REPORT OF THE

COMMITTEE ON WORKS AND OPERATIONS

DATED APRIL 15, 1997

(See Minute No. 568 for disposition)

Funding of Ongoing Maintenance and Operating Costs for Streetscape Capital Improvements
Files H (Vol. 7) and SC-3 (Vol. 6)

614 - 1. On June 21, 1995, the Executive Policy Committee referred the issue of developing a policy regarding the funding of power sources for fountains and stages constructed on public land to the Administration for review. Subsequently, the Administration submitted a report dated April 10, 1997 jointly to the Committees on Planning and Community Services and Works and Operations. On April 15, 1997, the Committee on Works and Operations considered said report.

Since the early 1980's streetscape capital improvements have been made to neighbourhood main streets by the City, using a variety of programs, including the Core Area Initiative, Federal Infrastructure Program, Employment Programs, Manitoba Winnipeg Community Revitalization Program, Streetscape Capital Budgets. In most instances, these improvement projects were driven either politically or at the community level. Initiating these projects required a great deal of cooperation amongst civic departments, inasmuch as established rules and procedures were not in place. A listing of streetscape projects assisted through these programs is outlined in Appendix A.

There have been a variety of decision making mechanisms associated with neighbourhood main streets. The processes and project administration practices used in the development of streetscape projects have caused considerable confusion within the civic administration and with the business community. Throughout the City, numerous streetscaping projects have been implemented without consideration for ongoing maintenance and operating costs. In a number of instances, the decorative lighting elements of these projects were installed with the expectation that this would provide the required ongoing operating and maintenance funds and resources to keep this decorative lighting functioning. This obligation has now been transferred to the Hydro Utility. Similarly, other elements (planters, banners, etc.) have been installed on the public right-of-way without regard to the ongoing upkeep and maintenance of the element.

The Development Programs Division of the Planning Department had the mandate to deal with neighbourhood main streets until the Planning Department ceased to exist in 1994. The Neighbourhood Programs Division of the new Community Services Department took over responsibility for neighbourhood main streets in late 1994. There are essentially three issues that this group will be required to manage; namely, project funding, ownership of improvements and ongoing operating and maintenance of improvements.

In order to rationalize this ongoing issue and to eliminate the confusion that presently exists, the responsibility for the ongoing costs associated with streetscape infrastructure requires clarification. Accordingly, the policy recommendations put forward in this report have been developed for consideration by Council, and upon approval, will apply to all future streetscaping projects.

It is recommended that the Neighbourhood Programs Division be responsible for securing capital funding for the implementation and coordination of streetscaping projects. It is also recommended that each streetscape capital improvement project be considered on an individual basis with a view to determining the best method of funding the annual operating and maintenance costs of that particular project. Some alternatives presented for consideration are:

- district local improvements;
- ongoing funding agreement with the BIZ or community group involved;
- contribution to a reserve established to fund ongoing costs of all streetscape improvements located on public property;
- funding through increased appropriations to departmental budgets.

The type of funding arrangement selected may depend upon the scale, scope and nature of the streetscape improvement project under consideration. Regardless of the alternative decided upon in each case, construction contracts should be awarded only when capital, operating and maintenance funding has been secured.

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The Department having jurisdiction over the lands upon which these projects are developed should assume ownership of the infrastructure once completed and, therefore, be responsible for the ongoing operation and maintenance, with the source of funding from one of the alternatives identified herein.

In terms of the ownership and ongoing operation and maintenance of the projects listed in Appendix A, much controversy exists. In an effort to put those issues behind us and begin anew, the administration has been working diligently with the appropriate BIZ and community groups to reach consensus. As a result, it is recommended that the Neighbourhood Programs Division of the Community Services Department conduct a review, in consultation with the appropriate City Departments, the BIZ and community groups involved, and report back on all existing streetscape projects, indicating the ownership and the maintenance and operating costs and responsibilities of each project, as well as identifying and recommending a resolution to any outstanding issues associated with the ongoing maintenance and operation of these projects.

Contained in the report are the following policy recommendations, namely:

I. That the Neighbourhood Programs Division of the Community Services Department be the coordinating body responsible for securing capital funding for all streetscape improvements, including all decorative lighting other than standard roadway lighting, sidewalk pavers, information kiosks, benches, flower planters, fountains, stages, carillon bells and the like, on or over City owned property.

II. That the Neighbourhood Programs Division of the Community Services Department be the coordinating body responsible for ensuring that the necessary approvals are obtained from the appropriate City departments, including the department that will eventually assume ownership of the improvements, i.e. Streets and Transportation, Parks and Recreation and Hydro.

III. That the Neighbourhood Programs Division of Community Services Department, in consultation with the appropriate City departments and the BIZ and community groups involved, consider each streetscape capital improvement project, located on or over public property, on an individual basis, and determine the preferred method of funding the annual operating and maintenance costs.

IV. That construction contracts for streetscape improvements on or over public property be awarded only when the Neighbourhood Programs Division of the Community Services Department has secured sufficient capital funding from all sources, and only when operating and maintenance funding and responsibility has been secured to the satisfaction of the line department(s).

V. That the Streets and Transportation Department assume ownership of all streetscaping improvements, including decorative lighting, located on City owned property under its jurisdiction.

VI. That the Parks and Recreation Department assume ownership of all streetscaping improvements, including decorative lighting equipment, located on City owned property under its jurisdiction.

VII. That the above conditions apply to existing installations requiring replacement or refurbishment, as well as to all future streetscape projects.

VIII. That the Neighbourhood Programs Division of the Community Services Department conduct a review, in consultation with the appropriate City departments, the BIZ and community groups involved, and report back on all existing streetscape projects, indicating the ownership and the maintenance and operating costs and responsibilities of each project, as well as identifying and recommending a resolution to any outstanding issues associated with the ongoing maintenance and operation of these projects.

The Committee on Works and Operations concurred in Recommendation V., which is under its jurisdiction, and submits same for favourable consideration by Council, namely:

V. That the Streets and Transportation Department assume ownership of all streetscaping improvements, including decorative lighting, located on City owned property under its jurisdiction.

For the information of Council, the Committee on Planning and Community Services will be considering the Administrative report at their next meeting and will report to Council relative to the recommendations under, the jurisdiction of their Committee.

Adopted by consent.

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Request for an Extension of Time - Review of the Handi-Transit Service Policy
File TT-1.3 (Vol. 11)

615 - 2. Council on November 20, 1996, passed the following motion in connection with the approval of the Additional Appropriation for the purpose of addressing Handi-Transit demands for service to the end of 1996, namely:

> *AND THAT the Committee on Works and Operations be directed to review the Handi-Transit Policy with the express view of creating a system for the "truly handicapped" including an appropriate level of funding and a secondary system for "others who have special transit needs".*

On December 3, 1996, the Committee on Works and Operations considered the above motion and referred same with instruction to the Administration and the Handi-Transit Policy Advisory Committee to consult with the various user groups and report back to Committee.

On February 26, 1997, the Committee on Works and Operations apprised Council that the consultative process was underway and a final report would be forthcoming. Council granted a 60-day extension of time in which to report back relative to the above motion.

On April 15, 1997, the Committee on Works and Operations considered Administrative report dated April 3, 1997, contained in Appendix A, and concurred in the recommendation that the Handi-Transit Policy Advisory Committee be requested to review and comment on the service delivery options outlined therein.

The Committee on Works and Operations therefore recommends that a further extension of time of 90 days be granted in which to report back to Council relative to the motion.

Adopted by consent.

Extension of Contract for the Supply and Delivery of Oxygen to the North End Water Pollution Control Centre - PD 82-7
File WS-7.1 (Vol. 3)

616 - 3. The Committee on Works and Operations has been advised that the North End Water Pollution Control Centre (NEWPCC) is the City's largest wastewater treatment plant, and provides service for 375,000 citizens, treating an average of 216 million litres of sewage each day, with discharge of treated effluent to the Red River.

As background history, beginning in 1979, the City of Winnipeg undertook a $200 million upgrading of its three wastewater treatment facilities. One component of the upgrading was the $44.7 million upgrade to the NEWPCC Secondary Process. This component involved installing an "oxygen activated sludge process" which uses high purity oxygen to support biological decomposition of the wastewater. The continuous supply of high purity oxygen is critical to the operation of the treatment process. Interruption of supply for more than a few hours would result in impairment or failure of the treatment process and discharge of partially treated sewage to the Red River.

On July 15, 1982, a contract for the production and supply of oxygen was awarded to a private supplier, Air Products Canada Ltd. with the actual supply commencing in 1984. This contract remained in effect since the 1984 completion of the treatment plant upgrade, with oxygen being supplied from an on-site 80 tonne per day cryogenic oxygen generation facility owned and operated by the contractor. Oxygen is metered prior to use by the city and payment is based on a combination of amount of consumption plus fixed fees. The contract provides for annual escalation of prices according to relevant industrial Statistics Canada indices. Annual payments to Air Products Canada Ltd. are currently in the order of $1.6 million.

Clause 32 in the Contract between the City of Winnipeg and Air Products Canada Ltd. provides that "this contract shall have force and effect from the date of award and continue in full force and effect until December 31, 1999, and from year to year thereafter subject to termination after December 31, 1999, or at the end of any subsequent year by either party giving to the other at least 24 months prior written notice of termination." In

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addition, upon completion, the contract provides for either negotiation to continue the contract, an arbitration process should negotiations fail (Clause 39), or negotiation for the purchase of all or a portion of the Contractor's plant (Clause 43). If the contract is terminated, the City would have no further obligation to the contractor and would be free to issue a new tender.

In the administration of the contract over the past 13 years, the Water and Waste Department can attest to a good working relationship with Air Products Canada Ltd. The parent company, Air Products and Chemicals, Inc., Allentown, Pennsylvania, is a leading supplier of industrial gases, operates on a global scale and has annual sales exceeding $3.3 billion serving over 100 locations. The company possesses the expertise and infrastructure to guarantee an uninterrupted supply of oxygen and minimize personnel and environmental risk. In the event of a breakdown, Air Products maintains a minimum five day supply of liquid oxygen in reserve on-site, and can import additional emergency quantities from their plants in Milwaukee and Calgary, while drawing on their global base of inventory and expertise to restore local plant capacity.

Proposal by Air Products Canada Ltd.

Air Products Canada Ltd. submitted an unsolicited proposal by way of letter dated November 22, 1996, to the City of Winnipeg to extend the contract with modified terms and conditions. By securing a long term commitment with the City, Air Products has indicated they would invest in capital upgrading. Benefits to the City include reduced costs for the duration of the existing contract and a continuation of the lower rate structure throughout the extension.

Appendix A provides a summary of the rate structure for the existing contract in comparison with the proposal from Air Products Canada Ltd. The actual 1995 rates are used because the year-end makeup invoice is calculated for the preceding year using industrial indices and is not available for the current year. Therefore, the cost reductions will be marginally understated, but not to a significant extent. The major features of the proposal are:

1. The proposal would effectively terminate the existing arrangements earlier than provided for in the current contract, and the arrangements proposed would continue until December 31, 2009.

2. The new rate structure will take effect retroactive to November 1, 1996, and remain in effect for the duration of the existing contract and throughout the duration of the extension. The cost savings to the City over the 38 month (retroactive to November, 1996) duration of the existing contract is estimated at $377,000 per year, or approximately $1.19 million in total. Annual costs under the extended contract will continue at approximately $377,000 less per year (uninflated) than typical current costs (Reference Appendix A). These savings will accrue directly to the Water and Waste Department's current operating budget.

3. The proposal includes simplification of the rate structure and administrative procedures. The five cost categories in the current rate structure will be reduced to two. One price index will be used instead of three. The electrical power index, having inflated 90% over a thirteen year period compared to 30% for the other two (chemical industry) indices, will not be used. (Reference Appendix A)

4. Air Products' proposal includes the supply of liquid oxygen to the South End Water Pollution Control Centre (SEWPCC) at a cost of $100 per tonne for hauling, with no charge for the product, and provision at no cost to the City, of a larger storage tank. The SEWPCC uses liquid oxygen as a backup to its oxygen production equipment, with current costs of $234 per tonne for supply and delivery. Although annual savings will be moderate (several thousands per year), the increase in available on-site emergency liquid oxygen will provide a needed increase in reliability in the event of a failure in the plant's oxygen generation facility. Air Products proposes to supply liquid oxygen from it's NEWPCC plant, which is produced as a by-product of oxygen gas production.

In addition to extension of the contract, the existing contract provides for the following alternatives:

Solicit Competitive Offer (retender)

The contract stipulates that it continues to remain in force until either party has provided 24 months notice of termination. Since it cannot be terminated until after the specified completion date of December 31, 1999, if the City is to tender or issue a Request for Proposals, notice of termination must be issued to Air Products on or before December 31, 1997.

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Soliciting an offer would ensure that the market place establishes the cost through competition. Potential bidders would include Praxair (subsidiaries Linde, Union Carbide, Lotepro, Liquid Carbonic), Air Liquide/Canadian Liquid Air Ltd., ICG Canadian Propane Ltd., and CANOX.

Air Products has a considerable advantage over their competition. Air Products is offering a significant savings ($1.23 million) over the duration of the existing contract, which may be lost with termination. Since Air Products is already established on-site, they have additional cost advantages over their competition. A competitor would have to overcome capitalization and mobilization cost advantages, in addition to matching their new price structure. Statistics Canada cost indices indicate that industrial oxygen production labour and materials costs have escalated 30% over the past 13 years while Air Products' proposed costs are lower than those received in the original 1985 tender for the NEWPCC oxygen supply contract. The Materials Management Division of the City's Corporate Finance Department has provided "Bureau of Labour Statistics" data demonstrating an escalation in Oxygen Chemical products on the order of 190% from 1982 to 1996. This is consistent with the Water and Waste Department's review of relevant "Statistics Canada" indices.

The Administration does not recommend this alternative inasmuch as there is no apparent cost advantage, and it would result in additional related costs and inconveniences to the City and the contractors associated with a tender process.

City to Negotiate Purchase of Existing Cryogenic Plant

The proposed contract does not provide a purchase price for this alternative. The Air Products plant requires capital improvements, to an extent unknown by the City. The plant is known to be in need of upgrade of obsolescent equipment to ensure reliability, which the contractor has committed to, subject to acceptance of the proposal. The City would have to acquire expertise (specialized staff and backup staff) in owning / operating / maintaining the plant consistent with personnel/public safety issues and union agreements, and an inventory of spare parts. The City does not own/operate other facilities capable of providing emergency high purity (liquid) oxygen in the event of failures, nor does it possess the transportation capability.

While the City owns/operates/maintains the high purity oxygen production facility at the SEWPCC, the process at this location (PSA - Pressure Swing Adsorption) is simpler and on a smaller scale (one-fourth), not suitable for the larger NEWPCC.

The June 1982 report "Tender Evaluation for Off Site Oxygen Supply" prepared by the project consultants (Wardrop/MacLaren), estimated the cost of a cryogenic plant at $10.2 million (1982) and the operating and maintenance cost over the 15-year term of the contract at $6.1 million (1982). The report recommends: "...that off-site oxygen supply, when compared to a City-owned plant, offers significant economic advantages (approximately $4,000,000), and increased assurance of continued oxygen supply." The positive public/private partnership experience over the past thirteen years has served to reinforce this recommendation.

Considering that the Air Products proposal contemplates a reduction in cost, this conclusion is considered valid today and as such, this alternative is not recommended by the Administration.

A variation on this alternative would be for the City to negotiate the purchase of the existing plant and tender for the operation and maintenance of the facility by qualified private interests. This alternative is not recommended by the Administration because liabilities associated with plant purchasing, including reliability of service would not be addressed. The City does not possess the expertise to manage such a facility, and a private operator would have little incentive in the efficient operation and maintenance of a second party plant.

The Manager of Materials, Corporate Finance Department has reviewed the proposal from Air Products Canada Ltd. and supports the Administrative recommendation that the subject proposal be accepted by the City.

The Committee on Works and Operations therefore recommends:

I. That the contract between the City of Winnipeg and Air Products Canada Ltd., the "Contractor", (formerly Catalytic Enterprises Limited) for the "Supply and Delivery of Oxygen to the North End Water Pollution Control Centre in the City of Winnipeg, as specified, in accordance with specifications PD 82-7", dated July 15, 1982, be extended for a 10-year period until December 31, 2009, and scope revised, in accordance with a proposal dated November 22, 1996, from the Contractor which revision provides for the supply of liquid oxygen to the South End Water Pollution Control Centre.

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II. That the Proper Officers of the City be authorized to prepare a Supplemental Agreement to the noted contract to incorporate terms and conditions related to the proposal.

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.

Adopted by consent.

1997 Local Improvements Program - Brockville Street from Wilkes Avenue to Stovel Street - Assiniboia Community
File SL(1997) (Vol. 1)

617 - 4. The Committee on Works and Operations has been advised that the following proposed local improvements for Brockville Street from Wilkes Avenue to Stovel Street were advertised on November 12, 1996.

Assiniboia Community Charleswood - Fort Garry Ward		
Type of Local Improvement	Project Description	Project Costs
Waste Water Sewer	In Brockville Street from Wilkes Avenue to the south line of Stovel Street	45,000.00
Land Drain Sewer (Lateral and Trunk)	In Brockville Street from Wilkes Avenue to the south line of Stovel Street. (Note: The Property on the east side of the street will be assessed for a lateral sewer only)	92,000.00
Watermain	In Brockville Street from Wilkes Avenue to the south line of Stovel Street	40,000.00
33 ft x 8 ft Concrete Street (Pavement - Boulevard)	On Brockville Street from Wilkes Avenue to the south line of Stovel Street	425,000.00
5 ft Concrete Sidewalk	5 feet on the east side of Brockville Street from Wilkes Avenue to the south line of Stovel Street	22,000.00
Ornamental Street Lighting	On Brockville Street from Wilkes Avenue to the south line of Stovel Street	17,000.00
TOTAL		$ 641,000.00

Petitions against the proposed Watermain, Wastewater Sewer and Land Drain Sewer have been received and certified. The results of the petitions are as follows:

Total Assessable Frontage	1,797.8 feet
Petitioners “Against” represent	617.3 feet
Insufficiently signed Against	34.34%

Of the total assessable frontage, the City would assume the cost for 266 feet or 14.8% for City Share (Flankage), the Developer would assume 914.5 feet or 50.87%. Given the foregoing, the non-developer petitioners represent 34.34%; resulting in an insufficiently signed “Against” petition although 100% of the non-developer owned frontage is in opposition to the proposed works.

The proposed above-ground local improvements were successfully petitioned “For” (70.78%).

On March 18, 1997, the Assiniboia Community Committee considered the proposed 1997 Local Improvements Program, heard representation from citizens in support and in opposition to the proposed local improvements for Brockville Street from Wilkes Avenue to Stovel Street, and subsequently submitted the matter to the Committee on Works and Operations without recommendation.

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The Committee on Works and Operations therefore recommends that the proposed local improvement projects outlined herein be not proceeded with.

Adopted by consent.

Amendments to The City of Winnipeg Traffic By-law No. 1573/77
File ST-5.2 (Vol. 23)

618 - 5. The Committee on Works and Operations has reconsidered Clause 7 of its report dated December 3, 1996, as outlined in Appendix A, which was referred back to it for reconsideration by the Executive Policy Committee on December 11, 1996.

The Committee on Works and Operations recommended therein:

I. That the City of Winnipeg Traffic By-law No. 1573/77 be amended to allow RTAC vehicles as defined in Regulation No. H-60-575/88 of The Highway Traffic Act having a maximum gross weight of up to 62,500 kg to enter and exit the City without a permit provided that the shortest routing to/from the Perimeter Highway via the existing truck route system is used (subject to current weight limits on bridges and overpasses).

II. That the maximum gross vehicle weight of any steering axle be increased from 5,500 kg to 7,300 kg with the exception of truck tractors which shall be limited to 5,500 kg.

III. That the City Solicitor/Manager of Legal Services be instructed to prepare the necessary amending by-law to the Traffic By-law No. 1573/77 for submission directly to Council.

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

The Committee on Works and Operations has further considered the foregoing and reaffirms its recommendations as outlined above, and resubmits said clause with a recommendation for its adoption.

Adopted by consent.

(See Minute No. 650 for attachment)

Award of Quotation 66-97 - Lease of Automobiles for Streets and Transportation
Files GL-9 (Vol. 9) and ST-5.1 (Vol. 2)

619 - 6. The Committee on Works and Operations has been advised that Quotation 66-97, for the lease of automobiles for the Streets and Transportation Department, closed on February 21, 1997.

In accordance with City of Winnipeg purchasing procedures for the supply of leased vehicles, bid securities and written undertakings to provide performance security were not required. The Administration has advised that all the quotation documents pertaining to the recommended bidder are in order. Under the terms and conditions of the contract the bids are open for acceptance until March 21, 1997; however, Vickar Community Chev Olds has extended the quoted price until May 2, 1997.

Seven (7) suppliers submitted bids as listed in the Bid Summary Table outlined in Appendix A.

Vickar Community Chev Olds submitted the lowest bid for the leased automobiles and the vehicles bid meet specifications. The Materials Management Division of the Corporate Finance Department have reviewed the work with Vickar Community Chev Olds, and is of the opinion that they have the necessary resources to perform the work and supply the vehicles in accordance with the requirements of the specifications. The Administration has recommended that this quotation be awarded to Vickar Community Chev Olds. The quotation must be awarded as soon as possible to provide sufficient time to comply with the June 15, 1997 delivery date.

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The total value of this contract is $39,204.07 (including 7% M.R.S.T. and 3.0002% G.S.T.). Funding has been budgeted in the 1997 Streets and Transportation Operating Budget. By-law No. 6096/96 allows the expenditure of 1997 funds. The commitment of 1998, 1999, 2000 funds are included in the contract and therefore, Council approval is required.

The Committee on Works and Operations therefore recommends:

I. That the award for the lease of vehicles for the Streets and Transportation Department be made to Vickar Community Chev Olds, 964 Regent Avenue, Winnipeg, as follows:

Item 1	Lease of five 4-Door Compact Sedans as per Detailed Specifications 97018 for 36 months at $198.00 per month	$ 35,640.00
	Charge per kilometre in excess of 25,000 km per year	$0.03

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

II. 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.

Adopted by consent.

Designation of Dugald Road between Dawson Road and Panet Road as a Part-Time Truck Route
Files SC-3.4 (Vol. 21) & ST-5.2(Vol. 24)

620 - 7. The Committee on Works and Operations has been advised that the Ward Councillor, St. Boniface Ward, has expressed concerns about the volume and speed of truck traffic on Dugald Road between Dawson Road and Lagimodiere Boulevard and requested the Administration to review the matter in terms of deleting the subject roadway as a Truck Route. After considering a July 3, 1996 report by the Streets and Transportation Department which recommended that Dugald Road between Dawson Road and Lagimodiere Boulevard remain a Full-Time Truck Route, the Riel Community Committee, on September 23, 1996, requested an analysis and review of alternative routes that may be available for trucks if this section of Dugald Road was removed from the Truck Route system and that this assessment include the opinion of the Manitoba Trucking Association.

In a letter to Mayor Thompson dated August 19, 1996, Ron Duhammel, M.P. St. Boniface, advised that Dugald Road residents assert that the volume of truck traffic, the weight carried by such trucks, and the speed of such vehicles has increased over the years and that the noise and vibration generated by such vehicles has become intolerable. Mr. Duhammel asked for solutions to these problems.

Dugald Road between Lagimodiere Boulevard and Dawson Road is fronted by residential as well as commercial development and in a typical 12 hour weekday between 07:00 and 19:00, carries 7,170 vehicles between Lagimodiere Boulevard and Panet Road and 5,160 vehicles between Panet Road and Dawson Road, of which 13.9% are trucks. This section of Dugald Road is contained within the urban speed area and the speed limit is 50 km/h.

Dugald Road provides for trucking movements oriented to the St. Boniface Industrial Park and the industrial areas in Transcona. Alternative east-west Truck Routes in the area include Nairn Avenue to the north and Marion Street to the south which are separated by approximately 2.2 kilometres, which is somewhat greater than the desirable 1.6 kilometre (1 mile) spacing between Truck Routes.

Removal of Dugald Road between Lagimodiere Boulevard and Dawson Road from the Full-Time Truck Route system would result in a more circuitous routing for displaced through trucks, adding to the trip length and time which is ultimately reflected in a higher price of purchased goods and services. The displaced through trucks may use rue Archibald, Nairn Avenue, Marion Street or Lagimodiere Boulevard as alternative routes. These

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routes, with the exception of Marion Street, also have residential frontage or residential development in close proximity, thereby transferring a problem on Dugald Road to streets in other communities. In any event locally oriented delivery trucks (approximately 58% of the total truck volume) will continue to legally use Dugald Road even if it were not a Truck Route. For these reasons, Dugald Road should not be deleted from the Full-Time Truck Route system.

However, the establishment of a Part-Time Truck Route (07:00 to 19:00, Monday to Saturday) could be feasible if the following were taken into consideration, namely:

1) there are no facilities that generate truck trips during the evening immediately adjacent to the route;
2) there is significant residential development on the route; and
3) if there are adequate alternate routes for truck traffic.

The Manitoba Trucking Association has advised that they do not object to the designation of Dugald Road as a Part-time Truck Route between Dawson Road and Panet Road. That portion of Dugald Road between Panet Road and Lagimodiere Boulevard should remain a Full-Time Truck Route in order to accommodate that component of late night truck traffic oriented to sites such as the Shell Oil Distribution facility on Panet Road which is not able to use the Panet Road bridge crossing of the Dugald Drain because of the 36,500 kilogram weight limit.

On December 3, 1996, the Committee on Works and Operations considered the matter and requested a further report addressing the implications of a Part-Time versus Full-Time Truck Route on the section of Dugald Road between Dawson Road and Panet Road as it relates to a precedent for other Full-Time residentially-fronted Truck Routes such as rue Archibald. In addition, Committee asked for an assessment of the impact of such a change on truck traffic that may be re-directed to the Panet Road crossing of the Dugald Drain on the south side of Dugald Road where the gross vehicle weight is restricted to a maximum of 36,500 kilograms.

In a report dated December 30, 1996, the Administration has advised that it is not anticipated that there will be significant adverse impact with the establishment of a Part-Time Truck Route from Panet Road to Dawson Road. That is, the Manitoba Trucking Association agrees with the proposed change on the basis that it will not significantly impact its members provided that the section of Dugald Road between Lagimodiere Boulevard and Panet Road remains a Full-Time Truck Route. Full-Time status on this section is required to adequately serve the Shell Oil Distribution Facility. Given that this portion of Dugald Road remains a Full-Time Route, the existing weight restriction on Panet Road over the Dugald Drain has little impact on the issue.

Currently Part-Time Truck Routes (07:00 hours to 19:00 hours) exist on portions of the following streets, namely:

Arlington Street	Saskatchewan Avenue
Chevrier Boulevard	Tache Avenue
Munroe Avenue	Taylor Avenue
Ness Avenue	Salter Street

The establishment of Part-Time Truck Routes does create somewhat of a precedent for such restrictions on other truck routes, such as rue Archibald. However, all such requests should be dealt with on their own merit. Part-Time Routes should not be established if it can be demonstrated that significant impact on the trucking community or adjacent truck routes would result.

In summation, if the transfer of evening/night trucking activity to other streets with residential frontage is acceptable, there seems to be no compelling reason to maintain this Full-Time Truck Route status of Dugald Road between Dawson Road and Panet Road. Further, it is not anticipated that significant adverse effects will occur by restricting Dugald Road from Panet Road to Dawson Road to a Part-Time Truck Route status.

On February 11, 1997, the Committee on Works and Operations referred the matter to the Riel Community Committee for comment back. The Community Committee recommended that Dugald Road from Panet Road to Dawson Road be designated a Part-Time Truck Route, namely, between the hours of 7:00 a.m. and 7:00 p.m., on the understanding that appropriate signage is erected for a short period of time so as to alert truck operators of the newly established part-time truck route.

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The Committee on Works and Operations therefore recommends:

I. That Dugald Road between Dawson Road and Panet Road be designated a Part-Time Truck Route between the hours of 7:00 a.m. and 7:00 p.m., on the understanding that best efforts to provide for the erection of appropriate signage are undertaken for a short period of time so as to alert truck operators of the newly established Part-Time Truck Route.

II That Schedule I of The City of Winnipeg Traffic By-law No. 1573/77 be amended as follows:

a) deletion of the following Full-Time Truck Route

Dugald Road between Dawson Road and the east limit of the City of Winnipeg

b) addition of the following Full-Time Truck Route

Dugald Road between Panet Road and the east limit of the City of Winnipeg

III. That Schedule 2 of By-law No.1573/77 be amended by the addition of the following Part-Time Truck Route

Dugald Road between Dawson Road and Panet Road

IV. That the City Solicitor/Manager of Legal Services be instructed to prepare the necessary by-law for submission to Council to amend Schedule 1 and 2 of the City of Winnipeg Traffic By-law No. 1573/77 accordingly.

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

Adopted by consent.

Anti-Whistling at C.P.R. Railroad Crossings - Keewatin and La Riviere Subdivisions File ER-1.2 (Vol. 14)

621 - 8. The Committee on Works and Operations has been advised that prior to 1989 The Federal Railway Safety Act relieved municipalities and railways from any liability associated with railway crossing accidents, providing that appropriate crossing protection as prescribed by Transport Canada was in place.

Following The Railway Safety Act amendments in 1989, road authorities were required to arrange “Anti-Whistling” procedures at railway grade crossings, conditional upon:

(a) Concurrence by the railway;
(b) Review/approval by Transport Canada, from a safety perspective;
(c) Enactment of an "Anti-Whistling" by-law by the road authority for each crossing; and
(d) In the case of C.P.R. crossings, execution of an “Anti-Whistling” Agreement and payment by the road authority of 50% of the annual liability insurance premium for each crossing (the current fee being $1,200 per crossing per year).

Recently proposed changes to The Railway Safety Act may again relieve municipalities and railways of obtaining “liability protection” insurance coverage, however until such time as that occurs, liability insurance is a prerequisite for “Anti-Whistling” at C.P.R. crossings. The necessary changes in Federal Legislation are thought to be approximately still one year away.

The Legal Services Division of the Corporate Services Department has reviewed the matter and found no viable alternative but to accept C.P.R.'s offer to cost-share liability coverage.

The Insurance Branch of the Corporate Finance Department is prepared to fund the City's annual $4,200 obligation for these crossings. However, if insurance coverage is required beyond the one year time frame, additional funding through the budget process may be required.

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On November 1, 1994, the Committee on Works and Operations endorsed the recommendation of the Assiniboia Community Committee to arrange an Anti-Whistling Regulation at the Fleetwood Road crossing of the C.P.R. La Riviere Subdivision in Whyte Ridge.

On November 29, 1994, the Committee on Works and Operations endorsed the request of the City Centre Community Committee that "Anti-Whistling Regulations be established on all railroad/street crossings for the C.P.R. Subdivision from Wellington Crescent to Wilkes Avenue, subject to negotiation of the appropriate cost-sharing arrangements respecting liability insurance", and added a similar resolution for the crossing of Plessis Road at the C.P.R. Molson Subdivision. The matter was subsequently referred to the Streets and Transportation Department for action.

The following seven railway crossings have been reviewed and duly approved by Transport Canada and accepted by C.P.R. for "Anti-Whistling", namely:

Street	C.P.R. Subdivision	Mileage	Date of Approval by Committee on Works and Operations for Establishment of Anti-Whistling Regulation
Wellington Crescent	La Riviere	3.27	November 29, 1994
Kingsway	La Riviere	3.65	November 29, 1994
Grant Avenue	La Riviere	4.63	November 29, 1994
Taylor Avenue	La Riviere	5.11	November 29, 1994
Wilkes Avenue	La Riviere	5.32	November 29, 1994
Fleetwood Road	La Riviere	7.96	November 1, 1994
Plessis Road	Keewatin	120.80	November 29, 1994

Upon the City of Winnipeg enacting an "Anti-Whistling" by-law for each crossing, executing an "Anti-Whistling" Agreement with the Canadian Pacific Railway, and paying its share for liability insurance coverage for these crossings, Canadian Pacific Railway will implement "Anti-Whistling" at subject crossing.

The Committee on Works and Operations therefore recommends:

I. That the City Solicitor/Manager of Legal Services be instructed to prepare "Anti-Whistling" by-laws for the following seven railway grade crossings for submission to Council, namely:

1) Wellington Crescent - La Riviere C.P.R. Subdivision
2) Kingsway - La Riviere C.P.R. Subdivision
3) Grant Avenue - La Riviere C.P.R. Subdivision
4) Taylor Avenue - La Riviere C.P.R. Subdivision
5) Wilkes Avenue - La Riviere C.P.R. Subdivision
6) Fleetwood Road - La Riviere C.P.R. Subdivision
7) Plessis Road - Keewatin C.P.R. Subdivision

II. That the necessary agreement between the City of Winnipeg and the Canadian Pacific Railway be duly executed to establish "Anti-Whistling" at the above seven C.P.R. crossings.

III. That an annual expenditure of $4,200.00 as the City of Winnipeg's share of liability insurance coverage for these crossings be approved.

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 relative thereto.

Copy of draft Agreement between City of Winnipeg and Canadian Pacific Railway is on file in the Office of the City Clerk.

Adopted by consent.

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Designation of Shaftesbury Boulevard between Grant Avenue and Wilkes Avenue as a Full-Time Truck Route
File ST-5.2 (Vol. 24)

622 - 9. The Committee on Works and Operations has been advised that Shaftesbury Boulevard between Corydon Avenue and Wilkes Avenue is a Regional Street whose prime function is to carry through traffic. In this area, east-west Truck Routes consist of Corydon Avenue/Roblin Boulevard, Grant Avenue and Wilkes Avenue, which are approximately 1.5 kilometres apart. North-south Truck Routes consist of P.T.H. No. 100 to the west and Route 90 to the east, which are approximately 8.3 kilometres apart.

Shaftesbury Boulevard between Corydon Avenue and Grant Avenue contains a 2 lane concrete roadway. A residential development fronts the east side of the subject roadway and a golf course fronts the west side. There is a bulk water supply depot on the north-west corner at Grant Avenue. In a typical 12 hour weekday between 07:00 and 19:00, Shaftesbury Boulevard between Grant Avenue and Wilkes Avenue, carries approximately 2,570 vehicles. The subject roadway was recently upgraded from a gravel roadway with ditch drainage to a 2 lane paved roadway within an urban cross-section. The pavement design was based on 10% trucks which is 50% higher than that which is typical for a Truck Route. Shaftesbury Boulevard south of Grant Avenue is sparsely fronted with rural-residential development on the east side and the Assiniboine Forest on the west side.

The Administration have advised that truck travel in Winnipeg should be confined to arterial (Regional) streets inasmuch as is practical to utilize greater pavement strength of these 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:

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

2. maximize utilization of arterial streets for “through” trip by trucks and, thereby, minimize such trips on local streets;

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

Criteria used by the Streets and Transportation Department on determining the establishment of Truck Routes include a Regional Street that connects two or more communities or two or more other Regional Streets and a street or section of street adjacent to a commercial area that, if designated as a Truck Route, would make through truck traffic illegal on the adjacent residential streets.

Designating Shaftesbury Boulevard between Grant Avenue and Wilkes Avenue as a Truck Route will result in a system of interconnected Truck Routes, separated by a distance of approximately 1.7 kilometres to the east (to Route 90) and 6.6 kilometres to the west (to P.T.H. No. 100). The bulk water supply depot will be better served (particularly for those residents living south of Wilkes Avenue) and “through” truck traffic from the adjoining residential streets will be eliminated by providing a more direct routing to destinations within the community. If this section of Shaftesbury Boulevard is designated as a Full-Time Truck Route, it is expected to carry approximately 150 trucks per 12 hour day.

The Administration has expressed support for the designation of Shaftesbury Boulevard between Grant Avenue and Wilkes Avenue as a Full-Time Truck Route and is of the view that such a designation will provide for the following:

1. Improved 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.

2. Route “connectivity” upon which truck travel opportunities will be continuous within this community.

3. A reduction in the volume of truck traffic on the residential streets in the area bounded by Route 90, Wilkes Avenue, Shaftesbury Boulevard and Grant Avenue.

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The Committee on Works and Operations therefore recommends:

I. That the City Solicitor/Manager of Legal Services be instructed to prepare the necessary by-law for submission to Council to amend Schedule 1 (Full Time Truck Routes) of the City of Winnipeg Traffic By-law No. 1573/77 by adding thereto the following, namely:

Shaftesbury Boulevard between Grant Avenue and Wilkes Avenue

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.

Motion to Rescind the Parking Meter Rate Increase File ST-2 (Vol. 21)

623 - ***Note: Clause 10 has been referred back by The Executive Policy Committee to the Committee on Works and Operations with instructions.***

Referred back by the Executive Policy Committee to the Committee on Works Operations with instructions

1997/98 Extension to the National Infrastructure Program - City of Winnipeg Program File S-7 (Vol. 3)

624 - 11. In 1994, Council approved The City of Winnipeg's participation in the National Infrastructure Program.

On December 11, 1996, Council approved that $13,905,438 of borrowing authority in the 1996 Supplementary Capital Budget be reserved, subject to a Federal/Provincial/City Cost Sharing Infrastructure Program, with provisions that the subject funds not be used to address other requirements which may arise. If the program was not forthcoming by the end of 1997, then the borrowing should be reviewed with the intent of cancellation of same.

On January 7, 1997, the Federal Treasury Board of Canada issued a News Release advising that:

the Federal Government has offered to the provinces and territories the possibility of extending the Canada Infrastructure Program for another year. On December 27, 1996, The Honourable Marcel Massé, President of the Treasury Board and Minister Responsible for Infrastructure, sent a letter to his counterparts informing them of a federal proposal to provide an additional $425 million to support new infrastructure projects in the 1997 construction season. The Federal Government offer adds $425 million to the $175 million to be spent in 1997 from the first program. When combined with the financial contributions of provinces and municipalities, the federal offer could create infrastructure investments of about $1.8 billion across Canada in 1997.

On March 21, 1997, the Province of Manitoba signed an agreement with the Federal Government to formalize the Province of Manitoba's participation in and contribution to the 1997/98 Extension to the National Infrastructure Program. The Province of Manitoba's share of the Federal funds will be $13,680,000 resulting in a total three-party program of $41,000,000 for the Province of Manitoba.

All projects funded under the 1997/98 Extension to the National Infrastructure Program must be completed by March 31, 1998.

The City of Winnipeg, in discussions with the Province of Manitoba/Infrastructure Secretariat, have identified projects (outlined on Appendix A) for inclusion in the 1997/98 Extension to the National Infrastructure Program, subject to Council approval and approval of the Federal and Provincial Ministers responsible for Manitoba's portion of the National Infrastructure Program. The Federal and Provincial Ministers have yet to finalize the

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distribution of the program funds; however, the Canada/Manitoba Infrastructure Secretariat has indicated that program funding should be within $1,000,000 to $2,000,000 of the approximate amounts (outlined on Appendix A).

These projects balance key strategic needs for City of Winnipeg Infrastructure works while meeting the objectives of the National Infrastructure Program.

The costs to The City of Winnipeg in the amount of $5,888,410 to undertake these projects as part of the 1997/98 Extension to the National Infrastructure Program include $105,000 of work (pavement crack sealing) which will be required after the expiration of The 1997/98 Extension to the National Infrastructure Program and funded 100% by The City of Winnipeg, and a 1% administration and 4% interim financing on only The City of Winnipeg's portion of the project cost and funded 100% by The City of Winnipeg. A detailed financial breakdown is included in Appendix A.

Council has set aside sufficient funding to accommodate this program in a 1996 Supplementary Capital Budget reserved for a Federal/Provincial/City Cost Sharing Infrastructure Program prior to the end of 1997.

The City of Winnipeg uses a Pavement Management System to accurately reflect our priority lists for candidate streets for reconstructions and rehabilitations. The Streets and Transportation Department conducts annual surface distress surveys of both the Regional and Local Street Systems in The City of Winnipeg. The surveys are conducted through visual inspections of the pavement surface. The extent of various types of pavement distresses (nineteen asphalt distresses, including potholes, rutting, and alligator cracking; and nineteen concrete distresses, including scaling, cracking, and faulting) are assessed and recorded, including the severity of each pavement distress (low, medium and high).

The inspection data is transferred to the PAVER Pavement Management System which calculates the Pavement Condition Index or PCI. The PCI ranges from one hundred (Excellent - a newly renewed street), to zero (a Failed pavement surface). The PCI provided by PAVER classifies each street section into the various levels of pavement condition:

Pavement Condition	PCI Range
Excellent	85 - 100
Very Good	70 - 85
Good	55 - 70
Fair	40 - 55
Poor	25 - 40
Very Poor	10 - 25
Failed	0 - 10

Once street sections are classified into pavement conditions, a preliminary list of renewal candidates is established, consisting of the streets in a given range (historically, 0 - 10 - Failed, for consideration for reconstruction and 40 - 55 - Fair, for consideration for overlay or resurfacing). Additional problem sections which come to the City's attention through its technical staff, the public or other civic departments (i.e. Transit or Water and Waste), are also included on the preliminary list.

To establish a Final Renewal Program, each candidate section from the preliminary list must be inspected thoroughly, considering factors not collected through the PAVER inspections, such as structural condition of the pavement, the condition of the curbs and sidewalks, the effectiveness of the drainage and the quality of the ride. Other considerations not directly related to the overall street condition include the volume and composition of traffic (i.e. buses, trucks), the surrounding land use (i.e. residential, industrial, commercial) and public concern (vibrations and other complaints).

Delegating the authority to amend the City of Winnipeg's Program to coincide with the final program funding approved by the Canada/Manitoba Infrastructure Secretariat to the Commissioner of Works and Operations, in consultation with the Chairman of the Committee on Works and Operations, will allow the Administration to begin preparatory works on the program immediately (i.e. assignment of consultants, engineering design, tender

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preparation, formulating work crews, etc.) Waiting for final approval by the Federal and Provincial Ministers will unduly delay program implementation. An early start is critical inasmuch as projects must be completed by March 31, 1998, or funding will be lost.

Additional projects have been identified for approval as a first call for works if surplus funds become available as a result of project costs coming in lower than estimated. These "additional projects" will allow the City to quickly initiate additional works without delay and thus maximizing the use of available cost-shared funding.

Further, the City of Winnipeg's Policy on Purchasing Procedures and the Disposal of Surplus Supplies, as adopted by Council on February 10, 1988, requires that the Committee on Works and Operations approve the award of contracts for contracts over $1,000,000 for the Works and Operations Division. Inasmuch as the Committee on Works and Operations meets on a four week cycle, with no regular meetings scheduled between July 8 and September 9, 1997, accommodating the approval of contracts over $1,000,000 could negatively affect the Administration's ability to complete the necessary works during the 1997 construction season given the short duration of the construction season for street works and the requirement to expend the Infrastructure Program funding during a specific time frame.

Delegating the authority to approve award of contracts over $1,000,000 to the Commissioner of Works and Operations, in consultation with the Chairman of the Committee on Works and Operations will eliminate any undue delays in contract awards and project competition during the 1997 construction season. This is the same process that was used for the former 1994/95 National Infrastructure Program.

In summary, The City of Winnipeg will be undertaking approximately $16,894,406 of Infrastructure Works for a direct cost to The City of Winnipeg of approximately $5,888,410. Further, approval of the City of Winnipeg's Program will facilitate the creation of much needed jobs and Infrastructure Works.

The Committee on Works and Operations therefore recommends:

I. That the projects, in the approximate amount of $16,894,406, outlined on Appendix A, be approved as the City of Winnipeg's Program for inclusion in the 1997/98 Extension to the National Infrastructure Program.

II. That the City of Winnipeg fund its contribution for the projects, in the approximate amount of $5,888,410, from the 1996 Supplementary Capital Budget reserved for a Federal/Provincial/City Cost Sharing Infrastructure Program.

III. That the Commissioner of Works and Operations be delegated the authority to amend as required the lists of specific project renewals (Streets, Alleys and Sidewalks) in accordance with the Pavement Management System (priority rating) for the City of Winnipeg's Program in the 1997/98 Extension to the National Infrastructure Program.

IV. That the Commissioner of Works and Operations, in consultation with the Chairman of the Committee on Works and Operations, be delegated the authority to amend the City of Winnipeg's Program in the 1997/98 Extension to the National Infrastructure Program to coincide with the final program funding approved by the Canada/Manitoba Infrastructure Secretariat.

V. That the Commissioner of Works and Operations, in consultation with the Chairman of the Committee on Works and Operations, be delegated the authority to approve award of contracts over $1,000,000 for The City of Winnipeg's Program in the 1997/98 Extension to the National Infrastructure Program.

VI. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing, including entering into agreements with the Canada/Manitoba Infrastructure Secretariat to undertake these projects.

VII. 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.

Adopted by consent.

(See Minute No. 651 for attachments)