REPORT OF THE

STANDING POLICY COMMITTEE ON PUBLIC WORKS

DATED APRIL 14, 1998

On motion of Councillor Timm-Rudolph, the Report of the Standing Policy Committee on Public Works dated April 14, 1998, was considered.

Adjustment Policy for High Bills for Water and Sewer Services
File WW-2.7 (Vol. 15)

665 - 1. Each year an estimated 7,000 residential customers and businesses receive bills for water and sewer services which are higher than their normal quarterly bills. Most contact the Customer Service Centre in search of an explanation for the bill. Customer Service Representatives review the account history with the caller to determine the cause of the high bill. If the account history does not explain the high bill, an inspector visits the home or business to inspect for plumbing leaks. If a customer believes the cause of the high bill is a malfunctioning water meter, the meter is removed for testing. Typically, the review of the inspector's report, the billing history and the meter test reveals the high bill is related to one or a combination of factors:

Estimated Bill: If meter readings are not provided by a customer, accounts are billed based on previous consumption. At the time an actual reading is provided, the unbilled consumption from previous billing period(s) is charged on the bill in question and appears to be a "high" bill.

Intentional Use**:** Customer makes a decision to use water but is unaware how much water will actually be consumed and its cost. Lawn and garden watering during a dry summer, programmed sprinkler systems, swimming pool filling or repairs, new sod or major landscaping improvements are examples of intentional use which can result in high bills.

Unintended Use: Plumbing problems are either not noticed or ignored by households who are unaware wasting water can significantly increase bills. Toilet leaks account for at least 75% of high bills in homes. Burst pipes caused by a lack of heat in the building also fall in this category. Among businesses, accidental use usually involves the failure of equipment which uses water as part of a manufacturing or commercial process.

Malfunctioning Meter: The water utility industry follows water metering specifications and guidelines set out by the American Water Works Association (AWWA). The Water & Waste Department is an active member of AWWA and adheres to its specifications and guidelines. The industry is confident that water is metered accurately when meters meet AWWA specifications. If the meter becomes deficient in some way, with few exceptions it errs in the customer's favor by under-registering consumption.

Occasionally, a meter test indicates the meter was over-registering. Among the approximately 178,000 meters in use, a total of 173 meters were tested annually between 1994 and 1996. In each year only one meter was over-registering by 5% or more. During the same period, less than 3% of all meter tests indicated a meter was over-registering between 1-5%. If the meter test indicates the meter was over-registering, bills are adjusted.

Unexplained Use: Sometimes, no explanation for the high water bill is identified by either the account holder or the Water and Waste Department. Possible explanations include taps left running or temporary malfunctioning of a toilet while resident is away on holidays, temporary malfunctioning of manufacturing equipment in a business, and consumption by employees or tenants of which the owner is unaware.

As the cost of water and sewer service has increased, the number of bill appeals has grown. During this same period, the number and value of appeals granted by the Committee has also increased.

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Table 1: Water & Sewer Bill Appeals to the Finance and Administration Committee 1993 - October 1997					
	1993	1994	1995	1996	1997
Number of Appeals	7	19	25	29	33
Value of Bills Appealed	$20,849	$31,000*	$45,000*	$57,266	$79,370
Appeals Denied	5	19	19	23	20
Adjustments Approved	2	0	6	6	13
Total Value of Adjustments	$805	$0	$1,482	$7,500	$16,166

*Estimate

High bill appeal policies vary from city to city and among Manitoba utility companies. Among the large cities surveyed, only Winnipeg has established an appeal process which involves elected officials. In small Manitoba cities and towns, elected officials do hear the occasional water bill appeal.

Some cities have policies where a portion of the water & sewer bill is waived under special circumstances, while other cities refuse to waive any portion of the bill if the water registered on the meter. Calgary is unique among those water utilities surveyed with a "one time high bill forgiveness program" for residential customers. Calgary's policy is designed to encourage acceptance of water meters by ensuring metered customers are not penalized for high bills. Metering of residential water consumption has been actively promoted in Calgary over the last several years. To date only 50% of residential accounts are metered in Calgary.

Manitoba Hydro, Winnipeg Hydro and Centra Gas were also surveyed. Manitoba Hydro was the only utility of the three which forgives half the bill on a one-time only basis in special circumstances. (See Appendix "A" for additional information on the policies of other cities and utilities).

Inspectors are trained to carry out only basic plumbing inspections of residential and business properties. They attend apartment blocks and businesses to check the meter reading and meter installation and to discuss the high consumption with a maintenance person. Because landlords are required to provide tenants with 24 hours notice before entering a property, the inspector does not visit every suite. Instead, the inspector shows the caretaker how to inspect each suite for plumbing problems. Inspectors are not qualified to inspect manufacturing or industrial equipment for plumbing leaks. However, the inspector often learns of equipment failure and repair which occurred during the period of the high bill from a maintenance person or representative of the business.

A change from the current policy will result in a loss of revenue and could result in increased rates in the future. The department sets its rates based on the estimated volume of water as registered on water meters. Included in this volume estimate is unintended and unexplained consumption. Adjustments to bills beyond the $7,500.00 expense budgeted annually represents a 100% loss of sales revenue to the utility.

A. POLICY OBJECTIVES:

On June 2, 1997, the former Committee on Finance and Administration requested policy alternatives for water bill appeals. In response to the Committee on Finance and Administration's direction, the Water and Waste Department has identified a number of objectives for the high water bill appeal policy.

1. To ensure consistent application of the adjustment policy among account holders.

   The present appeal process results in adjustments to bills for only a few of the many account holders who find themselves in similar situations. It rewards those who have the time and commitment to write a letter to the Office of the City Clerk and to appear at the Committee meeting. The Committee has not applied a consistent standard to all appeals. Some residents and businesses with plumbing leaks receive adjustments and others do not. The formula applied by the Committee for adjusting bills has varied, e.g. pay normal bill only, waive sewer charges over normal consumption, pay-normal bill for period plus 25% of high bill, pay normal bill plus 50% of high bill.

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2. To provide consideration for account holders who receive significantly higher bills caused by unintended consumption. To be eligible under the proposed policy, the high bill must be twice the account holders normal bill for the period in question. All bills less than twice the customer's normal bill would not be eligible for the adjustment. The adjustment policy will not be applicable for intentional use since residents chose to use the water which resulted in the high bill. Examples of intentional use include: new landscaping, swimming pools, sprinkler system, lawn and garden watering and estimated bills where the high bill includes previously unbilled consumption.

3. To recognize that the likelihood of high water bills is reduced when account holders maintain equipment and plumbing fixtures, repair plumbing leaks promptly, and provide meter readings. The dollar value of a high water bill increases significantly for account holders who choose not to provide meter readings because plumbing leaks are not identified promptly. As well, this policy should not reward residents or business owners who fail to maintain and monitor the operation of equipment and plumbing fixtures.

4. To bring the adjustment process in line with the Policy Committee on Public Work's role to set policy rather than decide specific cases. The present policy places the responsibility for assessing individual cases for hardship and special circumstances in the hands of the Public Works Committee. This submission proposes that the Committee approve a policy to guide staff in responding to all high water bill appeals and provides for an administrative body to hear cases of hardship. Residents and businesses would be able to request a review of administrative decisions by the Ombudsman.

   The only appeals heard by the Standing Policy Committee on Public Works would be those arguing in favor of a change in policy. A decision made by the Committee to change the policy would apply only to high water bills for consumption incurred after the date of the Committee decision.

5. To improve service by processing adjustments more quickly and with a minimum of inconvenience to residents. The present policy requires account holders write to the Clerk of the Standing Policy Committee on Public Works requesting review of their high bill. Residents may appear before the committee at a time often inconvenient to residents. In addition, appeals are not heard for a minimum of 3 months following receipt and may be delayed up to 6 months.

6. To improve the process for considering special cases where application of the policy would impose a significant financial hardship on account holders. At present, account holders requesting an adjustment on the basis of hardship must have their situation reviewed in a public forum which affords no privacy for considering the unique and sensitive circumstances faced by citizens and business owners. At other times, applicants plead hardship but are not expected to provide evidence to support their case.

7. To ensure the cost of a change in the adjustment policy does not significantly increase the cost of service to account holders. If an adjustment formula is applied to all high bills, it is anticipated rates could increase significantly as adjustments would be required to as many as 6,700 accounts each year resulting in a projected loss in revenue between $1.2 and $2.1 million. (See Appendix B)

   To reduce cost, the policy would provide for a one-time only adjustment for each customer. Customers would be expected to take reasonable action to prevent the problem from occurring again. To further contain costs, adjustments would only apply to bills which are in excess of twice the normal bill.

8. To recognize that high water bill appeals for small volume (residential, small non-profit commercial) accounts are different from appeals by large volume (businesses, apartment buildings, institutional and industrial) customers. Residential appeals are greater in number and smaller in value. In 1997, 23 appeals were received from residential customers at an average value of $1,221 per appeal. Commercial appeals are far fewer in number but the value of their bills are typically larger. In 1997, 10 appeals from businesses were heard by the Standing Committee at an average value of $5,128.00.

   Large volume customers usually employ staff to monitor their operation in order to control expenditures on utilities. In a well managed business, plant managers and caretakers can be expected to continuously monitor plumbing fixtures and equipment. By taking periodic meter readings, plumbing leaks and malfunctioning equipment can be identified so repairs can be completed quickly. As well, businesses can claim high bills as a business expense on their tax returns and may have insurance to cover accidents or malfunctioning equipment.

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For these reasons, two classes of customers have been considered in the development of this policy:

1) small volume users (residential and small commercial accounts) with either 5/8" or 3/4" meters whose 1998 bills average $110 per quarter; and

2) large volume users with meters 1" and over meters whose 1998 bills will average $2,783 per quarter. This second group includes businesses in the private, public and non-profit sectors for whom water is a critical operating component e.g. hospitals, car washes, apartment buildings, glass fabricating plants, clothing manufactures.

Table 2: Small vs. Large Volume Users by Size of Meter

Meter Size	Number of Meters	% Total Bill Meters	Average Quarterly Consumption (Kilolitres)	Annual Consumption (Kilolitres)	% Total Consumption
5/8"	169,337	94.6%	52	35,361,901	47.1%
3/4"	3,834	2.1%	162	2,449,465	3.3%
1" to 8" *	5,899	3.3%	1575	37,166,932	49.5%
Total	179,070	100%	n/a	75,012,203	100%

B. ALTERNATIVES FOR SMALL VOLUME USERS (5/8" OR 3/4" METER):

Alternative 1 Status Quo: Customer pays for all water registered on meter registering below or within specifications: Appeals can be made to the Policy Committee on Public Works.

Alternative 2 Customer pays for all water registered below or within specifications. Customer may appeal financial hardship cases to an administrative committee.

Alternative 3 Unintentional Use: High water bills for which no explanation has been identified or which were caused by a plumbing leak, accident or equipment malfunction. Customer would pay a portion of the bill and the balance would be forgiven according to one of the following formulas:

3A Customer pays normal bill plus 50% of excess amount
3B Customer pays an amount equal to twice the normal bill
3C Customer pays normal bill plus 25% of excess amount
3D Customer pays normal bill plus 25% of normal bill

Normal bill amount would be calculated using the customer's actual consumption from a similar period. Excess amount is defined as the amount that exceeds the normal bill for the period in question.

In instances where account holders believe application of the approved policy would impose financial hardship, account holders can apply in writing for an exception to the policy on the basis of hardship. Account holders would be expected to provide information to the Department in support of their position (unique financial circumstances, ability to pay, proposal indicating what portion of the bill they are able to pay, payment schedule). These appeals would be reviewed by an administrative Committee composed of Departmental personnel and city staff from other Departments e.g. Community Services, Social Services, Business Liaison and Inter-governmental Affairs.

As outlined in Appendix C, the alternatives have been analyzed in terms of their impact on revenue and the ability of each alternative to satisfy the policy objectives identified earlier.

C. ALTERNATIVES FOR LARGE VOLUME USERS (1" TO 8" METERS):

Large volume users include commercial and industrial accounts, apartment blocks and large rental properties as well as non-profit, and public institutions which use a large volume of water, e.g., hospitals, universities. In 1997, 10 appeals with a total value of $51,270.00 were heard by the Committee on Finance and Administration. Four were granted adjustments valued at a total of $10,506.00.

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Alternative approaches to high bill adjustment policy have been developed for large volume users which are similar to those developed for the residential/small commercial customers discussed earlier.

In Appendix D, the alternatives are analyzed in terms of the projected lost revenue and the ability of each alternative to satisfy the policy objectives identified earlier.

If application of the policy presents a major hardship to a business, ie. could force business to close and/or result in job loss, the business could appeal to a Committee composed of a senior representative of the Department, e.g. Manager of Customer Services or Director and a representative of Business Liaison and Inter-Governmental Affairs. Businesses pleading hardship would be asked to indicate what portion of the bill they are able to pay and would be expected to propose a payment schedule. They would also be expected to provide financial information in support of hardship appeal and to provide written confirmation that building and equipment has been inspected by qualified personnel for leaks and operating problems. The Committee would negotiate an agreement with the business to pay some portion of the bill in a manner which takes into consideration the applicants' circumstances.

D. ADMINISTRATION OF ADJUSTMENT POLICY:

The Customer Services Division would be responsible for the administration of the policy. Customers with high bills would be referred to a Customer Services Specialist who would determine what adjustment is appropriate under terms of the policy. The customer would be required to complete an application containing information in support of the appeal.

If a customer is not satisfied with the application of the policy, that concern would be reviewed by the Superintendent of Customer Accounts or the Manager of Customer Services. As with other administrative processes, customers can request a review by the Office of the Ombudsman.

E. IMPLEMENTATION OF THE POLICY:

The policy would not be applied retroactively. High bills for water consumed prior to the approval of the new policy would not be eligible for adjustment. These would continue to be heard by the Standing Policy Committee on Public Works.

F. COMMUNICATION:

Following approval of the new adjustment policy, an insert would be prepared for inclusion in water bills explaining the new adjustment policy and its benefits to account holders.

FINANCIAL IMPACT

Approval of the recommended alternative would result in a projected revenue loss of $494,000.00 in 1998. This loss in revenue could result in an increase in the combined water and sewer rates of 0.4% in 1999.

The Standing Policy Committee on Public Works therefore recommends that the following adjustment policy for high water bill appeals be approved:

I. The policy will apply only to bills which are twice the account holder's normal bill.

II. The policy will not apply to high water bills which result from intentional use, e.g. garden watering, landscaping, building construction, swimming pools.

III. Small volume accounts (5/8" or 3/4" meters) with a high water bill caused by unintentional use will pay an amount equal to twice the normal bill subject to the following conditions:

- each customer will qualify for a high water bill adjustment on a one time only basis;
- the adjustment formula will apply to all prior quarters where meter readings were not received;
- customers who chose not to take steps to identify the cause of the high bill and correct plumbing problems will not qualify for adjustments beyond the billing period in which the high bill was first incurred;

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- when landlords become responsible for the final bill of a tenant, the adjustment would be applied on a one-time only basis for each address.

IV. Large volume users (1" or larger meters) will pay for all water recorded on meters registering below or within specifications.

V. Account holders for whom application of the policy presents a financial hardship may appeal to an administrative committee which will consider the special circumstances facing each account holder.

VI. That this policy become effective on the date it is approved by Council. All high bills for water consumed before the approval of a new policy will be considered under the old policy.

For the information of Council, the Executive Policy Committee concurs in the recommendation of the Standing Committee on Fiscal Issues, that based on the information provided, the projected financial impact of this policy be concurred in.

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

Moved by Councillor Timm-Rudolph,
Adoption of the clause.

Carried.

REPORT OF THE

STANDING POLICY COMMITTEE ON PUBLIC WORKS

DATED MAY 12, 1998

On motion of Councillor Timm-Rudolph, the Report of the Standing Policy Committee on Public Works, dated May 12, 1998, was considered clause by clause.

Moved by Councillor Timm-Rudolph,

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

Councillor O'Shaughnessy requested that Clause 1 be pulled from the Consent Agenda.

Councillor Angus requested that Clause 2 be pulled from the Consent Agenda.

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

Solid Waste Disposal Charges for Winnipeg Harvest, The Salvation Army and Goodwill Industries
File WT-3 (Vol. 14)

666 - 1. Council on January 28, 1998 approved an extension to June 30, 1998 of the waiver of tipping fees for Winnipeg Harvest, the Salvation Army and Goodwill Industries.

WINNIPEG HARVEST COMPOSTING FEASIBILITY REVIEW

Winnipeg Harvest receives donations of approximately 2,500 tonnes of food plus packaging from residential and commercial sources. Food that cannot be re-distributed to citizens, plus packaging that cannot be recycled, amounting to approximately 180 tonnes per year, is transported to City landfills for disposal.

The Water and Waste Department facilitated a number of meetings, commencing in December of 1996, between representatives of the City's Water and Waste Department - Solid Waste and Customer Services divisions, Winnipeg Harvest, University of Manitoba, Fort Whyte Centre, Resource Conservation Manitoba and Manitoba Environment. The intent was to identify the needs and resources for establishing a composting operation relative to Winnipeg Harvest's needs.

The composting of food and packaging wastes from Winnipeg Harvest appears to be technically feasible. However, even if it was done at the same site (Brady Road) as the City's leaf composting program, composting of food wastes will require further knowledge, site preparation, approvals, and the on-going processing activities and costs. Winnipeg Harvest will be unable to eliminate much of their waste, since it must accept all offers of donations in order to capture as much usable food as possible.

GOODWILL INDUSTRIES REVIEW

Goodwill Industries was founded in 1931 by United Church Minister Reverend J. Richmond Craig to provide "needy, disabled and unemployed Manitobans" with meaningful work. He rented retail space where the rummage sale leftovers from his church and donations at second-hand merchandise were sold. Today, Goodwill operates a workshop where donated merchandise is repaired and where people with limited employment skills learn carpentry, upholstery, small appliance, radio and television repair. Items that cannot be repaired or sold are recycled -- e.g., metal is sold as scrap; clothing boxed for sale as wiping rags. Proceeds from the organization's activities provide for the employment costs, plus some support for various Manitoba charities.

Goodwill Industries receive donations of approximately 3,000 tonnes of clothing, hardware, appliances and bulky goods, and dispose of approximately 338 tonnes (1996 level; 1997 includes additional flood-related waste).

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SALVATION ARMY REVIEW

The Salvation Army was founded by Catherine and William Booth in the late 1800's, and came to Canada in 1883. Salvation Army Thrift Stores were developed to assist those in need, and evolved in 1995 to become the Salvation Army National Recycling Operators. Proceeds from the operation of their thrift stores support the Salvation Army's activities in Winnipeg and throughout Canada -- e.g., free clothing and household items to those in need (fire or flood victims).

The Salvation Army receives donations of approximately 4,500 tonnes of clothing, hardware, appliances and bulky goods, and disposes of approximately 805 tonnes (1996 level; 1997 level includes additional flood-related waste). No clothing goes to waste. The Salvation Army accepts all material offered, which results in a significant amount of waste.

VALUE VILLAGE THRIFT STORES

The third major enterprise in the thrift store business is Value Village, which operates four stores in the Winnipeg area. The Canadian Diabetes Society and the Cerebral Palsy Society solicit donations over the telephone and transport donations to Value Village, where they are paid by weight and type of goods. These charitable organizations do not transport material to the landfill and have not requested a waiver. Value Village is a private company with headquarters in Port Moody, B.C. and Belview, Washington. Value Village disposes of any unusable goods under contract with a private refuse hauler.

The materials being recycled by these organizations (food, clothing, bulky goods) are not eligible for funding under the Manitoba Product Stewardship Program.

SUMMARY OF CONSIDERATIONS

Previous considerations of the waiving of disposal costs for charities has been based on the need for a uniform application of the concept of "user pay" and equal treatment of all users of the service.

The recent review of these three charities was intended to investigate the feasibility of composting Winnipeg Harvest waste as an alternative to landfilling; and to identify the impact of removing the tipping fee waiver on the operations of the Salvation Army and Goodwill Industries.

This review of these organizations has identified additional concerns that should be considered. These organizations are reducing solid waste that would otherwise require collection and disposal service by the City. These organizations are assisting poor and disadvantaged citizens who would otherwise require assistance from City services for food, materials, necessities of life and living expenses.

These three charities are diverting some 8,000 tonnes of material that would otherwise have to be handled by the City, rather than the residual 1,323 tonnes requiring only disposal now. The actual cost savings to the City would be impacted by the source, frequency and type of pick-up of the waste but has not been estimated. It is therefore in the interest of the Solid Waste Utility, as part of the Waste Minimization Strategy, to reduce tipping fees for these three charities, and all similar charities who can demonstrate a significant diversion of solid waste.

FINANCIAL IMPACT

The recommendation of the Standing Policy Committee on Public Works will increase landfill revenues from tipping fees by $6,615.00 in 1998 (half-year), and $13,230.00 each year thereafter.

The Standing Policy Committee on Public Works therefore recommends:

I. That solid waste disposal charges (tipping fees) for Winnipeg Harvest, the Salvation Army and Goodwill Industries be set at $10.00 per tonne (25% of the commercial rate) due to the waste reduction benefit to the City of the services of these organizations.

II. That the Administration be given the authority to apply this tipping fee to any registered charity which can demonstrate a significant (greater than 70%) waste reduction benefit to the City.

III. That this policy be reviewed in three years.

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Moved by Councillor Timm-Rudolph,
Adoption of the clause.

In amendment,

Moved by Councillor O'Shaughnessy,
Seconded by Councillor Murray,

BE IT RESOLVED THAT Recommedation I be amended by exempting Winnipeg Harvest from paying solid waste disposal charges.

The amendment was put and declared carried.

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

Councillor Silva asked to be recorded as having voted against the clause, as amended, in accordance with Rule 50.7 of the Procedure By-law.

Amendment to the Private Approaches By-law No. 6546/95 - Access to the Proposed Superstore located at the Southeast Corner of Bison Drive and Barnes Avenue
File SC-1(35) (Vol. 1)

667 - 2. The Standing Policy Committee on Public Works has been advised that an application for the construction of one 26.8 metre channelized private approach has been received from Westfair Properties Ltd., to provide access to the proposed Superstore located at the Southeast corner of Bison Drive and Barnes Avenue.

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

> "*(4) No approach shall be constructed, erected or installed on any of the streets or portions of streets set forth in Schedule 3 hereto, except where 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."*

This section of Bison Drive is contained within Schedule 3 of the subject By-law.

This section of Bison Drive contains 2 -7.8 metre wide roadways separated by a 8.5 metre wide median, and carries approximately 6,100 westbound vehicles and 6,550 eastbound vehicles in a typical twelve hour weekday period between 07:00 and 19:00. The speed limit on Bison Drive is 80km/h, which reduces to 60km/h approximately 300 metres west of Pembina Highway.

There are no existing private approaches to serve this vacant land.

The applicant is proposing to construct a 115,000 square foot Superstore with a 847 space parking lot. The proposed building will be located on the western half of the property, adjacent to Barnes Avenue, and a proposed gas bar facility will be located on the northern part of the property, adjacent to the proposed private approach on Bison Drive. As this development will be on the western section of the property, the eastern portion will remain undeveloped at this time; however, it will be developed as commercial in the future, with all access being from the same approaches that will serve the proposed Superstore and gas bar.

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The applicant is proposing to construct a 26.8 metre wide channelized private approach on the south side of Bison Drive approximately 228.6 metres east of Barnes Avenue. This private approach will serve as the main private approach from Bison Drive for motorists entering and exiting both the Superstore, gas bar and the future developments to the east of the currently proposed development. There is also another proposed private approach on the east side of Barnes Avenue, approximately 141.2 metres south of Bison Drive which will be primarily utilized by trucks entering and exiting the site for the Superstore. The Public Works Department recommended that Barnes Avenue be upgraded from a gravel roadway to a divided concrete roadway at Bison Drive and a 10.0 metre concrete roadway south thereof to the proposed private approach on Barnes Avenue to effectively handle the proposed traffic on Barnes Avenue. The Standing Policy Committee on Public Works is recommending that the applicant be responsible for the paving of Barnes Avenue from Bison Drive to the southerly property line of the development and that benefitting property owners share in the cost through the assessment of Local Improvement charges.

The applicant wants to make it more convenient for motorists on Bison Drive to enter and exit the proposed site by applying for a non-conforming channelized private approach on the south side of Bison Drive. The Public Works Department does not support this application for the following reasons:

- The City of Winnipeg Private Approaches By-Law clearly states that no approaches may be constructed on this section of Bison Drive 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 already available, from Barnes Avenue.

- The proposed traffic control signal on Bison Drive at the proposed channelized private approach will cause traffic delays on Bison Drive, as this will be the third traffic control signal in a short distance on Bison Drive, with the other two traffic control signals being at Pembina Highway and Barnes Avenue. The operation of three traffic control signals within such a short distance will not allow the provision of acceptable traffic progression on Bison Drive and will result in vehicles being stopped by one or more red light indications.

- Bison Drive is on Schedule 3 of the Private Approaches By-Law for reasons of traffic operations and traffic safety. Vehicle collisions and vehicle capacity of the street are directly related to the number of private approaches to private property from a street; as the number of approaches increase the number of potential vehicle conflicts also increase thereby reducing the capacity of the street and increasing the potential for vehicle collisions. Major arterial streets such as Bison Drive are intended for the transportation of large volumes of through traffic at relatively high speeds; private approaches diminish the capacity of and level of motorist safety on those streets.

- The applicant can alter the site plan so that the building is located to the rear of the property, adjacent to the south property line. This would shift all access to Barnes Avenue. All movements for exiting motorists could then be obtained by turning left or right at the intersection of Barnes Avenue/Markham Road and Bison Drive, which is already signalized. This concept would eliminate both the proposed non-conforming channelized private approach and the proposed traffic signals at the private approach, meanwhile maintaining maximum vehicle capacity and safety of Bison Drive.

- Stanley Engineering Inc., have prepared a Traffic Impact Study on behalf of the developers for the proposed superstore. The engineering consultants report concluded that the proposed Superstore development can be safely and conveniently accommodated with all access from Barnes Avenue, subject to a number of minor traffic improvements being implemented. The Public Works Department has reviewed the consultants report and is in general agreement with the conclusions and recommendations contained therein.

The Standing Policy Committee on Public Works does not concur in the administrative recommendation and is recommending approval of a non-conforming private approach on the south side of Bison Drive, with a channelized private approach design as shown on Drawing No. A-9091-C, (Appendix “A”) which provides protection for vehicles intending to make the westbound left turn movement by a means of a left turn storage lane within the center median, and also provides a right turn deceleration lane for eastbound vehicles entering the proposed private approach, and an eastbound acceleration lane for exiting motorists.

FINANCIAL IMPACT:

There is no financial impact on the proposed work for this project in the first five years as all costs will be accommodated through normal budget provision for infrastructure growth. However, in year six the cost will increase to $4,075.00 annually due to increased annual concrete and asphalt repairs, and crack and joint sealing, and snow clearing.

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The Standing Policy Committee on Public Works therefore recommends:

1. That the application for the construction of one 26.8 metre channelized private approach on the south side of Bison Drive east of Barnes Avenue, be approved as shown on Drawing No. A-9091-C subject to the following conditions:

   A. The applicant paying all costs for the channelized private approach including channelization, left and right turn storage lanes, a right turn acceleration lane and traffic control signals;

   B. The applicant being responsible for the paving of Barnes Avenue from Bison Drive to the southerly property line of the development and that benefitting property owners share in the cost through the assessment of local improvement charges;

   C. Adoption by Council of Clause 11 of the Report of the Standing Policy Committee on Property and Development dated May 4, 1998, with respect to the proposed subdivision and rezoning of property located on the south side of Bison Drive, between Barnes Street and west of Shore Street, under File No. DASZ 2/98.

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

III. That the Proper Officers 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.

Moved by Councillor Timm-Rudolph,
Adoption of the clause.

In amendment,

Moved by Councillor Angus,
Seconded by Councillor O'Shaughnessy,

WHEREAS the Standing Policy Committee on Property and Development has recommended approval of a plan of subdivision and rezoning of land located on the south side of Bison Drive, between Barnes Street and west of Shore Street, proposed under file DASZ 2/98, as outlined in Clause 11 of the Report of the Standing Policy Committee on Property and Development dated May 4, 1998;

AND WHEREAS the Development Agreement under file DASZ 2/98 requires the developer, Westfair Properties Ltd., to pay its share of the cost of concrete pavement in Barnes Street between Bison Drive and a private approach on the east side of Barnes Avenue;

AND WHEREAS the Standing Policy Committee on Public Works has recommended the following, as outlined in Recommendation 1B, namely:

> "The applicant being responsible for the paving of Barnes Avenue from Bison Drive to the southerly property line of the development and that benefitting property owners share in the cost through the assessment of local improvement charges"

AND WHEREAS the City cannot give any assurances to the applicant, Westfair Properties Ltd., that it would be reimbursed by other benefitting property owners for the costs for the extension of Barnes Avenue to the southerly property line of this development;

THEREFORE BE IT RESOLVED that the requirement that the developer continue the pavement of Barnes Avenue past the access point to the southerly property line, as outlined in Recommendation 1B, be deleted.

The amendment was put and declared carried.

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Councillor Murray asked to be recorded as having voted against the amendment, in accordance with Rule 50.7 of the Procedure By-law.

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

Award of Tender PD 98-040 - Leased Automobiles for the Public Works Department
File GL-9 (Vol. 10)[c/r GP-1.33 (Vol. 1)]

668 - 3. The Standing Policy Committee on Public Works has been advised that the tender for leased automobiles for the Public Works Department closed on April 9, 1998. The tender must be awarded as soon as possible to provide the lowest evaluated bidders with sufficient time to comply with the June 15, 1998 lease commencement date.

In accordance with City purchasing procedures for the lease of automobiles, Bid Bonds and written undertakings to provide performance security were not required. The tender documents pertaining to the recommended tenderers and their respective tender items are in order. The bids are open for acceptance until June 8, 1998.

Eleven (11) suppliers submitted bids as listed in the Bid Summary Tables as outlined in Appendix "A".

Pembina Dodge Chrysler Ltd. submitted the low bid for Tender Item 1, the lease of nine 4 door compact sedans and the vehicles bid meet specifications. The administration has recommended that Tender Item 1 be awarded to Pembina Dodge Chrysler Ltd.

McPhillips Lincoln Mercury Sales Ltd. submitted the low bid for Tender Item 2, the lease of one 4 door compact station wagon and the vehicle bid meets specifications. The administration has recommended that Tender Item 2 be awarded to McPhillips Lincoln Mercury Sales Ltd..

The Equipment and Material Services Division has reviewed the work with a representative of each of the recommended tenderers and is of the opinion that they are capable of performing the work and supplying the vehicles in accordance with the requirements of the specifications.

The tender asked each bidder to state the charge per kilometer (if any) in excess of 75,000 km per vehicle over 36 months. Each of the recommended tenderers supplied a "cents per kilometer" charge and the prices stated are acceptable.

It should also be noted that Pembina Dodge Chrysler Ltd. supplied a lease agreement with their bid. They have claimed that a signed lease agreement is required by their company in order to acquire financing from their financial institution. Pembina Dodge Chrysler Ltd. has been advised that their lease agreement will be signed by the City and form part of the formal contract issued by the City, however, it will be superseded by tender PD98-040 and all contents therein.

Funding for these vehicles is available from the Operating Budget of the Equipment & Material Services Division. The total value of the tender (including 7% M.R.S.T. and 3.0002% G.S.T.) is $93,277.97. The lease of vehicles for the Public Works Department has been approved by the Chief Administrative Officer under CAO Reference # 98-02-14.

The Recommendation is to the lowest evaluated responsive bidders. The commitment of 1999, 2000 and 2001 funds are included in the contract, and therefore, Council approval is required.

The Standing Policy Committee on Public Works therefore recommends:

I. That a contract be entered into with Pembina Dodge Chrysler Ltd., 300 Pembina Highway, Winnipeg, as follows:

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Tender Item 1

Lease of nine (9) 4 Door Compact Sedans as per Detailed Spec. 98008 for 36 months @ $233.00 per month. $75,492.00

II. That a contract be entered into with McPhillips Lincoln Mercury Sales Ltd., 2420 McPhillips Street, Winnipeg, as follows:

Tender Item 2

Lease of one (1) 4 Door Compact Station Wagon as per Detailed Spec. 98009 for 36 months @ $258.50 per month. $9,306.00

(Note: Prices shown do not include M.R.S.T. and G.S.T.)

III. 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 relative thereto.

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

Adopted by consent.

Parking Meters on Hargrave Street Between Portage Avenue and Ellice Avenue File ST-2 (Vol. 21)

669 - 4. Mr. Leo Mikos, Camay Hair Salon, 333 Hargrave Street and a group of petitioners submitted a majority petition in favour of changing the one-hour metered parking to two-hour metered parking on the east side of Hargrave Street between Portage Avenue and Ellice Avenue.

The City Centre - Community Committee at its meeting held on April 7, 1998 concurred in the above recommendation.

Hargrave Street contains a 13 metre roadway and functions one-way northbound. There is metered parking on both sides of the street. The west side of Hargrave Street, adjacent to the Air Canada Building, has one-hour meters.

The standard policy for altering limited time parking or parking meters is for the applicant to secure a majority supporting petition of the residents/businesses directly affected in the block. If parking is permitted on both sides, a petition is required only from that side of the street which is to be changed. The petition submitted represents 73%, 8 out of 11 properties, in favour of changing the one-hour metered parking on the east side of Hargrave Street to two-hour metered parking. The petition received no opposition from any of the businesses. No contact was made to the remaining 3 properties that were vacant.

This work will be performed during normal working day activities with negligible impact to funding.

The Standing Policy Committee on Public Works therefore recommends:

I. That the one - hour parking meters on the east side of Hargrave Street between Portage Avenue and Ellice Avenue be replaced with two - hour parking meters.

II. That the City of Winnipeg Parking Meter By-law be amended as follows:

i) Schedule “A” to By-law No. 6547/95 of the City of Winnipeg be amended by deleting the following: “East side of Hargrave Street between Portage Avenue and Ellice Avenue.

ii) Schedule “B” to By-law No. 6547/95 of the City of Winnipeg be amended by adding the following: “East side of Hargrave Street between Portage Avenue and Ellice Avenue.

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III. That the City Solicitor\Manager of Legal Services be instructed to prepare the necessary amending by-law in accordance with the foregoing for submission directly to Council for approval.

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

Adopted by consent.

Deletion of University Crescent from the Truck Route System
File ST-5.2 (Vol. 25)

670 - 5. On February 10, 1998, the Standing Policy Committee on Public Works, after resolving that the existing 50 km/h speed limit on University Crescent between Pembina Highway and Chancellor Matheson Road not be increased, requested a report on the feasibility of establishing a Truck Route other than University Crescent for this area. Chancellor Matheson Road, for example, was suggested as an alternate route. In a letter dated April 16, 1998, Councillor Angus asked the Public Works Department to review the feasibility of posting University Crescent as "Not a Truck Route" to alleviate vibrations that fronting residents are experiencing.

Truck travel in Winnipeg should be confined to arterial (Regional) streets as much as possible to minimize the detrimental impact on local residential street pavements which are designed and constructed to lower standards of thickness and strength than are arterial streets. The vast majority of Regional Streets are therefore designated Truck Routes.

Truck Routes servicing the University Area include (see attachment) both University Crescent and Chancellor Matheson Road, which largely carry trucks oriented to the local neighborhood and the University of Manitoba. In a typical 12 hour weekday, University Crescent carries approximately 16,500 vehicles. During a 15 hour study undertaken on April 6 - 8, 1998 between 07:00 and 22:00, 93 trucks were observed on University Crescent at a point south of Thatcher Drive, the vast majority of which (84/93 = 90%) were small trucks with 6 tires. Typically a Truck Route in the City carries an average of 1,150 trucks of which have 6 tires. Trucks account for 0.6% of the total traffic on University Crescent compared with the City-wide average of 5%. A total of 394 buses were observed on University Crescent in this same 15 hour time period.

Generally Truck Routes should provide for route connectivity in order to avoid a circumstance where a truck operator has to U-turn or travel on an adjoining non-Truck Route to continue a through movement. However, in this instance the vast majority of trucks in this area are destined to the University and route connectivity to accommodate through movements is not an issue. As such Chancellor Matheson could be maintained as a Truck Route. In any event if both routes are rescinded, then the truck driver must decide which is the shortest route from Pembina Highway to the University area. (University Crescent or Chancellor-Matheson). Leaving this choice in the hands of the truck driver, is less likely to accomplish the objective of reducing if not eliminating the trucks on University Crescent.

Therefore, it is recommended that University Crescent between Pembina Highway and Chancellor Matheson Road be deleted from the Truck Route system.

There is no additional cost associated with implementation of the proposed recommendation.

The Standing Policy Committee on Public Works therefore recommends:

I. That the Full-Time Truck Route designation on University Crescent between Pembina Highway and Chancellor Matheson Road be rescinded.

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

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

Adopted by consent.

STANDING POLICY COMMITTEE ON PUBLIC WORKS

CONSIDERATION OF BY-LAWS

671 - On motion of Councillor Timm-Rudolph, the rule was suspended and By-law No. 7228/98, a by-law of The City of Winnipeg to amend By-law No. 6547/95, being a by-law of the said City concerning the reservation of certain portions of streets and public parking sites for the purpose of parking vehicles and the use of parking meters in connection therewith, 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 ST-2 (Vol. 21)