and grazing by wild animals. Prescribed burning, approximately once every three years, is necessary to keep the prairie healthy. To be effective and safe, managed burns need to be carefully planned and conducted under controlled conditions. Rotational grazing by native or domestic grazers can also be vital to the health of native prairies. A planned, properly managed grazing system with periods of rest can help increase the numbers of native grass species in a tall-grass prairie. Grazing can be imitated by mowing and haying, which if properly timed can encourage or discourage particular plant species. Exotic or woody species must often be hand-cleared or removed by other techniques, such as bio-control (the use of natural enemies to control

non-native plants) or girdling (the removal of a layer of bark on a tree to kill the tree and prevent suckering). A combination of these activities will be used in managing Manitoba's Tall-grass Prairie Preserve.

Most lands acquired for the preserve are accessible year round for hiking and walking. Vehicle access and some other activities may be limited. On-site signage will provide further detail. Additional tall-grass prairie in the area has been conserved by the Critical Wildlife Habitat Program through lease arrangements with private landowners. Visitors must have permission from the landowner before entering private lands. Please contact the Critical Wildlife Habitat Program for more information.

Plant and animal (including butterflies) lists are available on request from the Critical Wildlife Habitat Program.

Much of the land in the Tall-grass Prairie Preserve was originally settled by pioneers from Bukovina in the western Ukraine. The first Bukovinians arrived in Canada in 1896 and soon after settled in the Stuartburn-Gardenton area. Although the soil in this area of Manitoba was not as fertile as sites farther west in the Red River Valley, each section contained many wooded acres, a source of fuel and lumber. In many cases, stones and wetlands made cultivation of the land impossible.

Although life for these early settlers was demanding, a strong social and religious life developed. By 1900 several churches had been constructed in the area. The most notable was St. Michael's, the first permanent Ukrainian Greek Orthodox church built in Canada. This structure, in continual use since its consecration, stands as a symbol of the Ukrainian immigrants' faith and determination to preserve their religion in a new land. Original homesteads, typifying the materials and construction used by the early settlers, are found throughout the area. Artifacts from this settlement can be seen in the Gardenton Ukrainian Museum.

The Manitoba Tall Grass Prairie Preserve is located in the southeastern corner of the province, near the communities of Tolstoi and Gardenton (see [map](#)). This 2,200 hectare preserve protects a small remnant of a once vast sea of tall-grass prairie. A self-guiding interpretive trail (1 km loop) was established in 1996.

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Welcome to Winnipeg's Wilderness!

Begin your journey by zooming in close to the area you are interested in. By clicking on one of the habitat areas you can follow a link to view a species list and description for that site.

Area FiltersRestore Defaults

Search by address (ex. 510 Main Street)

Id	211102267
Habitat	550
Siteid	550
Habitat	Grassland
Quality	C
Park Name	Brenda Leipsic Park
Location	NE corner of Hurst Way & Parker Ave
Tooltip	Grassland



Last update: 13.03.2014

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Brenda Leipsic Park

Map Current as of April 9, 2013. Air Photo as of 2012



NE corner of Parker Ave & Hurst Wy

Off-Leash Dog Area

Vascular Flora of Parker Wetlands

ACERACEAE - Maple family

- Acer ginnala* Amur maple
A. negundo Manitoba maple * ^
A. spicatum Mountain maple

ANACARDACEAE - Sumach family

- Rhus radicans* Poison ivy*

APOCYNACEAE - Dogbane family

- Apocynum androsaemifolium* Spreading dogbane*
A. cannabinum Indian hemp

ARALIACEAE - Ginseng family

- Aralia nudicaulis* Sarsaparilla*

ASCLEPIADACEAE - Milkweed family

- Asclepias ovalifolia* Dwarf milkweed ^
A. syriaca Silky milkweed

BETULACEAE - Birch family

- Corylus americana* American hazel*
C. cornuta Beaked hazel*

BORAGINACEAE – Borage family

- Lappula echinata* Bluebur

CAMPANULACEAE – Bluebell family

- Campanula rapunculoides* Creeping bluebell

CAPRIFOLIACEAE - Honeysuckle family

- Diervilla lonicera* Bush-Honeysuckle *
Lonicera dioica Twining honeysuckle
L. oblongifolia Swamp fly honeysuckle *
L. tatarica Tartarian honeysuckle *
Symphoricarpos occidentalis Western snowberry *
Viburnum lentago Nannyberry *
V. opulus Highbush cranberry *
V. rafinesquianum Downy arrow wood *

CARYOPHYLLACEAE – Pink family

- Arenaria lateriflora* Blunt-leaved sandwort

ELAEAGNACEAE - Oleaster family
Elaeagnus angustifolia Russian olive *
E. commutata Silverberry, Wolf willow

EQUISETACEAE – Horsetail family
Equisetum arvense Common horsetail

FAGACEAE - Beech family
Quercus macrocarpa Bur oak *

GRAMINAE - Grass family
Agropyron repens Couch, Quack grass * ^
A. dasystachyum Northern wheatgrass ^
Agrostis scabra Rough hair grass
A. stolonifera Red top ^
Andropogon gerardii Big bluestem *
Beckmannia syzigachne Slough grass
Bromus inermis Smooth brome * ^
Calamagrostis canadensis Marsh reed grass *
Dsechampsia caespitose Tufted hairgrass ^
Hordeum jubatum Foxtail barley ^
Muhlenbergia cuspidata Prairie muhly
Pascopyron smithii Western wheatgrass
Phalaris arundinaceae Reed canary grass * ^
Phleum pretense Timothy *
Phragmitis australis Common reed grass
Poa pratensis Kentucky bluegrass ^
Setaria viridus Green foxtail
Spartina gracilis Alkali cord grass
S. pectinata Prairie cord grass *

IRIDACEAE – Iris family
Sisyrinchium montanum Blue-eyed grass

JUNCACEAE - Rush family
Eleocharis palustris Creeping spike-rush ^
Juncus balticus Baltic rush * ^

LABIATAE or LAMIACEAE - Mint family
Artemisia biennis Biennial wormwood ^
A. frigida Pasture sage
Lycopus asper Western water-horehound *
Mentha arvensis Common mint * ^
Scutellaria galericulata Marsh skullcap ^
Stachys palustris Marsh hedge-nettle * ^

LEGUMINOSAE - Pea family

- Caragana arborescens* Common caragana
Glycyrrhiza lepidota Wild licorice ^
Lathyrus ochroleucus Pale vetchling
L. palustris Marsh vetchling
Medicago lupulina Black medick * ^
M. sativa Alfalfa ^
Melilotus alba White sweet clover * ^
M. officinalis Yellow sweet clover ^
Trifolium hybridum Alsike clover ^
T. pretense Red clover ^
T. repens White clover
Vicia Americana American vetch
V. cracca Tufted vetch *

LILIACEAE - Lily family

- Asparagus officinalis* Asparagus
Maianthemum canadense Wild lily-of-the-valley *
Smilicina stellata False solomon's seal
Smilax herbaceae Carrionflower *

LYTHRACEAE - Loosestrife family

- Lythrum salicaria* Purple loosestrife *

OLEACEAE - Olive family

- Fraxinus pennsylvanica* Green ash *
Syringia vulgaris Sensation lilac

ONAGRACEAE - Evening-primrose family

- Epilobium palustre* Marsh willowherb *
Oenothera biennis Yellow evening-primrose

ORCHIDACEAE - Orchis family

- Cypripedium calceolus var. parviflorum* Small yellow lady's slipper

PINACEAE - Pine family

- Picea glauca* White spruce *

PLANTAGINACEAE - Broadleaf plantain family

- Plantago major* Common plantain ^

POLYGONACEAE - Buckwheat family

- Polygonum amphibious* Water smartweed ^
Rumex acetosella Sheep's sorrel ^
R. crispus Curled dock
R. occidentalis Western dock

PRIMULACEAE – Primrose family

Glaux maritima Sea milkwort

PYROLACEAE - Wintergreen family

Pyrola asarifolia Pink wintergreen *

RANUNCULACEAE - Crowfoot family

Anemone canadense Canada anemone

Ranunculus abortivus Buttercup ^

R. macounii Macoun's buttercup ^

Thalictrum dasycarpum Tall meadow-rue *

T. venulosum Veiny meadow-rue *

RHAMNACEAE - Buckthorn family

Rhamnus alnifolia Alder-leaved buckthorn

R. catharticus Buckthorn *

ROSACEAE - Rose family

Amelanchier alnifolia Sakatoon *

Crataegus rotundifolia Round-leaved hawthorn

C. succulent Hawthorn

Fragaria virginiana Smooth wild strawberry *

Geum alleppicum Yellow avens *

Potentilla anserine Silverweed *

P. norvegica Rough cinquefoil ^

Prunus nigra Wild plum

P. virginiana Chokecherry *

Rosa acicularis Prickly rose *

R. woodsii Wood's rose

Rubus idaeus Wild red raspberry *

R. pubescens Dewberry *

Spiraea alba Marrow-leaved meadowsweet

RUBIACEAE - Madder family

Galium boreale Northern bedstraw *

G. triflorum Sweet-scented bedstraw

SALICACEAE - Willow family

Populus balsamifera Balsam poplar *

P. deltoids Cottonwood *

P. tremuloides Trembling aspen *

Salix amygdaloides Peach-leaved willow

S. discolor Pussywillow

S. exigua Sandbar willow *

S. lucida Western Shining willow ^

S. petiolaris Basket willow

SANTALACEAE- Sandalwood family

Comandra umbellata Bastard toadflax

SAXIFRAGACEAE - Saxifrage family

Ribes americanum Wild black currant

R. glandulosum Skunk currant *

R. oxyacanthoides Northern gooseberry

TYPHACEAE - Cattail family

Typha angustifolia Narrow-leaved cattail *

T. latifolia Common cattail * ^

UMBELLIFERAE - Parsley family

Sanicula marilandica Snakeroot

Sium suave Water parsnip

Zizia aptera Heart-leaved Alexanders

Z. aurea Golden Alexanders *

ULMACEAE - Elm Family

Ulmus americana American elm *

U. pumila Siberian elm *

VIOLACEAE – Violet family

Viola Canadensis Canada violet

V. pubescens Downy violet

VITACEAE - Grape Family

Parthenocissus quinquefolia Virginia creeper *

Vitis riparia Riverbank grape *

Sources:

Leston, Lionel. 2013. Transmission Lines as Tall-grass Prairie Habitats: Local Mowing, Spraying, and Surrounding Urbanization as Determinants of Wildlife Richness and Abundance. (Plant Surveys 2007 – 2009). PhD Thesis, Faculty of Graduate Studies, University of Manitoba. Winnipeg, Manitoba.

Parker Wetlands Conservation Committee, 2013. Plant Survey of Various Habitats in Parker Wetlands. Unpublished Report.

Winnipeg Naturalist Services, 2005-2009. Habitat and Plant Information Report for Parker Green Space. Online Plant Inventory, City of Winnipeg, Naturalist Services.

Transmission Lines as Tall-grass Prairie Habitats: Local Mowing, Spraying, and

Surrounding Urbanization as Determinants of Wildlife Richness and Abundance
by
Lionel Leston
A Thesis submitted to the Faculty of Graduate Studies of
The University of Manitoba

Parker Wetlands List of Birds

Northern Goshawk

Pine Siskin

Mallard

Red-winged Blackbird

White-tailed Sparrow

Yellow Warbler

Common Raven

Blue Jay

American Goldfinch

Black-capped Chickadee

American Robin

Mourning Dove

Broad-winged Hawk

Belted Kingfisher

Common Yellow-throated Warbler

Red-eyed Vireo

Western Meadowlark

Ring-billed Gull

Ruby-crowned Kinglet
Canada Goose
Chipping Sparrow
Downy Woodpecker
Brown-headed Cowbird
House Finch
Wilson's Snipe
Palm Warbler
Song Sparrow
Red-breasted Nuthatch
Tennessee Warbler
American Redstart
Yellow-rumped Warbler
Brewer's Blackbird
Pileated Woodpecker
Brown Thrasher
Black and White Warbler
Northern Flicker

Merlin

Killdeer

Canadian Grackle
Clay-coloured Sparrow
Hairy Woodpecker
American Kestrel
Gray Catbird
Eastern Phoebe
Rock Pigeon
Savannah Sparrow
Least Flycatcher
Swamp Sparrow
American Crow
Cedar Waxwing
Cape May Warbler

Bird Surveys by Parker Wetlands Conservation Committee

Note to Public Registry File No. 5709.00 (City of Winnipeg - Southwest Rapid Transit Corridor - Stage 2)

The following documents were attached to the June 9, 2014 comments from David M. Sanders. The documents are not included in the public registry file, but are available upon request.

- Agenda for June 3, 2013 meeting of Standing Policy Committee on Infrastructure Renewal and Public Works
- City of Winnipeg Stage 2, Southwest Rapid Transit Corridor Project P3 Business Case Summary, dated April 4, 2014
- Council Minutes for March 20, 2013
- Made in Winnipeg Rapid Transit Solution, Final Report, Rapid Transit Task Force, dated September 2013
- City of Winnipeg, Request for Proposal No. 685-2013, Professional Consulting Services for Stage 2 of the Southwest Transitway - Functional Design - P3 Business Case and VFM Analysis - Procurement - Owner's Advocate
- City of Winnipeg, Request for Proposal No. 545-2011, Professional Consulting Services, Preliminary Engineering Study for Upgrading the Pembina Highway Underpass
- Southwest Rapid Transit Corridor Stage 2 Alignment Study Final Report, submitted by Dillon Consulting Limited
- Southwest Transitway (Stage 2) Public Engagement Report by Landmark Planning and Design, dated April 2014
- Towards Sustainable Drainage - A Proposed New Regulatory Approach, Conservation and Water Stewardship, dated June 2014

Elise Dagdick

**Environmental Approvals Branch
Manitoba Conservation and Water Stewardship**

