REPORT OF THE

STANDING POLICY COMMITTEE ON PUBLIC WORKS

DATED OCTOBER 25, 1999

On motion of Councillor Angus, Clauses 4 and 5, of the Report of the Standing Policy Committee on Public Works, dated October 25, 1999, were considered.

Moved by Councillor Angus,
That the Consent Agenda, Clause 4, be adopted.

Carried.

Audible Pedestrian Signals
File ST-5 (Vol. 23) [c/r FC(2000) (Vol. 1),
FC-1(2001-2005) (Vol. 1)]

187 - 4. Council at its meeting held on April 29, 1998, adopted the following recommendations of the Standing Policy Committee on Public Works, as amended by Executive Policy Committee recommendation, namely:

I. That a definitive program for equipping all signalized crossings with audible pedestrian signals in addition to the conventional visual displays be adopted by Council.

II. That all new traffic control signals to be installed either as new construction or part of a replacement program be equipped with audible pedestrian signals in addition to the conventional visual displays.

III. That the Standing Committee on Fiscal Issues be requested to determine the source and amount of the annual funding for this program.

The Executive Policy Committee concurs in the recommendation from the Standing Committee on Fiscal Issues, regarding Recommendation III. above, namely:

That the matter be tabled for consideration at the time of the 1999-2004 Capital Estimates review;

And that capital funding in the amount of $39,000.00 currently available for the installation of audible signals be applied to this program on a priority basis.

Consideration of the issue of funding did not take place at the time of the 1999-2004 Capital Estimates review due to an oversight. As an interim arrangement, $100,000.00 was allocated from the 1999 Traffic Engineering Improvements component of the 1999 Capital Estimates for audible signal installation on a “one-time only” basis with the intention of reviewing the funding as part of the consideration of the 2000-2005 Capital Estimates. Including the amount approved by Council in 1998 ($39,000.00), there is $139,000.00 currently available for installation of audible pedestrian signals, sufficient to treat approximately 20 intersections.

On June 22, 1999, the Standing Policy Committee on Public Works during its review of the Preliminary 2000 Annual Capital Estimates and the 2001 to 2005 Five-Year Capital Forecast, requested the Administration to:

a. Develop a coordinated prioritization system and priority list for installation of Audible Pedestrian Signals, in consultation with representatives of the Access Advisory Committee;
b. Review and discuss with the Access Advisory Committee the new technology to be introduced in the City of Winnipeg to ensure its suitability to meet the needs of all persons;
c. Review possible funding opportunities for the Audible Pedestrian Signal Program from any future Joint Federal/Provincial /Municipal Infrastructure Renewal Program; and
d. Develop a policy whereby all new traffic control signals to be installed by a Developer be equipped with Audible Pedestrian Signals, in addition to the conventional visual displays, all costs for which shall be borne by the Developer.

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Moreover, it is also necessary to consider the long-term funding of this retrofit program as a separate component of the 2000-2005 Capital Estimates due to the limited resources provided in the Preliminary 2000 Annual Capital Estimates and the 2001 to 2005 Five-Year Capital Forecast for the annual Traffic Engineering Improvements program.

PRIORITIZED RETRO-FIT PROGRAM

The estimated cost to retrofit audible pedestrian signals at an existing traffic control signal ranges from $3,000.00 to $9,000.00 or more. The cost will vary depending on:

- the size and complexity of the intersection;
- the age, condition and capacity of the underground wiring;
- the requirement to add or relocate signal poles for effective pushbutton placement needed to support "demand-only" operation of the audible devices and reduce their nuisance impact on the surrounding neighbourhood.

It is therefore estimated that approximately $5 million is required to retrofit all 600 existing signals to include an audible component. Experience elsewhere has indicated that potential adverse neighbourhood reaction to noise irritation from the audible signals may occur. In addition, there has been some reservation expressed among the visually impaired community concerning the effectiveness of current standards for the device and some interest in revisiting the Canadian standard. In light of these factors, a carefully paced, prioritized retrofit program developed in consultation with the major stakeholders is recommended at this time.

A priority list of intersections (Appendix "A") has been prepared in consultation with the Canadian National Institute for the Blind (CNIB) and the Inter-Organizational Access Committee (IOAC) of the Manitoba League for Persons with Disabilities. The funding currently available will be used to install audible pedestrian signals at as many of these intersections as possible (approximately 20). The funding recommended for inclusion in the Preliminary 2000 Annual Capital Estimates and the 2001 to 2005 Five-Year Capital Forecast will allow for this retrofit program to continue. The Administration will consult with the Access Advisory Committee and the other stakeholders in reviewing and updating this list on a regular basis.

NEW TECHNOLOGY

"Programmable" audible pedestrian signal devices are currently being developed, many of which are not only less expensive than approved conventional devices currently on the market, but also can be modified if necessary, should the current Canadian standard for audible signals be improved. The prototype of one such device is expected to be delivered to the Administration for testing shortly. In addition, due to a new American federal mandate and a greater focus in the United States (which has no standard for this device) on the need for more "accessible pedestrian signals," other suppliers are adding innovative features such as low-level "pushbutton-finding" sounds, tactile feedback pushbuttons that vibrate and make sounds to acknowledge their operation and to mark the start of the "Walk" interval, techniques to improve directional guidance for blind pedestrians during their crossing, as well as trying to reduce the neighbourhood noise pollution inherent with current hardware. Representatives of the visually impaired community, including the IOAC, are involved on an on-going basis with staff from the Public Works Department on the matter of emerging new technology. They will continue to be consulted on and asked to participate in the evaluation of this new technology as it becomes available for testing in Winnipeg.

POSSIBLE FUNDING FROM A FUTURE JOINT FEDERAL/PROVINCIAL/MUNICIPAL INFRASTRUCTURE RENEWAL PROGRAM

There currently is no tri-level infrastructure renewal program. However, the Public Works Department will make representation to have an audible pedestrian signal retrofit component included in any future such program.

DEVELOPER FUNDED AUDIBLE PEDESTRIAN SIGNALS

Land Developers will be advised that henceforth, audible pedestrian signals are to be included as part of their obligation to install new signals. In addition, all intersections yet to be signalized as part of developer obligations will include an audible pedestrian signal component. These include the half-signal on Regent Avenue for Club Regent, and the signal on McGillivray Boulevard, east of Kenaston Boulevard for Wal-Mart.

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CURRENT PLANS FOR AUDIBLE PEDESTRIAN SIGNAL INSTALLATIONS

The Public Works Department has budgeted for installation of audible pedestrian signals as part of new signal installations at McPhillips Street at Templeton Avenue, Lombard Avenue at Westbrook Street, Pioneer/Water Avenues at Pioneer Boulevard, and on Grant Avenue at Park Boulevard East.

In addition, utilizing the funding from 1999 and earlier Capital Budgets, audible pedestrian signals have been retrofitted at Portage Avenue and Tylehurst Street (the half-signal at Polo Park) where neighbourhood noise is not a factor, and also at Portage Avenue and Valour Road (not far from CNIB) to gain some experience with lower-cost, lower-volume audible pedestrian devices.

The same funding source will also be utilized to retrofit the signalized intersections on Sherbrook and Maryland Streets at Wolseley Avenue in proximity to the Misericordia Hospital Vision Care Centre which have been given a high priority by the representatives of the visually impaired community. This work is expected to be completed by November 30, 1999.

FINANCIAL CONSIDERATIONS

Service life of audible signals is projected at about 10 years, and assuming the device costs remain within the $500.00 to $700.00 range, annual operating and maintenance costs could be about $500.00 per intersection per year, representing an ultimate operating cost of $300,000.00 per year at the point when all 600 signalized intersections are treated.

Of paramount concern is the need to invest in the most capable, programmable and adaptable hardware, to limit risk of equipment obsolescence in the event that either a new and substantially different Canadian standard be adopted with respect to audible pedestrian signals, or that alternative hardware becomes available which does a better job at lower cost.

In accordance with the recommendation contained in a report dated November 18, 1997, submitted to and approved by the Standing Committee on Fiscal Issues on November 24, 1997, a financial impact statement has been prepared for this program, a copy of which is on file in the office of the City Clerk.

The Standing Policy Committee on Public Works recommends:

I. That a separate program be established in the Public Works Department component of the Capital Estimates to fund a retrofit program for the addition of audible pedestrian signals at existing signalized intersections in the amount of $100,000.00 annually.

II. That the Audible Pedestrian Signals program be developed, monitored and updated in consultation with the City's Access Advisory Committee, Canadian National Institute for the Blind (CNIB), and the Inter-Organizational Access Committee (IOAC) of the Manitoba League for Persons with Disabilities.

III. That provision be made in the budget component of all traffic control signals installed or upgraded as a part of a street or bridge project in the Capital Estimates of the Public Works Department to allow for the installation of audible pedestrian signals in addition to the conventional signal displays.

IV. That all new traffic control signals installed by Developers be equipped with audible pedestrian signals, in addition to the conventional visual displays, all costs for which shall be borne by the Developer, with the proviso that same shall not apply to the half-signal on Regent Avenue for Club Regent and the signal on McGillivray Boulevard, east of Kenaston Boulevard for Wal-Mart, unless due notice had been provided to the respective Developers.

V. That the Proper Officers of the City be authorized to do all things necessary to implement the foregoing, including the execution of any documents related thereto.

For the information of Council, the Standing Policy Committee on Public Works has requested that the Executive Policy Committee give favourable consideration during its Capital Estimates deliberations, to the establishment of a separate program in the Public Works Department component of the Preliminary 2000 Annual Capital Estimates and the 2001 to 2005 Five-Year Capital Forecast, to fund a retrofit program for the addition of audible pedestrian signals at existing signalized intersections in the amount of $100,000.00 annually.

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On November 10, 1999, the Executive Policy Committee referred this matter to Capital Budget deliberations.

On December 7, 1999, the Standing Committee on Fiscal Issues approved an additional appropriation in the amount of $200,000.00 for the Audible Pedestrian Signals Program.

On December 8, 1999, the Executive Policy Committee concurred on Recommendations I. to V. of the Standing Policy Committee on Public Works as outlined above.

Copy of attachment referred to in the above clause is on file in the office of the City Clerk.

Adopted by consent.

Designation of Gunn Road and Panet Road/Molson Street as Full-Time Truck Routes File ST-5.2 (Vol. 25)

188 - 5. The Standing Policy Committee on Public Works was advised that at their meeting held on September 28, 1999, the East Kildonan-Transcona Community Committee concurred in the administrative recommendation that Gunn Road between Day Street and the East Perimeter Highway be designated as a Full-Time Truck Route, and that Panet Road/Molson Street between Nairn Avenue and Concordia Avenue be designated as a Full-Time Truck Route, subject to the installation of traffic control signals at Molson Street and Concordia Avenue, the widening of Panet Road/Molson Street between Munroe Avenue and Concordia Avenue, and the strengthening of the roadbed to accommodate trucks.

Truck travel in Winnipeg should largely be accommodated on arterial (Regional) streets. It is generally reasonable and appropriate in the planning of an urban area to provide for a grid of arterial streets and Truck Routes with a separation of approximately 1.6 kilometres between adjacent parallel arterial streets to:

- minimize the need to construct streets having the higher arterial standards, including thicker/stronger pavement and wider roadways required to accommodate larger trucks on a regular basis;

- maximize utilization of arterial streets for "through" trips by trucks and, thereby, minimize such trips on local streets; and

- provide no more than approximately 0.8 kilometres of travel on local streets to reach an arterial street or Truck Route from any point within a residential or commercial development.

GUNN ROAD

The northeastern link of the Perimeter Highway between Lagimodière Boulevard and Dugald Road has been opened to traffic since October, 1996. There is an at-grade crossing of the East Perimeter Highway at Wenzel Street (in the Rural Municipality of East St. Paul) and at Gunn Road. There is significant industrial development in the northeast sector of the City and the adjacent portion of the Rural Municipality of Springfield that generates truck traffic that would benefit from a Truck Route access onto this new northeastern link of the Perimeter Highway.

North-south Truck Routes in the northeastern part of the City include Day Street, Plessis Road/Grassie Boulevard, Lagimodière Boulevard, and the East Perimeter Highway. East-west Truck Routes include Springfield Road, Regent Avenue west of Plessis Road, Pandora Avenue east of Plessis Road, and Dugald Road.

The majority of trucks originating from/destined to the northeast sector of the City and oriented to the southeast, now use Day Street, Pandora Avenue and Ravenhurst Street, as the through truck route. Because it is not a Truck Route, Gunn Road between Day Street and the East Perimeter Highway cannot be used as a through route by trucks. If this section of Gunn Road were a Truck Route, it would provide a more direct access onto the East Perimeter Highway.

Gunn Road between Day Street and the East Perimeter Highway contains a 7.3 metre gravel surfaced rural roadway, carries approximately 760 vehicles in a typical 12-hour weekday between 07:00 and 19:00, and is

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intersected by the CNR Pine Falls Subdivision at a point east of Day Street. The speed limit is 60 km/h. The section of Gunn Road between Redonda Street and the East Perimeter Highway is scheduled to be paved by the Province in the Spring of 2000.

The following benefits will accrue from designating Gunn Road between Day Street and the East Perimeter Highway as a Full-Time Truck Route:

a) It will reduce the distance between the east-west grid of the existing Truck Route network and will fulfil the criteria used by the Public Works Department for the establishment of a Full-Time Truck Route, namely:

- a street or section of street that provides for trucking movements within or adjacent to an industrial/ commercial area;

- a street or section of street adjacent to an industrial/commercial area that, if designated as a Truck Route, would make unlawful the use of residential streets adjacent thereto by trucks.

b) It will be consistent with the City's plan for the Regional Street system in this area.

c) It will provide for improved east-west truck movements in this area, thereby reducing the trip length and time which is ultimately reflected in a reduction in the price of purchased goods and services that are transported by trucks.

d) It will provide route "connectivity" upon which travel opportunities will be continuous between the Kilcona-North Transcona Industrial Park and the East Perimeter Highway.

e) It will likely result in a reduction in truck traffic on Day Street, which is not a Regional Street.

As part of the City’s long-term transportation plan, it is proposed that Chief Peguis Trail, a Regional Street and Full-Time Truck Route, be extended easterly from its current terminus at Henderson Highway, to the East Perimeter Highway along an alignment that will include the existing Gunn Road right-of-way between Day Street and the East Perimeter Highway.

PANET ROAD/MOLSON STREET

There is significant commercial development along Panet Road that generates truck traffic including: the Safeway Store and adjacent commercial facilities; the IGA Store and adjacent commercial facilities; the Revy Hardware Store, and the Concordia Hospital expansion.

North-south Truck Routes in the area include Lagimodière Boulevard and Raleigh Street/Gateway Road, separated by a distance of approximately two kilometres. East-west Truck Routes include Nairn Avenue and Concordia Avenue, separated by a distance of approximately two kilometres. Panet Road is a Truck Route south of Nairn Avenue.

Panet Road/Molson Street contains a four lane divided highway between Nairn Avenue and Munroe Avenue and a two lane rural highway north of Munroe Avenue. It is intersected by the CPR Molson Subdivision at a point north of Munroe Avenue. The speed limit on Panet Road/Molson Street between Nairn Avenue and Concordia Avenue is 50 km/h.

The following benefits will accrue from designating Panet Road/Molson Street between Nairn Avenue and Concordia Avenue as a Full-Time Truck Route:

a) It will provide an extension of the Full-Time Truck Route on Panet Road south of Nairn Avenue and reduce the distance between the north-south grid of the existing Truck Route network. Such a designation will fulfil the criteria used by the Public Works Department for the establishment of a Full-Time Truck Route, namely:

- a street or section of street that provides for trucking movements within or adjacent to an industrial/ commercial area;

- a street or section of street adjacent to an industrial/commercial area that, if designated as a Truck Route, would make unlawful the use of residential streets adjacent thereto by trucks.

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b) It will provide for improved north-south truck movements in this area, thereby reducing the trip length and time which is ultimately reflected in a reduction in the price of purchased goods and services that are transported by trucks.

c) It will provide route "connectivity" upon which travel opportunities will be continuous between the commercial development on Panet Road/Molson Street and the existing Truck Routes in the area.

d) It will give truck operators a greater opportunity to access Lagimodière Boulevard via the interchange at Concordia Avenue.

Molson Street and Concordia Avenue is four way stop controlled and the existing geometry and turning radii can accommodate trucks turning at this intersection. The existing two lane roadbed within the rural cross section of Panet Road/Molson Street between Munroe Avenue and Concordia Avenue is adequate to carry the weights associated with truck traffic. Nor is this section of Panet Road/Molson Street weight restricted during the Spring thaw. The Public Works Department will maintain this section of the Panet Road/Molson Street roadway to the extent necessary to accommodate truck traffic. The widening of Panet Road/Molson Street from a two lane rural cross section to a four lane divided cross section between Munroe Avenue and Concordia Avenue, including the relocation of the train crossing signals and cross arms at the CPR Molson Subdivision, will be undertaken as priority if need and available funding dictates. It should be noted that such works are not scheduled to be undertaken until beyond 2005, based on the current 2000 to 2005 Five-Year Capital Program. The installation of traffic control signals at Molson Street and Concordia Avenue will be considered during the development of the Public Works Department Year 2000 Traffic Engineering Improvements Program. In order to minimize throw away cost, rather than undertaking geometric changes at this intersection in conjunction with such signalization, geometric improvements will be deferred until such time as the widening of the roadway north of Munroe Avenue is undertaken.

The Standing Policy Committee on Public Works recommends:

I. That the following streets be added to Schedule 1 (Full-Time Truck Routes) of The City of Winnipeg Traffic By-law No. 1573/77, namely:

   i) Gunn Road between Day Street and the P.T.H. 101 (the East Perimeter Highway).

   ii) Panet Road/Molson Street between Nairn Avenue and Concordia Avenue.

II. That the City Solicitor/Manager of Legal Services be instructed to prepare the necessary amending By-law, for submission directly to Council for approval.

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

On November 10, 1999, the Executive Policy Committee referred the matter back to the Standing Policy Committee on Public Works.

On November 22, 1999, the Standing Policy Committee on Public Works rescinded its previous decision of October 25, 1999 and recommended:

I. That Gunn Road between Day Street and the P.T.H. 101 (the East Perimeter Highway) be added to Schedule 1 (Full-Time Truck Routes) of The City of Winnipeg Traffic By-law No. 1573/77;

II. That the City Solicitor/Manager of Legal Services be instructed to prepare the necessary amending By-law for submission directly to Council for approval.

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

Copy of attachment referred to in the above clause is on file in the office of the City Clerk.

Report of the Standing Policy Committee on Public Works dated October 25, 1999

The Executive Policy Committee does not concur with the recommendation of the Standing Policy Committee on Public Works dated November 22, 1999 and recommends that Gunn Road between Day Street and the P.T.H. 101 (the East Perimeter Highway) not be added to Schedule 1 (Full-Time Truck Routes of The City of Winnipeg Traffic By-law No. 1573/77).

Moved by Councillor Angus,

That the recommendation of the Standing Policy Committee on Public Works be adopted.

The motion for the adoption of the recommendation of the Standing Policy Committee on Public Works was put.

Councillor Angus called for the yeas and nays, which were as follows:-

Yea: Councillors Lazarenko, Angus, Lubosch, Prystanski, Smith, Steek, Timm-Rudolph, Vandal and Councillor O'Shaughnessy. 9

Nay: Councillors Clement, De Smedt, Deputy Mayor Thomas, Eadie and His Worship Mayor Murray. 5

and the motion for the adoption of the recommendation of the Standing Policy Committee on Public Works was declared carried.

REPORT OF THE

STANDING POLICY COMMITTEE ON PUBLIC WORKS

DATED NOVEMBER 22, 1999

On motion of Councillor Angus, the Report of the Standing Policy Committee on Public Works, dated November 22, 1999, was considered clause by clause.

Moved by Councillor Angus,

That the Consent Agenda, Clauses 1,2,3,4 and 5, be adopted.

Councillor Prystanski requested that Clause 1 be pulled from the Consent Agenda.

The motion to adopt the Consent Agenda, Clauses 2,3,4 and 5 was put and declared carried.

Provencher Bridge Project - Conceptual Plan Recommendation
File SB-13 (Vol. 3)

189 - 1. Constructed during the years 1913 to 1917, the need for replacement of the existing Provencher Bridge was first identified in a 1988 engineering study. In 1989, City Council approved in principle two new three-lane bridges with eastbound bridge construction scheduled for 1992, minimal maintenance of the existing structure converted to one way westbound for the period of 1992 to 2000, and construction of the westbound bridge in 2000 following completion of the Main Norwood Bridges Project. Construction was subsequently deferred by one year in 1991, and then deleted from the Capital Estimates in 1992. As a consequence, the scheduled replacement of the Provencher Bridge was deferred until after completion of the Main Street and Norwood Bridges Project.

Given that:

- the project was deferred in 1991 until after the Main Street and Norwood Bridges Project (1999) and the engineering consultant recommends that the City undertake major maintenance work commencing in 2000 to maintain the structure in a safe and reliable state if completion of the rehabilitation/replacement project is delayed beyond 2002;

- the project has been ongoing since 1988, involving annual ongoing maintenance, inspections, monitoring, engineering design, stopgap repairs and emergency repairs/closures costing approximately $7,300,000.00 to date, recognizing the Provencher Bridge is scheduled for major capital expenditure;

- the Study on Implementation Priorities for River Crossings in Southeast Winnipeg dated February 1993 identifies the Provencher Bridge Project as the current priority;

- the gathering of public opinion on the various alternatives has been completed, documenting the results from: the public who replied through newsletter coupons, newspaper ads, the telephone hotline or at the Open Houses; the survey of City-wide residents; the survey of local area residents; and the survey of local area businesses;

- the Public Consultation Process Final Report has been completed, documenting Phase 1 of the public consultation process and providing a recommended conceptual bridge alternative which best achieves the project objectives, while taking into consideration all project goals, including public input and environmental review; and

- the Comparative Environmental Review has been completed, documenting the findings of an independent environmental consultant on the relative potential impacts of the various alternatives presented at the public Open Houses;

it is integral to the continuity of the project to report at this time on the findings and to recommend a Conceptual Plan for consideration by Council, in order that the Provencher Bridge Project may move into the next phase.

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The existing Provencher Bridge is a major link between St. Boniface and downtown Winnipeg. This route also provides access to downtown from east-central Winnipeg via rue Archibald. The Provencher Bridge was constructed during the years of 1913 to 1917 to replace the antiquated Broadway Bridge which no longer provided direct access to Winnipeg via Broadway due to the construction of Union Station in 1908. The existing bridge was originally designed to carry two lanes of traffic in each direction, with the median lane in each direction being used by both streetcars and automobile traffic, and two 3.3 metre sidewalks for pedestrians. Since then, streetcars have been replaced by transit buses and the bridge currently provides four 3.25 metre lanes for automobile, truck and bus traffic.

The Provencher Bridge received routine minimal maintenance until major restoration works were instituted in 1965 involving deck strengthening and repairs, and again in 1973, involving modifications to the framing and orientation of the most easterly span to improve the east approach alignment.

In 1988, the City retained engineering consultants to study and report on the Provencher Bridge. The study objectives included an examination of the existing structure, a load rating analysis, assessment of conceptual alternatives, recommendations, cost estimates, and the submission of a report for approval before proceeding with any design.

In January 1989, City Council considered the report on the Provencher Bridge and adopted the following recommendations:

1. *That Alternative 3 (Two New Three-Lane Bridges) and Implementation Option 3-5 as described in the Provencher Bridge Report be approved in principle.*

2. *That the Proper Officers of the City do all things necessary to implement the foregoing.*

The approved Implementation Option 3-5 identified phases, capital costs and time frames as outlined in Appendix "A" hereto.

On May 3, 1989, the Streets and Transportation Department authorized Wardrop Engineering Inc. to proceed with preliminary design associated with the approved Provencher Bridge Replacement Alternative, and inspection/monitoring of the existing bridge.

Wardrop Engineering Inc. submitted the "Provencher Bridge Replacement and Associated Works Preliminary Design Report" dated February 1990, thereby completing at that time, the preliminary engineering portion of the Provencher Bridge Project.

The said implementation schedule was linked to the Main Street and Norwood Bridges Project, whereby the eastbound structure was to be implemented prior to commencement of the Main Street and Norwood Bridges Project and the westbound structure constructed following completion of the Main Street and Norwood Bridges Project. In 1991, City Council deferred the Provencher Bridge Project by one year to 1992. In 1992, the Provencher Bridge replacement was deleted from the Capital Estimates. The scheduled replacement of the Provencher Bridge was consequently deferred until after completion of the Main Street and Norwood Bridges Project.

In 1993, roadside safety upgrades and modifications to the framing and orientation of the most westerly span and approach were undertaken to improve traffic alignment in both directions at the west end of the bridge. From 1988 to 1997, the Provencher Bridge has received a number of urgent or emergency-type short-term repairs required to keep the structure safely open to current traffic loadings. In 1997, effects from the spring flood event necessitated complete closure of the Provencher Bridge for a two-month period for emergency repairs of the bridge piers and bascule span. In general, annual ongoing maintenance, inspections and monitoring, and design and implementation of the repair works over the past several years have been undertaken, recognizing that the Provencher Bridge is currently scheduled for major capital expenditure.

The financial history summarizing the capital expenditures of the Provencher Bridge Project to date, is as outlined in Appendix "B" hereto.

Since the earlier Provencher Bridge replacement works were deleted from the Capital Estimates in 1992, a number of improvements in development of the lands around The Forks have occurred, including: twinning of Pioneer Boulevard; construction of a river drive from Pioneer Avenue to Lombard Avenue; reconstruction of the York

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Avenue Underpass, including an extension to Pioneer Boulevard, and construction of the Canwest Global baseball park.

Consequently, a complete review of the Provencher Bridge Project was undertaken, commencing with the Public Consultation Program in 1998.

The Provencher Bridge Public Consultation process began in June 1998 and culminated in May 1999 with the Project Advisory Committee (PAC) reaching near unanimous consensus on a recommendation to City Council for the New Paired Bridges alternative, which features a new vehicular bridge, and a separate pedestrian bridge linking St. Boniface to the heart of The Forks. At this time one stakeholder group could not support any alternative. The Old St. Boniface Residents' Association decided to defer the decision until more information was provided. At their annual meeting held on November 9, 1999, The Old St. Boniface Residents' Association voted to support the New Paired Bridges alternative and join the PAC consensus, after considering additional information.

A report titled "Provencher Bridge Risk Assessment" dated October 15, 1999, was submitted by the Risk Management Division of the Corporate Finance Department, summarizing the risks of each alternative and the approach adopted to managing the risks associated with the project.

A report titled "City of Winnipeg Provencher Bridge Financial Review" dated November 5, 1999, was submitted by the Corporate Finance and Public Works Departments, summarizing the financial impact of the project on the City's financial situation.

On November 5, 1999, the Board of Directors of the CentreVenture Development Corporation adopted a recommendation that a private/public partnership be created to ensure that a Boulevard Pedestrian Link project move forward and result in the connection of Provencher Boulevard and Broadway, including the separate pedestrian bridge proposed in the conceptual plan.

Public Consultation Program

The public consultation program consisted of the development of a community social profile, newspaper display advertisements and newsletters, three Open Houses, telephone and form surveys, establishment of a Project Advisory Committee, development of bridge alternatives and development of consensus on a bridge alternative to recommend to City Council. The goal of the public consultation program was to "*create opportunities for public participation that assists the City of Winnipeg to collaboratively develop a plan for the Provencher Bridge that is: technically sound; reflects the needs of the community and City in general; cost-effective; environmentally responsible; and generally understood and accepted by most of those affected.*"

Project Advisory Committee (PAC)

The PAC was formed with representatives from St. Boniface, Downtown, and The Forks, including some city-wide organizations with an interest in or affected by the project. A total of sixteen individuals representing fifteen St. Boniface, Downtown, The Forks and city-wide community stakeholder groups made up the PAC together with City of Winnipeg Public Works and Planning staff.

The PAC went through a comprehensive planning process, including: background research; establishment of goals; identification of alternatives; evaluation of alternatives and recommendation. The PAC met twelve times from October 1998 to May 1999.

The PAC process was an effective approach in bringing together a diverse group of individuals, organizations and interests that by extension represents the same diversity found in the general public.

Development of Bridge Alternatives

Through the PAC's deliberations and analysis, a total of eight identified potential bridge alternatives were streamlined to the four conceptual alternatives felt to be most viable for accomplishing their project goals. These were:

1. Rehabilitate Existing Bridge – restore to near its original state retaining its character and residential scale, but would not have the same structural reliability of a new bridge, or meet traffic safety standards – $40 million.

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2. New Conventional Bridge – simple in style, reflecting the historical details of older bridges in modern materials – $55 million.

3. New Classical Bridge – a grand bridge with large pillars and an overhead arch acting as the main support – $68 million.

4. New Paired Bridges – a simple vehicular bridge with a separate pedestrian span that is a light, elegant cable-stay structure, linking St. Boniface to the heart of The Forks – $63 million.

The other bridge alternatives considered by the PAC but viewed as less viable, and the repair option are described in Appendix "C" hereto.

Public Input

Once the PAC completed their deliberations and streamlined down to the four strongest bridge alternatives, an informative publication was distributed to 18,000 homes and businesses in St. Boniface, The Forks and a portion of the Downtown. The newsletter featured the four conceptual alternatives including descriptions, illustrations and their strengths and weaknesses with respect to accomplishing the PAC's goals (see Appendix 8 of the Public Consultation Report). The information was comprehensive and allowed the public to become well informed about the alternatives and register their views using the response coupon. In addition, the project hotline number was noted for those with questions or needing information. Similar information was presented in display ads in the Winnipeg Free Press and La Liberté, which also included response coupons.

Three public Open Houses were held on the following dates and times, namely, April 7, 1999, from 2:00 to 9:00 p.m. at the Centre culturel franco-manitobain; April 8, 1999, from 12:00 noon to 8:00 p.m. at Portage Place, and April 10, 1999, from 11:00 a.m. to 5:00 p.m. at The Forks. Graphic display panels, storyboards and other display materials provided information about the four conceptual bridge alternatives and the PAC planning process. Project resource people with expertise in bridge engineering, bridge architecture, transportation planning, community planning, environmental assessment, and public consultation, and PAC members, were available for discussion. The Open Houses were very well attended by approximately 700 visitors.

A media briefing held before the opening of the first Open House was attended by most of the major English and French language media.

In addition, a scientifically representative sampling of residents and business owners in the study area, and city-wide residents were surveyed. The detailed results of all three surveys are presented in the consultant's report.

The results of the public input are very clear in presenting a consistently overwhelming preference for a new bridge. The findings show that both the New Conventional and New Paired Bridges alternatives are well supported, either as a first or second choice, by the majority of respondents.

Development of Consensus to Recommend a Bridge Alternative

PAC members considered the public response to the alternatives and synthesized this with their comprehensive background knowledge of the condition of the bridge, surrounding land use plans, traffic management data, historical value and interest groups' needs. All of this knowledge was drawn upon as the PAC worked through a decision-making evaluative matrix to rank each alternative against their weighted project goals. This process culminated in a near unanimous consensus to recommend the New Paired alternative to City Council.

Risk Assessment

Thirty-seven specific risk statements were rated by twenty-four participants from nine City Departments from the perspectives of likelihood (the probability that this risk could happen) and impact (the consequences if this risk does happen) for three construction options: 1) Repair, 2) Rehabilitate, and 3) Replacement. The risk assessment showed replacement as having the lowest overall risk, especially for risk statements; the costs are harder to define and control; the City fails to seize the opportunity to achieve the optimum economic benefit or development potential, and the functionality of the facility is unsatisfactory.

The "Provencher Bridge Risk Assessment" report dated October 15, 1999, prepared by the Risk Management Division, Corporate Finance Department, summarizes the risk-based approach adopted by the Public Works Department to managing the Provencher Bridge Project. The process being followed by the Public Works

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Department includes: identification of a series of risks associated with the project; assessment of the relative likelihood and impact of those risks; priorization of a sub-group of the risks which should be dealt with at this phase of the project; development of a series of mitigation plans for the management of these current project risks, and report on these mitigation plans at project concept approval stage (see Appendix C of the Risk Assessment Report).

Financial Review

The "City of Winnipeg Provencher Bridge Financial Review" report dated November 5, 1999, prepared by the Corporate Finance Department summarizes the financial analysis of four construction options: repair by 2002 and subsequent rehabilitation in ten years; repair by 2002 and subsequent replacement in ten years; rehabilitation by 2002, and replacement by 2002. The financial review demonstrates that replacement is affordable, however, options need to be examined for financing of the project as expenditures are projected to be incurred in advance of the City's proposed capital forecast.

Recommended Conceptual Plan

Taking into consideration the results of the public consultation program, risk assessment and financial review, it is recommended that the Conceptual Plan involve a new paired bridges replacement and include the following major features: a new vehicular bridge with enhanced aesthetics and two through lanes per direction; an eastbound right-turn lane onto Taché Avenue; a 3.0 metre wide pedestrian sidewalk on the north side of the vehicular bridge; capital for a 4.5 metre wide multi-use pathway on the south side of the vehicular bridge; road work from the bridge to Pioneer Boulevard; access to river walk facilities, and demolition of the existing bridge.

The recommended Conceptual Plan calls for the City to join into a public/private partnership with the CentreVenture Development Corporation for construction of the separate pedestrian bridge. It is proposed that the 4.5 metre wide multi-use pathway not be constructed and the cost of the multi-use pathway on the south side of the vehicular bridge, estimated at approximately $5,600,000.00, be allocated toward construction of the separate pedestrian bridge.

The Conceptual Plan is recommended on the basis that it best achieves the project objectives as follows:

- Technically sound
  The recommended Conceptual Plan will provide for transit improvements, adequately accommodate cyclists and pedestrians, provide an acceptable level of service and provide a safe design based on standards used on other arterial bridge projects in the City.

- Reflects the Needs of the Community and City in General
  In reaching their determination about a preferred bridge alternative, PAC members carefully evaluated each of the four alternatives against the overall objectives of the public consultation process and their own project goals. The New Paired Bridges alternative emerged as the most strongly supported by the PAC for how well it met their four most highly prioritized goals, fiscal responsibility, culture and heritage, aesthetics and economic development, and also how well it met the other goals generally.

- Cost-effective
  The "City of Winnipeg Provencher Bridge Financial Review" report dated November 5, 1999, prepared by the Corporate Finance Department indicates that replacement by 2002 is approximately $5 million (10%) more than rehabilitation based on a net present value (NPV) analysis with a fifty year decision period. The cost difference in NPV is considered nominal given the sensitivity of the analysis and that the replacement bridge includes a turning lane, multi-use pathways and enhanced aesthetics which are not included in the rehabilitation option.

- Environmentally responsible
  A preliminary environmental evaluation of the Provencher Bridge Alternatives was undertaken by an independent environmental consultant. This report titled "Comparative Review of Selected Environmental Issues: Provencher Bridge Alternatives" dated May 14, 1999, was reviewed by the PAC and forms part of the basis for their recommendation.

  Discernable differences were apparent with respect to six environmental components identified in the consultant's report. Although these impacts were noted as discernible, they were not considered to be major issues as follows:

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Environmental Component	Recommended Conceptual Plan
Water quality	Prevents runoff/spills from entering river directly
River bottom alterations	Greatest number of piers in the river
Vehicle emissions in air	Lowest vehicle exhaust emissions
Traffic noise and vibration	Improved traffic noise and vibrations
Aquatic life	Smaller “footprint” in the river
Socio-Economics	Most favorable

- Generally Understood and Accepted by Most of Those Affected
  The public opinion is consistent in presenting an overwhelming preference for a new bridge. The findings show that both the New Conventional and New Paired Bridges alternatives are well supported, either as a first or second choice, by the majority of respondents.

Recommended Implementation Schedule

The engineering consultant has advised that major maintenance works need to be completed prior to the end of 2002 to ensure the safe and reliable operation of the bridge. In order to have the new bridge ready for use by the end of 2002, the preliminary design process must commence in January 2000.

The Conceptual Plan is divided into the following implementation phases and Council approvals:

PHASE	DESCRIPTION	TIME FRAME
I	Preliminary Design	January 2000 to May 2000
Council Approval	Final Plan	June 2000
II	Detailed Design and Environmental Licencing	July 2000 to May 2001
Council Approval	Construction Contract Award	June 2001
III	Construction	July 2001 to August 2003

Council approval of the Conceptual Plan is required before the end of 1999 to meet the recommended construction schedule. This construction schedule provides for closure of the existing bridge at the end of 2002 and minimizes the possibility of having to disrupt traffic and undertake major interim repair works, which would involve throw-away expenditures.

Estimated Cost of Recommended Conceptual Plan

Based on the foregoing implementation schedule the estimated total project cost for the recommended Conceptual Plan is $52,500,000.00 as follows:

MAJOR FEATURES	2002 ($ MILLIONS)
Basic Bridge (Four traffic lanes with 2.0 - 3.0 metre wide sidewalks)	$ 22.0
Increase one Sidewalk to 4.5 metres wide	1.2
Turning Lane	2.4
Enhanced Aesthetics	1.6
Bridge Approach Roadworks	2.1
Riverwalk Access	1.0
Bridge Demolition	1.2
CONSTRUCTION COST	$ 31.5

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Contingency @ 15%	4.7
Other Costs @ 45%*	16.3
TOTAL PROJECT COST	$ 52.5

* Other costs include: City finance and administration charges, engineering and consulting fees, material testing, insurance, taxes, licenses, property acquisition, utilities, transit requirements, traffic services and traffic signals.

The estimated total project cost for the recommended Conceptual Plan is $4,500,000.00 lower than is currently shown in the Five-Year Forecast. At this conceptual stage, it is recommended that the proposed Five-Year Capital Forecast remain at $57,000,000.00 as shown:

ESTIMATED CAPITAL REQUIREMENT			
YEAR	PROPOSED CAPITAL BUDGET	PROJECTED CASH FLOW	CUMULATIVE DIFFERENCE
2000	$ 4,000,000.00	$ 3,000,000.00	$ 1,000,000.00
2001	$18,900,000.00	$15,000,000.00	$ 4,900,000.00
2002	$10,000,000.00	$27,000,000.00	($12,100,000.00)
2003	$10,000,000.00	$ 7,500,000.00	($ 9,600,000.00)
2004	$ 8,000,000.00		($ 1,600,000.00)
2005	$ 6,100,000.00		$ 4,500,000.00
TOTAL	$57,000,000.00	$52,500,000.00	

In order to maintain the Council Policy of no new external debt financing, the proposed capital has been budgeted over the years 2000 to 2005, however, the majority of expenditures will be incurred by the end of 2002. Consequently, to remain within Council's Debt Management Plan, the City's proposed Five-Year Capital Forecast must be amended to provide the needed authorizations required in the appropriate years. This will result in the deferral of other capital projects.

Priority of this River Crossing Project

A report titled "Traffic Overview and Implementation Priorities for River Crossing Improvements in Southeast Winnipeg" dated February, 1992, indicates that the Provencher Bridge Project has the highest priority for implementing improvements in the southeast section of the City. This report is consistent with the Public Works Department's recommended 2000 Annual Capital Estimates and the 2001 to 2005 Five-Year Capital Forecast.

Issues Requiring Further Investigation During Preliminary Design Process (January to May 2000)

- Main Street Connection Study

The recommended Conceptual Plan for the Provencher Bridge includes roadworks connecting the bridge to the existing roadway network at the Pioneer Boulevard intersection. A study to evaluate alternative roadway networks for connecting the bridge to Main Street commenced in May, 1999 and is now nearing completion. The study has narrowed the possible alternatives to a few involving the extension of York Avenue. It is anticipated that a recommended plan for the extension of York Avenue to the bridge will be available for consideration by the Standing Policy Committee on Public Works in December, 1999. Should Council approve a York Avenue extension it is recommended that this work be added to the Provencher Bridge Project. The total project cost will then need to be increased by as much as $5.0 million to include this work.

The recommended Conceptual Plan for the Provencher Bridge is not influenced by any of the alternatives being considered for connecting the bridge to Main Street.

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- Financing Options

To remain within Council's Debt Management Plan, the City's proposed Five-Year Capital Forecast must be amended to provide the needed authorizations required in the appropriate years. This will result in the deferral of other capital projects. If Council directs, there are options which may be considered to deferral of other capital projects, including:

(1) Reduce expenditures and/or increase revenues from current budgets in respect of those years and use these savings to fund excess expenditures relating to the bridge.
(2) Interim finance the difference for a period of three years using the City's internal financing sources. If the project is financed internally, the Public Works Department would revise its budget to reflect the shorter construction schedule and Council would be asked to amend its Debt Management Plan of no new tax supported external debt to allow for debt financing of the additional capital budget requirements.
(3) Interim finance the difference using contractor financing. If contractors are asked to finance the project, financing could be arranged with the contractors and added to the cost of the project. In all likelihood, the cost of financing would be greater through the contractor financing alternative. This alternative circumvents the Debt Management Policy and results in increased debt and finance charges for a short-term period which the Policy is attempting to contain.
(4) Internal borrowing on a long-term basis.
(5) External borrowing on a long-term basis.
(6) Long-term financing options for public-private partnerships for the project, such as a capital lease similar to the Charleswood Bridge Project.

The Corporate Finance and Public Works Departments will evaluate these options and report to the Standing Committee on Fiscal Issues during the preliminary design phase.

- CentreVenture Private/Public Partnership

The Public Works Department will negotiate the terms and conditions of the partnership agreement to eventually be approved by all parties involved. Included in the terms will be the requirement for the CentreVenture Development Corporation to confirm their funding by May 31, 2000, in order that the Public Works Department may report back to Council on the Final Plan in June 2000.

In accordance with the recommendation contained in a report dated November 18, 1997, submitted to and approved by the Standing Committee on Fiscal Issues on November 24, 1997, a financial impact statement has been prepared for this project, a copy of which is on file in the office of the City Clerk.

The Standing Policy Committee on Public Works concurred in the administrative recommendations and recommends:

I. That the following documents be received as information, namely:

1. "Provencher Bridge Public Consultation Process, Final Report" dated June, 1999, by Susan Freig and Associates, public consultation consultants.

2. "Comparative Review of Selected Environmental Issues: Provencher Bridge Alternatives" dated May 14, 1999, by InterGroup Consultants Ltd., environmental consultants.

3. "Results of Public Consultation on Provencher Bridge Alternatives, Results of surveys and other methods of gathering public input" dated May 3, 1999, by Prairie Research Associates Inc., public opinion consultants.

4. "City of Winnipeg Provencher Bridge Financial Review" dated November 5, 1999, by the Corporate Finance Department and Public Works Department.

5. "Provencher Bridge Risk Assessment" dated October 15, 1999, by the Risk Management Division, Corporate Finance Department.

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6. "Provencher Bridge Alternatives Working Document" dated February 9 and 23, 1999, by Wardrop Engineering Inc., engineering consultants.

7. "Traffic Overview and Implementation Priorities for River Crossing Improvements in Southeast Winnipeg" dated February, 1992, Section 5.0 Evaluations and Conclusions.

8. CentreVenture Development Corporation recommendations regarding The Boulevard Pedestrian Link adopted by the Board of Directors on November 5, 1999.

II. That a Conceptual Plan involving a replacement vehicular bridge and a separate pedestrian bridge facility, be approved in principle by Council for implementation.

III. That the Proper Officers of the City be authorized to commence the Preliminary Engineering Design Process with respect to the approved Conceptual Plan.

And further:

IV. That, effective immediately, a financial status report be prepared and submitted to the Standing Committee on Fiscal Issues and all Members of Council every four months, which shall include time frames, money expended to date and other issues relative to the construction of the Provencher Bridge.

V. That the Administration be requested to provide a report on the cost implications including a third turning lane as well as what cost savings would be realized if a third turning lane was not constructed.

VI. That the Standing Committee on Fiscal Issues consider a design, build and financing option similar to the one prepared during the construction of the Charleswood Bridge.

VII. That the Administration be requested to prepare a postmortem report in consultation with the contractor of the Charleswood Bridge, including advantages and disadvantages.

VIII. That the Administration be requested to prepare a report on enabling Legislative Act changes for the Provencher Bridge.

IX. That the Administration be requested to prepare a report on "Traffic Intervention Systems" specific to areas bounded by City hospitals, as an alternative to construction of additional turning lanes.

X. That the Administration be requested to take into consideration concerns raised by the Old Saint Boniface Residents' Association regarding restrictions of truck traffic on Provencher Boulevard.

XI. That the Proper Officers of the City be authorized to do all things necessary to implement the foregoing, including the execution of any documents related thereto.

Copy of attachments referred to in the above clause are on file in the office of the City Clerk.

Moved by Councillor Angus,
Adoption of the clause.

In amendment,

Moved by Councillor Prystanski,
Seconded by Councillor Smith,

WHEREAS the proposed Provencher Bridge is to have a separate foot bridge for pedestrians;

AND WHEREAS it appears CentreVenture is to be the funder or fundraiser for this part of the bridge development;

AND WHEREAS the development of bridges is not the mandate of CentreVenture;

THEREFORE BE IT RESOLVED that a partnership not be entered into with CentreVenture to raise monies for the construction of the Provencher Bridge or any other bridge in the City of Winnipeg.

Report of the Standing Policy Committee on Public Works dated November 22, 1999

Pursuant to Rules 6.1 and 6.2 of the Procedure By-law, Council stood adjourned at 5:58 p.m., to reconvene at 9:30 a.m., Thursday, December 16, 1999.

Adjourned Meeting Thursday, December 16, 1999

Council reconvened this day at 9:53 a.m.

The Speaker called the adjourned meeting to order.

Present: The Speaker Councillor O'Shaughnessy, Councillors Lazarenko, Clement, De Smedt, Gerbasi, Golden, Lubosch, Prystanski, Smith, Steek, Deputy Mayor Thomas, Timm-Rudolph, Vandal, Eadie and His Worship Mayor Murray.

In attendance: Mrs. D. Browton, City Clerk, Mr. R. Kachur, Deputy City Clerk and Mrs. J. Park, Committee Clerk.

Council here proceeded to continue to consider the order of business - "Clause 1 of the Report of the Standing Policy Committee on Public Works, dated November 22, 1999".

Provencher Bridge Project - Conceptual Plan Recommendation
File SB-13 (Vol. 3)

The Speaker called the Deputy Speaker, Councillor Lazarenko, to the Chair and left the Chamber.

The amendment was put.

Councillor Prystanski called for the yeas and nays, which were as follows:-

Yea: Councillor Prystanski. 1

Nay: Councillors Clement, De Smedt, Gerbasi, Golden, Lubosch, Smith, Deputy Mayor Thomas, Timm-Rudolph, Vandal, Eadie, His Worship Mayor Murray and Councillor Lazarenko. 12

and the amendment was declared lost.

The motion for the adoption of the clause was put and declared carried.

Access to a Proposed Office/Warehouse Complex Located at the Northeast Corner of Waverley Street and McGillivray Boulevard File SC-1(31) (Vol. 2)

190 - 2. The Standing Policy Committee on Public Works has been advised that an application has been received from Pratt McGarry Properties Ltd., for the construction of non-conforming "entrance only" and "exit only" private approaches on the east side of Waverley Street, north of McGillivray Boulevard, as well as a non-conforming private approach on the south side of Buffalo Place, west of the east property line of Beaver Street.

This application is non-conforming under The City of Winnipeg Private Approaches By-Law No. 6546/95, Section 3, Subsection (5), and Section 7, Subsection (1), which state:

> 3. (5) No approach shall be constructed, erected or installed on any of the streets or portions of street set forth in Schedule 3 hereto, except when there is no other means of access; and in such instances the approval of any application will be on a temporary basis effective only until other streets, lanes or service roads are provided, from which access may be obtained.

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This section of Waverley Street is contained within Schedule 3.

> *2. (1) No approach shall be constructed, erected or installed within an intersection, nor within six (6) metres of the intersecting street line projected at right angles, measured along the street curb line or its straight projection, from the straight projection of the nearest edge of the approach.*

The applicant is proposing to construct six office/warehouse/commercial buildings with approximately 130,000 square feet of space and approximately 500 parking spaces. There are two angular approaches on the east side of Waverley Street and five approaches on the south side of Buffalo Place proposed to serve this site. The land is currently vacant and is City-owned.

Waverley Street

This section of Waverley Street contains two 7.3 metre roadways separated by an 18.9 metre median and carries approximately 10,000 southbound and approximately 10,300 northbound vehicles in a typical twelve hour weekday period between 07:00 and 19:00, with a speed limit of 70 km/h.

The Public Works Department does not support the application for the construction of a 6.4 metre wide angular "entrance only" private approach and a 6.4 metre wide angular "exit only" private approach on the east side of Waverley Street, north of McGillivray Boulevard, as shown on Drawing No. A-9344-1, for the following reasons:

- The City of Winnipeg Private Approaches By-Law clearly states that no approaches on this section of Waverley Street may be constructed unless there is no other means of access, and in such cases where access is permitted, it would only be on a temporary basis, until other access is provided. In this case, the other means of access is from Buffalo Place.

- The location of the proposed "exit only" private approach would be in an area where the northbound vehicles on Waverley Street would be changing lanes to exit onto Buffalo Place and also the vehicles entering from McGillivray Boulevard would be completing their lane change to merge from the proposed activity lane into the through lanes. Northbound transit buses must also complete a lane change into the Buffalo Place deceleration lane as the bus stop is offset from the through lanes at the island. Locating an "exit only" approach within this weaving zone is highly undesirable, as it would increase the potential for rear-end and sideswipe collisions.

- The location of the proposed "exit only" private approach would be too close to the Buffalo Place/Waverley Street intersection to allow southbound or westbound traffic to safely enter Waverley Street and complete three lane changes if making a u-turn or a left turn at Hennessey Drive (opposite Buffalo Place). Having motorists exit onto Buffalo Place and then travel through, or make a left turn at the signalized intersection to head southbound or eastbound would accommodate the movement more safely than requiring them to complete multiple lane changes within a short distance followed by a u-turn or left turn.

- There is insufficient distance for vehicles exiting onto Waverley Street from the proposed approach to accelerate and merge into the through lanes prior to reaching the Buffalo Place intersection.

- The location of the proposed "exit only" approach is also on a super-elevated curve. Motorists exiting the proposed development would have difficulty determining which lane the northbound through traffic is approaching from due to the curve in the roadway. It would also be difficult for through traffic traveling northbound on Waverley Street to determine which lane a vehicle leaving the proposed angular "exit only" private approach would be entering due to the curve in the roadway. This inadequate visibility would result in a higher potential for sudden lane changes and rear-end or sideswipe collisions.

Notwithstanding, should it be deemed desirable to approve access from Waverley Street, the Public Works Department suggests that solely an angular "entrance only" private approach be approved, as shown on Drawing No. A-9344.

Buffalo Place

This section of Buffalo Place contains a 7.3 metre wide roadway within a 24.0 metre right-of-way. The applicant is proposing to construct a private approach within the right-of-way of Beaver Street, but slightly offset from the Beaver Street pavement. This westerly proposed private approach is non-conforming under The City of Winnipeg

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Private Approaches By-Law, which requires a minimum distance of 6.0 metres separating the east property line of Beaver Street from the approach. This proposed location would create a number of conflicting turning movements for traffic turning into the site or onto Beaver Street.

For the said reason, the Public Works Department does not support the application for construction of one 7.3 metre wide approach on the south side of Buffalo Place approximately 8.1 metres west of the east property line of Beaver Street, as shown on Drawing No. A-9344-1, and recommends that same not be approved.

Should it be deemed desirable to approve such an approach on the south side of Buffalo Place, the Department suggests that this proposed private approach be moved approximately 7.5 metres west, as illustrated on Drawing No. A-9344, which would put the location of the private approach directly in line with the Beaver Street pavement, making it a four legged intersection with fewer conflicting traffic movements.

There would be no financial impact associated with the proposed work for this project during the first five years inasmuch as all costs would be accommodated through normal budget provision for infrastructure growth. However, in the sixth year the cost would increase to $475.00 annually due to increased annual concrete/asphalt repairs, and crack and joint sealing.

Following deliberations, the Standing Policy Committee on Public Works did not concur in the administrative recommendations, and recommends:

I. That the construction of one non-conforming angular “entrance only” private approach on the east side of Waverley Street, north of McGillivray Boulevard, be approved as shown on Drawing No. A-9344.

II. That the construction of one 7.3 metre wide approach on the south side of Buffalo Place, approximately 7.5 metres west of the east property line of Beaver Street, directly in line with the Beaver Street pavement, be approved as shown on Drawing No. A-9344.

III. That the City Solicitor/Manager of Legal Services be instructed to prepare for submission to Council, an amendment to Schedule 3 of the Private Approaches By-law No. 6546/95.

IV. That the Proper Officers of the City be authorized to do all things necessary to implement the foregoing, including the execution of any documents related thereto.

Copy of attachment referred to in the above clause is on file in the office of the City Clerk.

Adopted by consent.

Railway Anti-Whistling - CPR Keewatin Rail Line at the Callsbeck Avenue and Peguis Street Crossings
File ER-1.2 (Vol. 14)

191 - 3. The Standing Policy Committee on Public Works has been advised of concerns of the residents in the Harbour View South and Eaglemere subdivisions relating to train whistling on the CPR Keewatin Line at the Callsbeck Avenue and Peguis Street crossings.

In order to arrange “Anti-Whistling” procedures at a railway grade crossing, the crossing must firstly be equipped with automatic warning systems. The Public Works Department has investigated the CPR Keewatin Subdivision crossings on Callsbeck Avenue and Peguis Street to determine whether either crossing meets the warrant criteria established by Transport Canada’s *Road/Railway Grade Crossing Manual* for installation of automatic warning protection. The warrant criteria consists of the cross product of the volume of traffic on the intersecting road and the number of trains per day at the crossing.

On August 11, 1999, staff from the Public Works Department met with representatives of the Canadian Pacific Rail and Transport Canada to discuss the status of each of these crossings with respect to the warrant criteria.

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Peguis Street Crossing

As a result of traffic volumes and train activity at the Peguis Street crossing, it was determined that the Peguis Street crossing meets Transport Canada's established warrant criteria and that its cross product positions it very high on Transport Canada's priority list for funding improvements to unprotected crossings in the region meeting the warrant.

A cost estimate for the warranted safety improvements (automatic warning signals and crossing arms) of $220,000.00 was provided by CP Rail. Inasmuch as the warrant criteria is met at this crossing, this cost would likely be subject to federal government funding of 80%, with the Railway responsible for 7.5% and the City of Winnipeg responsible for 12.5% (approximately $27,500.00). An estimate of $6,020.00 was provided for annual maintenance costs. This cost would be shared 50/50 between CP Rail and the City. The representatives from CP Rail and Transport Canada indicated that this work could be included in the 2000 funding and work program. CP Rail has indicated their intent to initiate the application to Transport Canada for federal government funding once they have received the City's intent to share the 20% of the installation costs not subject to federal funding and the annual maintenance costs.

In conjunction with the installation of automatic warning protection at this location, the Public Works Department will make an application to Transport Canada to have "Anti-Whistling" enacted at the CPR Keewatin Rail Crossing at Peguis Street.

Callsbeck Avenue Crossing

Although the Callsbeck Avenue crossing just meets the established warrant criteria, its cross product positions it very low on Transport Canada's priority list for funding safety improvements at uncontrolled crossings in the region. In addition, the representatives from Transport Canada indicated that because the crossing only serves one property owner, any improvements at this crossing would not receive any federal funding; nor would CP Rail be responsible for any associated costs.

CP Rail provided a cost estimate of $230,000.00 for installation of automatic warning signals and crossing arms at this crossing and $6,020.00 for annual maintenance costs. These costs would be entirely the responsibility of the City.

At its meeting held on October 19, 1999, the East Kildonan-Transcona Community considered this matter and recommended that the City proceed with the installation of automatic warning signals and crossing arms, as well as an application to Transport Canada to have "Anti-Whistling" enacted at the CPR Keewatin Rail Crossing at Peguis Street.

Moreover, at its meeting held on November 16, 1999, the East Kildonan-Transcona Community Committee considered an administrative report dated November 9, 1999, in response to its request for development of a warrant criteria process for prioritization of uncontrolled railway crossings. In his report, the Traffic Assessment Engineer advises that a warrant system is already in place for federally regulated rail lines having been developed for national application at the federal level. Administered by Transport Canada, this warrant system is defined in the Railway Safety Directorate's *Grade Crossing Construction, Alteration and Maintenance Manual*. The system is used to govern dispensation of federal grants for railway crossing warning signal installations or improvements. Generally, financing responsibility for crossings which meet the warrant criteria is allocated as follows:

Federal Grant (Transport Canada)	80.0%
Road Authority	12.5%
Railway (if federally regulated)	7.5%

The warrant criteria includes the following:

(i) the cross product (i.e. the average daily vehicular traffic volume multiplied by the average number of train movements at the crossing per day) or forecast cross product is 1,000 or more; or

(ii) there are two or more tracks and trains may be passing one another; or

(iii) adequate sightlines are not provided (in accordance with the provision of the manual); or

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(iv) train speeds exceed 15 mph and an unrestricted railway grade crossing is situated less than 60 metres from the stop line of either a stop sign or traffic signals.

To qualify for any grant or cost-sharing with the federal government and the railway, the crossing must have been in existence for at least three years. The priority for awarding crossing improvement grants within our region (which includes northwest Ontario, Manitoba, Saskatchewan and Alberta) is based on these criteria. However, in the case of two crossings having the same exposure index, other factors such as accident history of the crossing, whether or not school buses use the crossing regularly, exceptional delay to motorists, train speeds, roadway speeds, etc., may also be considered. The desire of a road authority to achieve "Anti-Whistling" for particular crossings has no bearing on any decision to award federal funding. In most cases, where the City desires to install crossing protection at existing crossings the institution of "Anti-Whistling" is a major factor. Maintenance costs for warranted automatic warning signals are generally split 50/50 between the railway and the road authority.

Road authorities that choose to install automatic warning signals at crossings that do not meet the afore-noted criteria assume all of the responsibility for the costs of the installation. Annual maintenance costs for unwarranted signal systems are the responsibility of the road authority.

All new crossings must meet current federal standards with all of the costs for installing warning equipment going to the "applicant" (which in the case of any new street, sidewalk or other facility is the road authority). The responsibility for maintenance costs is defined in an agreement between the road authority and the railway. If an agreement cannot be made, an application can be made to the Canadian Transportation Agency to adjudicate an agreement.

A relatively recent development in the rail industry is the selling off of portions of track by federal railways to private rail companies. These private rail lines are regulated by the provincial governments and as such, the issue of adopting warrant criteria and establishing appropriate policies and procedures for dealing with safety improvements at crossings on these lines is under the jurisdiction of the provinces. Currently, the Province of Manitoba is in the process of developing such policies and procedures. The City has initiated discussions with the Province and will continue to monitor and participate in this process where appropriate.

Pursuant thereto, the East Kildonan-Transcona Community Committee recommended that the City pursue cost sharing arrangements with Transport Canada for the installation of automatic warning signals and "Anti-Whistling" at the Callsbeck Avenue CPR Keewatin Rail Crossing inasmuch as the crossing meets three of the four warrant criteria, defined in the Railway Safety Directorate's *Grade Crossing Construction, Alteration and Maintenance Manual*, used to govern dispensation of federal grants for railway crossing warning signal installations or improvements.

The Standing Policy Committee on Public Works concurred in the recommendations of the East Kildonan-Transcona Community Committee and recommends:

I. That the City confirm its intent to share the 20% of installation costs not subject to federal funding, as well as the annual maintenance costs, for the installation of automatic warning protection at the CPR Keewatin Rail Crossing at Peguis Street.

II. That the necessary agreement between the City of Winnipeg and Canadian Pacific Rail be duly executed to establish "Anti-Whistling" at the said CPR Keewatin Rail Crossing at Peguis Street.

III. That the City Solicitor/Manager of Legal Services be requested to prepare an "Anti-Whistling" By-law for the CPR Keewatin Rail Crossing at Peguis Street, for submission directly to Council.

IV. That the City pursue cost sharing arrangements with Transport Canada for the installation of automatic warning signals and "Anti-Whistling" at the CPR Keewatin Rail Crossing at Callsbeck Avenue.

V. That the Proper Officers of the City be authorized to do all things necessary to effect the intent of the foregoing, including the execution of any documents related thereto.

Adopted by consent.

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Amendment to The City of Winnipeg Traffic By-law No. 1573/77 - Method of Parking File ST-5.2 (Vol. 25)

192 - 4. Council at its meeting held on April 6, 1977, passed the City of Winnipeg Traffic By-law No. 1573/77, which regulates parking on the streets of the City of Winnipeg. City Council, of course, has the authority to amend, add to or delete from this By-law.

The City of Winnipeg has a Parking Violation Summons, referred to as a Parking Offence Notice (PON). The PON is used to enforce the various traffic regulations contained in By-Law No. 1573/77, as well as Highway Traffic Act (HTA) offences. The Summary Conviction Act allows the use of both by-laws and HTA offences.

Section 90(1) of The Highway Traffic Act identifies City Council of the City of Winnipeg as the Traffic Authority. Further, Section 510 of The City of Winnipeg Act permits the Traffic Authority to use both by-laws and statutes on the document.

As a result, an average of 564 PON's are issued per day, generating approximately $20,000.00 of revenue daily. There is no financial impact to the service.

A study of parking enforcement issues, including the form (parking ticket) itself has been undertaken partly in response to a legal opinion received from the Director of Prosecutions, Manitoba Justice. Specific areas of concern have emerged that have led to the conclusion that changes must be made to the form itself to enable the City to continue its efficient enforcement while retaining the current rate of revenue.

The PON currently used contains offences found in six separate by-laws, as well as the HTA. Although this is authorized, a conflict arises in the fines that are listed on the front of the ticket. Fines for by-law offences have been set by the City, however, the same is not true for fines that originate in the HTA. A regulatory addendum exists which prescribe fines for HTA offences. Fines for these offences included on the PON, have in the past been included within the City's established fine structure. By deviating from the set fines in the HTA, the City is putting itself in conflict with the regulation. An amendment to the Traffic By-law No. 1573/77 to include the HTA offences that are in conflict, will remove the conflict and the fine structure will appropriately fall within that set by the City of Winnipeg.

The Standing Policy Committee on Public Works recommends:

I. That the City of Winnipeg Traffic By-law No. 1573/77 be amended by adding Section 21 as follows:

"Section 21:

Where stopping, standing, parking prohibited;

Except when necessary to comply with the directions of a peace officer or traffic control device, no person shall stop, stand, or park a vehicle;

(1) on a sidewalk;

(2) in front of a driveway;

(3) within an intersection or within three metres thereof;

(4) within three metres from the point on the curb or edge of the roadway immediately opposite a fire hydrant;

(5) on a crosswalk;

(6) within three metres of the approach side of a crosswalk;

(7) in such manner that constitutes an obstruction or hazard on the highway;

(8) on the roadway side of a vehicle stopped or parked at the edge or curb of a street;

Report of the Standing Policy Committee on Public Works dated November 22, 1999

(9) except when a traffic authority otherwise permits, or on a one-way roadway when not forbidden by the traffic authority, a driver shall not stop, stand, or park a vehicle other than on the right side of a highway and with the right-hand wheels parallel to that side, and where there is a curb, within 450 millimetres of the curb."

II. That Section 26 of the City of Winnipeg Traffic By-law No. 1573/77 be repealed and replaced with the following:

(a) Where a traffic control device is placed or maintained to prohibit the stopping or parking of vehicles at any time or during the hours stated on the sign on the street or any portion thereof, no person shall stop or park a vehicle or cause or permit a vehicle to remain stationary on the street or portion thereof to which the device relates, in contravention of the device.

(b) Where a traffic control device is placed or maintained to limit the period of time during which vehicles may be parked or stopped on the street or any portion thereof, no person shall stop or park a vehicle or cause or permit a vehicle to remain stationary on the street or portion thereof to which the device relates for a period longer that authorized by the device.

(c) Except when necessary to comply with the law, or the directions of a peace officer, or traffic control device, no person shall stop, stand, or park a vehicle within nine metres upon the approach to any flashing beacon, stop or arrêt sign, or traffic control signal situated at the side of a roadway."

III. That the City Solicitor/Manger of Legal Services be requested to prepare the necessary amending by-law for submission to Council.

IV. That the Proper Officers of the City be authorized to do all things necessary to effect the intent of the foregoing, including the execution of any documents related thereto.

Adopted by consent.

Appointments to the Waste Minimization Advisory Committee - Amendment to Council Policy C320
File WT-1.3 (Vol. 20)

193 - 5. Pursuant to Council's Organizational Meeting held on November 3, 1999, the appointment of citizen members to the Waste Minimization Advisory Committee was referred to the Standing Policy Committee on Public Works.

At its meeting held on November 22, 1999, the Standing Policy Committee reappointed the current members of the Waste Minimization Advisory Committee for a subsequent two-year term, expiring November 1, 2001, as follows:

COMPOSITION	NUMBER	REPRESENTATIVE
Waste Management Industry	1	Tim Teeple, Canadian Waste Services Inc.
Manitoba Environment Industries Association	2	Bill Thiessen, Manitoba Environmental Association Ric Henkel, Miller Environmental
Pollution Prevention Branch, Department of Environment, Province of Manitoba	1	Jim Ferguson, Manitoba Environment
Winnipeg Chamber of Commerce	1	Laurie Bracken, (BFI Waste System)
ENGO [Fort Whyte only] (Environmental Non-Governmental Organizations)	2	Nadine Stiller, Resource Conservation Manitoba Carolyn Garlich, Council of Women of Winnipeg
Consumers Groups	1	Gloria Desorcy, Consumers' Association of Canada
Labour Group	1	Paul Moist, Canadian Union of Public Employees

Civic Administration (Water and Waste Department)	1	Tony Kuluk
Universities	1	John Sinclair, University of Manitoba [Chairperson]
Winnipeg Public School System	1	Barb Shawcross, H.S. Paul School
Members of the Public (1 to be nominated from each Community Committee)	5	Assiniboia - (VACANT) City Centre - Rick Penner East Kildonan-Transcona - Glen Koroluk Lord Selkirk-West Kildonan - Astrid Toft-Hall Riel - Dennis Coley
* Members at Large	2	vacant

* To be nominated by the Waste Minimization Advisory Committee

In accordance with the adopted composition, outlined in Council Policy C320 as amended, the Standing Policy Committee requests that the Waste Minimization Advisory Committee nominate two "Members at Large" for appointment by the Standing Policy Committee on Public Works, for one-year terms expiring November 1, 2000.

The Assiniboia Community Committee is also requested to nominate a citizen representative for appointment by the Standing Policy Committee on Public Works, for a two-year term expiring November 1, 2001.

Moreover, the Standing Policy Committee on Public Works directed that, as before, there shall be no Councillor representative from the Standing Policy Committee, and that the composition of the Waste Minimization Advisory Committee be so amended.

The Standing Policy Committee on Public Works therefore recommends:

I. That the composition of the Waste Minimization Advisory Committee, as outlined in Council Policy C320, be further amended to no longer include one Councillor representative from the Standing Policy Committee on Public Works.

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

Adopted by consent.

STANDING POLICY COMMITTEE ON PUBLIC WORKS

CONSIDERATION OF BY-LAWS

194 - On motion of Councillor Timm-Rudolph, By-law No. 7543/99, a by-law of The City of Winnipeg to authorize the undertaking of certain local improvements during the year 1999, was read a first, second and third time, the rule being suspended for the third reading, and was passed and ordered to be signed and sealed. File SL(1999) (Vol. 1)