REPORT OF THE

COMMITTEE ON WORKS AND OPERATIONS

DATED SEPTEMBER 10, 1996

On motion of Councillor Clement, the Report of the Committee on Works and Operations, dated September 10, 1996, was considered clause by clause.

Moved by Councillor Clement,
That the Consent Agenda, Clauses 1,3,4,5,6,7 and 8 be adopted.

Carried.

Her Worship the Mayor and Councillors:

Approval for Funding Transfer for Watermain Renewals under Bond Street
File WW-2.4(33) (Vol. 1)

1036 - 1. The Committee on Works and Operations has been advised that a watermain leak had occurred on Bond Street between Victoria Avenue West and Regent Avenue West, directly under the Regent Avenue and Bond Street streetscaping and a temporary emergency repair was done to prevent damage to the streetscaping.

Repairing the watermain would have caused damage to the decorative sidewalk, i.e. lifting interlocking paving stone, and the removal or partial removal of an ornamental concrete flower planter.

On July 26, 1996, it was determined that, due to the deteriorated condition of the 80 year old watermain and to minimize damage to the streetscaping, the best course of action was to proceed with a more permanent repair by renewing the entire length of watermain on Bond Street between Victoria and Regent Avenues.

In view of the foregoing, a contractor who was working in the area on 1996 Council approved watermain renewals, was instructed to proceed with the watermain renewal on Bond Street to prevent further damage from the leak.

Financial Status - Watermain Renewal Project		
Allowance for Unforseen Available		$ 408,187.00
Estimated Project Cost Bond Street Renewal	$ 36,000.00	
Estimated Allowance for Unforseen Residual		$ 372,187.00

It is estimated that the renewal will be completed by the second week of August.

Funds in the amount of $1,201,000.00 were included in the 1996 Watermain Renewal Program Allowance for Unforseen. Approval is required for projects funded from the Watermain Renewal Program Allowance for Unforseen.

The Committee on Works and Operations therefore recommends:

I. That funding in the amount of $36,000.00 for the renewal of the watermain under Bond Street from Victoria Avenue West to Regent Avenue West, be accommodated through the 1996 Watermain Renewal Program Allowance for Unforseen.

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

Adopted by consent.

Report of the Committee on Works and Operations dated September 10, 1996

Transfer of Capital Borrowing Authority - Waverley/Perimeter Interchange File SC-2.16 (Vol. 1)

1037 - ***Note: Clause 2 has been referred back by the Executive Policy Committee to the Committee on Works and Operations.***

Referred back by the Executive Policy Committee to the Committee on Works and Operations

Funding for the Reconstruction of the Railway Crossing on Talbot Avenue at the CPR Mainline File ST-6 (Vol. 9)

1038 - 3. The Committee on Works and Operations has been advised that traffic, including Transit buses, has been diverted to Talbot Avenue during the reconstruction of Nairn Avenue. Consequently, the diversion has increased traffic on Talbot Avenue substantially, resulting in significant deterioration of the railway crossing and numerous complaints have been received. Given that the Nairn Avenue reconstruction is a two-year project, traffic will continue to use Talbot Avenue during the 1997 reconstruction of Nairn Avenue.

In view of the foregoing, the subject railway crossing requires total reconstruction. The estimated cost to reconstruct the Talbot Avenue pavement at the crossing is $20,000.00. Although sufficient Street Maintenance funds are available to do the boulevard and sidewalk, funds are not available to undertake the pavement reconstruction this year. The CPR has agreed to reconstruct their tracks at their expense. Subject to available funding, the railway crossing could be reconstructed in early October after the Nairn Avenue eastbound pavement between Grey and Foster Streets is opened to traffic.

Council approved funding for the Nairn Avenue - Grey Street to Panet Road Project in the 1995 and 1996 Capital Program and as a first call against the 1997 Capital Program. Sufficient funds are available in this contingency to undertake the reconstruction of the railway crossing on Talbot Avenue at the CPR Mainline. Inasmuch as the proposed work is outside the limit of the Council approved Nairn Avenue Roadway Project, approval is required to use funds from this contingency to undertake this reconstruction of the railway crossing on Talbot Avenue.

The Committee on Works and Operations therefore recommends:

I. That $20,000.00 from the Nairn Avenue - Grey Street to Panet Road Roadway Reconstruction and Widening Project be used to reconstruct the Talbot Avenue railway crossing at the CPR Mainline.

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

Adopted by consent.

Report of the Committee on Works and Operations dated September 10, 1996

Water and Waste Department and Streets and Transportation Department Customer Service Delivery
Files W (Vol. 2) and SC-3 (Vol. 6)

1039 - 4. Council at its meeting held on December 20, 1995, ruled automatic referral of the following motion to the Committee on Works and Operations, under Rule 16.1 of the Procedure By-law No. 5400/90, namely:

Moved by Councillor Lazarenko,
Seconded by Councillor Angus,

WHEREAS, on April 27, 1994, Council adopted Clause 7 of the Report of the Executive Policy Committee, dated April 20, 1995, "A New Direction for Civic Administration";

AND WHEREAS the New Direction Report identified as a basic principle an improvement in customer service, including consolidation of similar functions (one-stop shop) and simplification of processes;

AND WHEREAS there now exist two separate customer service centers, one in the Water and Waste Department, another in the Streets and Transportation Department, each with managers and clerical staff;

AND WHEREAS many members of the inquiring public reported that they did not receive an adequate level of quality customer service during early snowfalls in the 1995-96 season;

THEREFORE BE IT RESOLVED that the Board of Commissioners explore the possibility of combining customer service delivery for these two Departments, to improve the services provided;

AND BE IT FURTHER RESOLVED that the Board of Commissioners explore the possibility of centralizing and standardizing customer service throughout the City of Winnipeg's Departments, in accordance with the one-stop shop principle.

On January 9, 1996, the Committee on Works and Operations referred the above motion to the Task Force to explore instating a "Call Center" Pilot Project for report back.

At the February 6, 1996 meeting of the Committee on Works and Operations, Councillor Angus, Chair, advised that the Task Force is compiling pertinent data and will report back once the review process has been completed.

On February 21, 1996, Council granted the Committee on Works and Operations a 90-day extension of time in which to report back to Council. On May 22, 1996, Council granted a further 90-day extension of time.

Subsequently, at the September 10, 1996, meeting of the Committee on Works and Operations, the Chair of the Task Force advised Committee that the development is ongoing within the City and that a report will be submitted to the Committee at a future date.

In view of the foregoing, the Committee on Works and Operations recommends that the Council resolution be filed.

Adopted by consent.

Report of the Committee on Works and Operations dated September 10, 1996

Revisions to Policy on Street Closures for Entertainment Purposes - C028
File SC-3.13 (Vol. 13)

1040 - 5. On January 9, 1996, the Committee on Works and Operations considered an Administrative report relative to amending the Policy on Street Closures for Entertainment Purposes by removing the cost-sharing cap to enable the Streets and Transportation Department to keep within its 1996 Council approved budget of $20,000. The Committee on Works and Operations received the referenced report as information and laid the report over for review again in January 1997.

On May 7, 1996, the Committee on Works and Operations considered a subsequent recommendation contained in Administrative report dated March 26, 1996, that the number of street closures for entertainment purposes be limited to those that could be accommodated within the existing Department budget. Following deliberation, the Committee on Works and Operations recommended to Council that additional funding in the amount of approximately $11,000 to accommodate all applications be approved, which recommendation was adopted by Council on May 22, 1996.

The Administration has advised that the preliminary 1997 budget respecting street closures is proposed at $30,000, assuming that the existing cost-sharing policy and number of applicants remain unchanged. To reduce Department costs, alternate cost-sharing formulas need to be considered as the number of applicants is likely to remain relatively constant.

Several of these street closures occur early in the new year (Festival du Voyageur, Habitat for Humanity, etc.). It is highly desirable that all organizations be advised at the earliest possible time of any changes in cost-sharing so that they can fully plan their 1997 events from a financial perspective.

There are a variety of circumstances for which organizations request street closures. These include:

(1) Fund raising events by charitable organization*s (Manitoba Marathon)*.
(2) Fund raising events by local groups (primarily BIZ organizations) where goods may be sold *(Corydon Avenue BIZ)*.
(3) Cultural or ethnic events by specific organizations *(Committee on Promotion of Black Culture)*.
(4) Community Events *(Jubilee Avenue)*.
(5) Events that are purely commercial in nature, i.e. a restaurant/bar extending its premises temporarily for a beer garden, etc.

The Administration proposes the following two (2) feasible alternatives, apart from no cost-sharing, for revising the policy such that Department costs could be reduced, namely:

A. Remove the cost-sharing cap of $1,000.00 for all applicants. The impact of this alternative on each applicant is shown on Appendix A. This alternative would reduce Department costs by approximately $10,000/year.

B. Retain the cost-sharing cap for registered charitable organizations only. Of the 1996 applicants, only the Beacon Hill Lodge, Misericordia General Hospital Foundation, Manitoba Marathon, and Habitat for Humanity are registered charitable organizations and would therefore be eligible to have their costs capped at $1,000. All other organization such as the BIZ groups, ethnic organizations, etc. (i.e. those with a community involvement) would only be eligible for full cost-sharing. This alternative would reduce Department costs by approximately $5,000/year.

The Administration has recommended Alternative B as the preferred alternative, namely, that the cost-sharing cap of $1,000 be retained only for registered charitable organizations, with all non-profit organizations, including those with community involvements being eligible only for full cost-sharing and that, as is currently the case, street closures of a purely commercial nature would remain at 100% the applicable cost.

Appendix A shows the financial impact on all 1996 applicants with full cost-sharing, as well as with the $1,000 cap.

Report of the Committee on Works and Operations dated September 10, 1996

Following deliberation of the foregoing, the Committee on Works and Operations recommends:

I. That the Policy on Street Closures for Entertainment Purposes C028 be revised effective January 1, 1997 by increasing the cost-sharing cap from $1,000 to $1,500.

II. That the Streets and Transportation Department advise all 1996 applicants of their status at the earliest possible date to enable them to plan financially for 1997 events.

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

Adopted by consent.

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

Additional Appropriation - 1996 Snow Clearing and Ice Control Activities
File ST-5.2 (Vol. 22)

1041 - 6. The approved 1996 Current Estimates contain funding in the amount of $12,084,912 for snow clearing and ice control activities. However, significantly above-normal snowfall accumulations have been experienced from January to date; and, based on expectations of average winter conditions for the balance of this year, the existing funding is insufficient to maintain service levels as required under the City's existing Snow Removal Policy as approved by Council in 1993.

Funding in the amount of $14,468,289 is required to fund an average winter's operation. To meet Departmental budget guidelines, the Streets and Transportation Department budgeted for sub-normal winter funding based on favourable conditions in 1993, 1994 and early 1995; and included proposed reductions in the cost of internal equipment rentals, sand, and hired equipment. However, significantly above normal snowfall and accumulation has been experienced for the last half of the 1995 season and the first half of the 1996 season.

Current Budget Status:

1996 Budget	$12,084,912
Expenditures to Date (August 28)	$12,560,504
Balance Available	($475,592)

The year-to-date expenditure of $12,560,504 is considerably above average for the January to August period. Snowfall accumulations were significantly above average throughout the 1995/96 winter and the snowfall amount of 210.5 cm for the 1995/96 winter will be the greatest that the City has experienced in over 30 years (see Appendices A and B).

Another factor that considerably impacted on the 1995/96 winter's snow clearing and ice control activities was the lack of any substantial melting weather. Snow blanketed the City from October 31 and remained well into April setting an all-time record for days with snow on the ground. Appendix C confirms that the snow on the ground this past winter has been substantially above normal and a comparison with the 1986 November blizzard winter is also shown. This heavy accumulation and resultant lack of storage resulted in additional efforts required for every activity undertaken, thereby contributing significantly to the increased expenditures incurred.

Departmental expenditures have been above normal in all areas of snow clearing and ice control and a summary of the expenditures incurred to August 28 is shown in Appendix D. Costs particularly increased in efforts to keep City sidewalks in a walkable condition. As well, significant expenditures were incurred for the extensive hauling operations that were necessary in January and February, both to restore traffic and pedestrian access, as well as eliminating high piles which were impacting on citizen safety. In March and April, extraordinary efforts were also necessary to open up ditches, culverts and catch basins to accommodate the large volumes of snow meltwater resulting from this winter's heavy snowfall accumulation.

Report of the Committee on Works and Operations dated September 10, 1996

The Administration has advised that based on average snowfall accumulations for the balance of the year and a continuation of existing service levels, it is anticipated that necessary expenditures would be in the order of $4,524,408 for the remainder of this year. This would result in an anticipated expenditure of $17,084,912 and a funding shortfall of $5,000,000 for the 1996 calendar year.

Following deliberation of the matter, the Committee on Works and Operations recommends:

I. That an additional appropriation in the amount of $4,000,000 be approved to cover an anticipated shortfall in funding for the 1996 Snow Clearing and Ice Control Program on the understanding that the snow clearing and ice control activities will be as determined by Council on the recommendation of the Committee on Works and Operations.

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

For the information of Council, the Committee on Works and Operations will be holding a Special Meeting in the near future to consider snow removal issues.

Adopted by consent.

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

Access to a Proposed Commercial Development located at 1965 Main Street
File SC-1 (Vol. 41)

1042 - 7. The Committee on Works and Operations has been advised that an application for the construction of one 7.0 metre angular *entrance only* concrete approach on the west side of Main Street approximately 13.0 metres north of Leila Avenue as shown on Drawing No. A-8851, designated as Appendix A, to access a commercial development located at 1965 Main Street has been received c/o Smith Carter Architects.

The Administration has advised that this application is non-conforming under The City of Winnipeg Private Approaches By-Law No. 6546/95 Section 3, Subsection (4), which states as follows:

(4) No approach shall be constructed, erected or installed on any of the streets or portions of streets set forth in Schedule 2 hereto, except where two separate directional approaches, one for access to, and one for egress from the property, may be constructed where the property to be served has sufficient frontage to permit such approaches to be located in such a manner as to comply with all respects with the provisions of Section 8 of this by-law.

The subject section of roadway is contained in Schedule 2 of By-law No. 6546/95 as amended:

i.e. *Main Street between Sutherland Avenue and the northern boundary of The City of Winnipeg, except on the west side between Flora avenue and a point approximately 17.0 metres south thereof and except on the west side between Church Avenue and Anderson Avenue*

This section of Main Street contains one 10.5 metre wide northbound roadway and one 9.7 metre wide southbound roadway separated by a 9.6 metre median and carries approximately 15,500 vehicles in a typical 12 hour weekday period between 07:00 and 19:00. There is a traffic signal at the intersection of Leila Avenue and Main Street.

The land, bounded by Main Street to the west, a public lane to the east, Leila Avenue to the south and Newton Avenue to the north, currently has a strip mall with a total of eight commercial units, four of which are currently vacant. The owner of the property wishes to apply for a single angular, 7.0 metre wide *entrance only* approach on the east side of Main Street approximately 13.0 metres north of Leila Avenue to provide for improved access to the commercial strip mall for northbound traffic on Main Street. Customers currently enter the site either via a bi-directional approach on the north side of Leila Avenue or a bi-directional approach on the south side of Newton Avenue, and exit the site from the same two bi-directional approaches.

Report of the Committee on Works and Operations dated September 10, 1996

This application is non-conforming under the City of Winnipeg Private Approach By-Law which requires one angular private approach to enter the property and another angular private approach to exit the property. This application provides for one angular entrance only approach with egress from the two existing bi-directional private approaches.

The Streets and Transportation Department have advised that it does not expect that this one angular *entrance only* approach will cause any traffic operating problems on either Main Street or Leila Avenue.

The Committee on Works and Operations therefore recommends:

I. That the application for the construction of one 7.0 metre angular *entrance only* concrete approach on the west side of Main Street approximately 13.0 metres north of Leila Avenue (as shown on Drawing No. A-8851) be approved.

II. That the City Solicitor/Manager of Legal Services be instructed to prepare for submission to Council the necessary amending by-law to amend Schedule 2 of the Private Approaches By-law No. 6546/95 by deleting the subject section of roadway and substituting therefor the following:

Main Street between Sutherland Avenue and the northern boundary of The City of Winnipeg, except on the west side between Flora Avenue and a point approximately 17.0 metres south thereof and except on the west side between Church Avenue and Anderson Avenue and except on the west side between Leila Avenue and 20 metres north thereof.

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

Drawing No. A-8851 referred to in the above clause is on file in the office of the City Clerk.

Adopted by consent.

Proposal for a Tripartite Agreement Employing the Participation of Social Assistance Claimants Under the Canada/Manitoba/City of Winnipeg Infrastructure Program File S-7 (Vol. 3)

1043 - 8. On September 10, 1996, the Committee on Works and Operations passed the following resolution, namely:

WHEREAS the City has approximately $250,000,000.00 of critical infrastructural renewal work that cannot be funded in the five year capital budget;

AND WHEREAS funding infrastructure by debt and increased taxes are not acceptable options given the financial situation of all three levels of government;

AND WHEREAS the cost of delaying road resurfacing is multiplied by a factor of four when roads require reconstruction;

AND WHEREAS there are close to 30,000 people claiming City Social Assistance and even more claiming Unemployment Insurance and other forms of welfare;

AND WHEREAS there is a chronic unemployment problem in Winnipeg and a voluntary program would generate more than the 2,000 workers required to undertake a 50 million dollar program;

AND WHEREAS a "Community Investment" model would cost government less than continuing the status quo and would in fact generate real savings for the senior levels of government;

Report of the Committee on Works and Operations dated September 10, 1996

THEREFORE BE IT RESOLVED that the City of Winnipeg pursue a tripartite agreement with the other levels of government for an infrastructure renewal program which employs participation of people claiming social assistance and reinvesting those savings and the taxes generated into the infrastructure work.

The aforementioned motion is submitted to Council for favourable consideration.

For the information of Council, a draft Discussion Paper entitled, "Community Investment '93 - A Project to address Urban Infrastructure and Unemployment", dated February 1993, appended hereto, is outlined in Appendix A. Also appended for the information of Council is Appendix B, which outlines the 1995 Canada/Manitoba/City of Winnipeg Infrastructure Program.

Adopted by consent.

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

REPORT OF THE

COMMITTEE ON WORKS AND OPERATIONS

DATED SEPTEMBER 24, 1996

On motion of Councillor Clement, the rule was suspended and the Report of the Committee on Works and Operations, dated September 24, 1996, was considered clause by clause.

Her Worship the Mayor and Councillors:

Additional Appropriation - 1996 Snow Clearing and Ice Control Activities
File ST-5.2 (Vol. 23)

1044 - 1. On September 10, 1996, the Committee on Works and Operations considered a report dated September 3, 1996, from the Commissioner of Works and Operations, relative to an Additional Appropriation for 1996 snow clearing and ice control activities and concurred in the recommendation contained therein, namely:

That an additional appropriation in the amount of $4,000,000 be approved to cover an anticipated shortfall in funding for the 1996 Snow Clearing and Ice Control Program on the understanding that the snow clearing and ice control activities will be as determined by Council on the recommendation of the Committee on Works and Operations.

Clause 6 of the Report of the Committee on Works and Operations dated September 10, 1996 relative hereto, will be considered by Council on September 25, 1996.

Subsequently, at a Special Meeting held on September 24, 1996, Committee reconsidered its recommendation in view of the fact that based on the continuation of existing service levels, an anticipated funding shortfall would result in the amount of $5,000,000 for the 1996 calendar year.

Following deliberation of the matter, the Committee on Works and Operations recommends:

I. That an Additional Appropriation in the amount of $1,000,000 be approved thereby providing for a total Additional Appropriation in the amount of $5,000,000 to cover an anticipated shortfall of funding for the 1996 snow clearing and ice control program at existing service levels.

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

Moved by Councillor Clement,
Adoption of the clause.

Carried.

Report of the Committee on Works and Operations dated September 24, 1996

Award of Contracts for the Clearing and Hauling of Snow during the 1996/97 Winter Season
File GL-9 (Vol. 9) [c/r ST-5.2 (Vol. 23)]

1045 - 2. The Committee on Works and Operations, at its meeting held on September 10, 1996, considered a report dated September 3, 1996, from the Commissioner of Works and Operations relative to the award of contracts for the clearing and hauling of snow during the 1996/97 winter season. Committee did not concur with the recommendations contained therein.

Subsequently, the Commissioner of Works and Operations requested the Streets and Transportation Department to prepare a report discussing the available options and the various impacts of each option, and providing additional information regarding the snow contracts.

The seven tenders for the clearing and hauling of snow on portions of the Regional and Local Street Systems were advertised on Tuesday, August 6, 1996 and Monday, August 12, 1996, and closed on seven different days between August 16 and August 30, 1996. The contracts were priced primarily on the basis of two snow clearing operations on the Priority I (Regional) street system, three clearing operations on the Priority II (Bus Route and Collector) street system and two snow clearing operations on the Priority III (Residential) street system which is considered representative of the average work requirement based on the experience of the last ten years. Hourly equipment work for truck plows, snow hauling and loader and grader works was also included in the contracts.

The bids received on the seven Tender Submissions averaged approximately 25% higher than the bids received for the 1995/96 snow contracts.

For many years, the City has had a good working relationship with private snow Contractors who, in general, have provided an acceptable snow clearing service at reasonable prices. The work normally undertaken by the snow Contractors is approximately 9% of the City's overall snow and ice control activities with average yearly expenditures over the past ten years of approximately $1,260,000, outlined on Appendix A. The balance of the City's costs are primarily for the plowing of non-contract streets, plowing sidewalks and alleys, hauling snow from boulevards and providing salting and sanding to ensure safe travel on our streets. This work is undertaken by a combination of City forces and hired hourly equipment.

A historical summary of the contract price increases for the upcoming season and for the past ten seasons is outlined in Appendix B. The contract price increases have been compared to the total snowfall for each year and there does not appear to be any direct correlation between the price increase and the total snowfall of the previous year. However, the previous high increase of 17.8% in 1987 did follow the harsh 1986/87 winter which included the November 1986 blizzard.

The funding constraints that the City has experienced over the past few years has resulted in substantial changes in the City's snow clearing and ice control operations and a review of these changes over the years also does not indicate any correlation between contract changes and price increases. However, there is no doubt that the increases that have resulted this year are related to last year's harsh winter, a culmination of previous policy changes that have been made to the plowing of Priority III streets, and the operational changes that have resulted through the use of truck plows.

A decision must be reached on this matter immediately in order that the City can prepare itself for the upcoming winter. The various options that should be considered are as follows:

1. Award all contracts
2. Award some of the contracts
3. Retendering/partial retendering
4. No contracts

OPTION 1 - AWARD ALL CONTRACTS

For over 15 years, the City has benefitted from the utilization of private contractors to assist in the City's snow and ice control efforts. Tenders were again called this year and the resultant bid submissions would result in an average increase of 24.8% over last year if the contracts are awarded to the lowest responsive bidder in each case. As indicated earlier in this report, the snow contract expenditures represent approximately 9% of the total

winter maintenance expenditures and a 24.8% average increase in contract prices will result in approximately a 2% overall increase in the City's snow and ice control expenditures.

These contracts were implemented initially for reasons that continue to be valid today. The Contractor is required to keep equipment and resources available to provide the City with a guaranteed work force that must respond in a timely manner to any requests for snow clearing activities. This guarantee is particularly critical in dealing with major snowfalls. When significant amounts of snow fall within the City, the opportunities for private equipment are considerable with the clearing of private parking lots generating a large potential source of revenue. As a result, it has proven difficult in the past for the City to initially obtain sufficient private equipment to conduct the City's snow clearing operations in a timely manner.

The existing contract requirements provide the City with a sufficient work force to quickly address the Regional street system and although commercial work opportunities also exist for the snow contractors, the contracts include sufficient monetary penalties to ensure that the specified pieces of snow clearing equipment are always available. The penalties were introduced into the contracts in the year following the 1986 November blizzard because of the tremendous difficulties that the City had in obtaining equipment (contract or otherwise) during that storm. There have been no similar problems since that contract change.

Work done under the snow clearing contract is inspected to ensure compliance of the specifications. The contractor is responsible to provide the necessary supervision and oversee the operation to ensure that the contract requirements are met satisfactorily. The City inspectors provide inspection to identify any contract deficiencies and substantiate payment. However, snow clearing work that is done outside the existing contracts must not be only organized by City staff, but must also be supervised by City staff to ensure that the work is satisfactory. During major plowing operations when work is underway both day and night, this places a considerable strain on the City's supervisory forces (foremen). The elimination of the existing snow contracts would increase the demand for those resources beyond the City's present ability to provide them. This is particularly true when one considers that the present direction is towards less staffing.

Certainly the award of contracts with significant bid price increases over previous years may be perceived by many as money not well spent. However, the Contractors' costs have been historically lower than for similar work undertaken by City and hired hourly forces. Payment in the contracts for major plowing efforts is on a lane kilometre basis providing an incentive to the Contractor to undertake the work in as efficient a manner as possible. Such comparisons are totally dependent upon the winter conditions experienced each year, but previous reviews have indicated that costs using Contractors are normally 20% to 30% less. The increase identified in this year's contracts would undoubtedly greatly reduce that difference, but that would only occur if one can assume that no changes in the hired hourly equipment costs would occur as a result of not awarding the contracts. That is unlikely to happen, so it is clearly possible that any alternative to awarding the contracts may, in fact, cost the City more.

OPTION 2 - AWARD OF SOME OF THE CONTRACTS

Obviously each of the seven low responsive bids were not 24.8% above last year's contract prices. Several were significantly less and the awarding of the contracts with more reasonable increases is an option that has considerable benefits for the City.

The following table identifies the increase for each contract over the previous year.

Tender No.	Contractor	% Increase	Award
P.D. 96-120	Mulder Construction and Materials Ltd.	* 8.3%	Yes
P.D. 96-124	L. Chabot Enterprises Ltd.	8.7%	Yes
P.D. 96-119	Kodiak Construction Inc.	16.6%	Yes
P.D. 96-125	Hugh Munro Construction Ltd.	21.1%	Yes
P.D. 96-122	C. J. Rental and Contracting Ltd.	29.5%	No
P.D. 96-121	Southwood Construction Ltd.	29.5%	No
P.D. 96-123	Camaro Enterprises Ltd.	** 32.3%	No

* Does not include truck plows which have been added to contract for 1996/97.
** Not same contractual area as 1995/96 contract.

Our review included a look at the 1993/94 and 1994/95 contracts to ensure that the 1995/96 tender prices used for comparison were representative of past costs for snow clearing in the applicable contract areas. Therefore, strong consideration should be given to the awarding of the four contracts identified above as having increased less than the 24.8% average increase. The awarding of these four contracts would still result in an average increase of 13.7%, but by choosing to award the contracts in which the increase is more reasonable, the impact of the increase prices on the budget may be reduced.

There are also many other benefits to this option. The City would receive a guarantee of the availability of equipment and response time for some of the areas that were to be contracted out. As a result, there will be a reduced requirement for additional City/hired hourly equipment and resources and supervision would be much more manageable than in a situation where no contracts are awarded. This option may also provide somewhat of a win/win scenario in which the City and the construction industry both gain something, rather than one side winning. This alternative may lessen any impacts that the non-acceptance of the contracts might have on the current good working relationship with the industry.

In addition, the awarding of some of the contracts would provide the City with an opportunity on a real time basis to evaluate the changing role of snow contracts as part of the City's snow and ice control efforts. The limited number of contractors bidding and the corresponding increase in prices suggests that the number of contracts and size of areas must be reviewed to ensure more active Contractor participation in future years. Valuable information would be gained from this winter's experiences and utilizing that information, along with feedback from our snow clearing Contractors, would be useful in developing a long term contract strategy that would benefit both sides for many years to come.

As previously indicated, this option would require the City to increase its reliance on hired hourly equipment, enhance its operator contingent, and increase its supervisory capabilities. It is felt that these changes would be manageable as part of a partial award. However, there may be a backlash by those contractors who are not awarded their contract and they may decide to park their equipment for the winter resulting in a possible shortage of equipment in the hired hourly quotation. Such a situation may result in increased hired hourly costs. If some contractors choose not to make their equipment available, a further concern arises about the impact on truck plowing. A majority of the private truck plows available in the City are controlled by the snow contractors and a reduced number of truck plows available to the City will impact on our objective to reduce our snow and ice control expenditures this winter through greater utilization of truck plow equipment.

The Administration has recommended Option 2 as the preferred option inasmuch as the impact of the contract price increases is minimized by awarding those contracts with more modest increases and at the same time, the City is guaranteed the availability of a substantial fleet of equipment in the event of a major snowfall. Although the City's requirements for hired hourly equipment is increased, it will be far more manageable than the increase necessary if no contracts are awarded. Hopefully, the current working relationship with the construction industry would be maintained and the events of this year used as information to develop a long term contract strategy for the City's snow and ice control operations.

OPTION 3 - RETENDERING/PARTIAL RETENDERING

The City's Legal Services Division has indicated that under the terms of the contract specifications, the City has no obligation to award these contracts and may cancel any or all of the tenders provided it does so for any one of three conditions set out in the tender as follows:

(1) where prices exceed the available City funds for the Work; or

(2) where prices in the Bids are materially in excess of the prices received for similar work in previous years; or

(3) where, in the judgement of the Board of Commissioners, the interests of the City would best be served by not awarding a contract.

However, if the City should decide to retender any or all of the tenders, the issue then becomes whether a new tender would correct the deficiencies of the original tender.

Report of the Committee on Works and Operations dated September 24, 1996

The Administration have advised that it is not confident that a retendering process of some or all of the tenders would provide any significant benefits. The construction industry has publicly indicated that the increase in contract prices was necessary to cover the costs that are incurred in clearing snow for the City. In addition, the Legal Services Division has indicated that the City may have to limit the retendering process to the original bidders. Therefore, there is no reason to expect a dramatic reduction in tender prices.

A decision to retender all of the contracts could also be considered as unfair to those Contractors who have bid more modest increases for their contracts.

In the past, the City has established a good working relationship with private snow Contractors who, in general, have provided an acceptable snow clearing service to the City at reasonable prices. It is expected that this relationship will be adversely affected in the long term if the snow contracts are retendered.

Of critical concern is the additional time that would be necessary to retender any or all of the contracts. The extra time involved in retendering will inevitably delay any decision on the awarding of snow contracts by 3 to 4 weeks and conceivably the City may be no further ahead at that time. The retendering process will also impact on delaying the closing of the Hired Hourly Quotation since contractors and other private equipment owners need to know of a decision on the snow contracts in order that they may be able to submit their quotation accordingly. These factors would place the City at substantial risk of not being adequately prepared for an early winter onset.

The Administration has strongly expressed its opposition to the retendering of any or all of these contracts, citing reasons that any reductions in contract prices may be minimal and the risk associated with the resultant delays in the process is a great concern.

OPTION 4 - NO CONTRACTS

The seven existing snow contracts provide for the clearing and hauling of snow on approximately 80% of the Priority I street system and roughly 40% of the City's overall street network. If the contracts are not awarded, the City will be required to depend on its own City forces and equipment as well as the utilization of hired hourly equipment to undertake all necessary snow clearing activities.

The availability of securing sufficient equipment to fight blizzards and major snow storms would become uncertain without any snow contracts since private Contractors may tend to give a priority of their services to private and commercial customers.

The requirement for increased supervision would also have to be addressed. Currently, during the winter season, senior equipment operators are utilized as spare foremen on an as-required basis to supervise City crews and hired hourly equipment. The increased demand for spare foremen will put a severe strain on the labour pool for City equipment operators. This means additional equipment operators must be provided within a short time frame to keep City equipment operating at a utilization level comparable to or greater than previous winters. With such a short notice, training of additional equipment operators may not be quick enough to fill the gap.

If the contracts are not awarded, the implementation of the proposed snow clearing strategy to utilize more truck plows for this upcoming winter in an effort to reduce snow expenditures may not be realized since Contractors would have no obligation to guarantee equipment availability without a contract. Some Contractors may choose to keep their equipment parked thereby limiting the number of private truck plows available. Response times would be seriously jeopardized and a reduction in the overall level of service could be expected.

Following deliberation, the Committee on Works and Operations recommends:

I. That contracts be awarded to the Contractors listed below which submitted the lowest evaluated responsive Bids meeting all of the requirements of the published Tender Packages for the clearing and hauling of snow in the respective Areas of the City of Winnipeg and whose Bids are not deemed materially in excess of the prices received for similar work in previous years.

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Contract No.	Area	Contractor	Contract Price
PD 96-119	South Area (East)	Kodiak Construction Inc.	$206,395.74
PD 96-120	North Area (West)	Mulder Construction and Materials Ltd.	$217,626.28
PD 96-124	East Area (South)	L. Chabot Enterprises Ltd.	$222,872.20
PD 96-125	South Area (West)	Hugh Munro Construction Ltd.	$224,350.70

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

For the information of Council, Committee requested the Administration to provide a plan for snow removal services for the areas not covered by the above award of contracts with minimum reliance on hired hourly equipment.

The Executive Policy Committee recommends that recommendation I. be amended to read as follows:

I. That the following contracts be awarded to the Contractors listed below:

Contract No.	Area	Contractor	Contract Price
P.D. 96-119	South Area (East)	Kodiak Construction Inc.	$206,395.74
P.D. 96-120	North Area (West)	Mulder Construction and Materials Ltd.	$217,626.28
P.D. 96-121	East Area (North)	Southwood Construction Ltd.	$281,781.80
P.D. 96-122	North Area (East)	C. J. Rental and Contracting Ltd.	$312,508.50
P.D. 96-123	North Area (North)	Camaro Enterprises Ltd.	$326,988.32
P.D. 96-124	East Area (South)	L. Chabot Enterprises Ltd.	$222,872.20
P.D. 96-125	South Area (West)	Hugh Munro Construction Ltd.	$224,350.70
		TOTAL	$1,792,523.54

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

Moved by Councillor Clement,
Adoption of the clause.

In amendment,

Moved by Deputy Mayor Eadie,
That the recommendation of the Executive Policy Committee be adopted.

The amendment proposed by the Executive Policy Committee was put.

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

Yea: Councillors Clement, Golden, Lazarenko, Lubosch, O'Shaughnessy, Phillips, Silva, Steek, Timm-Rudolph, Deputy Mayor Eadie, Councillors Angus and Prystanski. 12

Nay: Councillors Murray, Thomas and Vandal. 3

and the amendment proposed by the Executive Policy Committee was declared carried.

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

Councillors Murray, Thomas and Vandal asked to be recorded as having voted against the clause, as amended, in accordance with Rule 50.7 of the Procedure By-law.

COMMITTEE ON WORKS AND OPERATIONS

MOTIONS

Moved by Councillor Murray,
Seconded by Councillor Vandal,
1046 - BE IT RESOLVED that the City budget an entire seasonal snow removal in a single fiscal year and that this policy become effective for the 1996/97 winter season.

Required to Stand as Notice of Motion in accordance with Rule 17.1 of the Procedure By-law

Moved by Councillor Murray,
Seconded by Councillor Vandal,
1047 - BE IT RESOLVED that the City change its fiscal year to end on March 31st.

Required to Stand as Notice of Motion in accordance with Rule 17.1 of the Procedure By-law

Moved by Councillor Thomas,
Seconded by Councillor Murray,
1048 - BE IT RESOLVED THAT the City establish a stable snow budget based on realistic average snow falls and that the snow account retain surpluses in years of low snow falls. This would allow funds to be carried over into subsequent fiscal years to absorb the costs of years with above average snow falls.

Required to Stand as Notice of Motion in accordance with Rule 17.1 of the Procedure By-law

COMMITTEE ON WORKS AND OPERATIONS

CONSIDERATION OF BY-LAWS

1049 - On motion of Councillor Clement, By-law No. 6889/96, a by-law of the City of Winnipeg to close part of Togo and Glasgow Avenues and part of the public lane situated between Glasgow and Woodward Avenues in the block bounded by the Red River and Osborne Street, 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 DAC 9/93

COMMITTEE ON WORKS AND OPERATIONS

QUESTION PERIOD

1050 - Councillor Murray referred to the recycling program and the proposal that Laidlaw move their recycling bins from the backlanes to the front of properties and in noting concerns about limited snow removal on boulevards, questioned whether the issue could be discussed further with Laidlaw in order to implement a more reasonable scenario for collection of recycling throughout the winter.

Councillor Clement advised that the Laidlaw report would be brought forward for consideration at the next meeting of the Committee on Works and Operations and noted that Laidlaw representatives would be invited to address the issue.

Councillor Vandal requested an update on the status of the road repair program.

Councillor Clement referred to ongoing project negotiations but noted that it was too late in the season to begin 1996 street work. Councillor Clement further noted that the $10 million from 1996 should be in place and suggested that a second request for funding be put before the Province for 1997.

Councillor Thomas referred to Clause 2 of the Report of the Committee on Works and Operations dated September 24, 1996 and requested confirmation that the Administration had recommended Option 1, the award of all contracts.

Councillor Clement noted that the Administration brought forward a number of options and recommendations, as outlined in the report.

Councillor Thomas referred to the Report of the Committee on Works and Operations dated September 24, 1996 and requested confirmation that the Administration had recommended Council approval of Option 2.

Councillor Clement noted that he did not have the required documentation to confirm that question.

Councillor Thomas referred to the closing debate on the issue of snow removal and questioned if the Chairperson of the Committee on Works and Operations could accurately reflect the information given by the Administration.

Councillor Clement noted that he had quoted verbatim during the discussion of the matter and that the Administration had advised that it would be more expensive to go with those options but indicated also that there would be additional costs to the City if the other three contracts were not awarded.

Councillor Steek referred to the relocation of the recycling blue boxes and questioned whether there had been discussion on this matter or whether it had been a unilateral decision.

Councillor Clement confirmed that representatives from Laidlaw and the City Administration had addressed the issue in response to the previous winter's recycling difficulties. Councillor Clement further noted that a recommendation to the Committee on Works and Operations for front street pick-up would be forthcoming.

Councillor Steek further questioned why notifications were sent without consultation with either Commissioner Carroll or Councillor Clement.

Councillor Clement agreed to take the question under advisement and report back to Councillor Steek.

Councillor Steek noted that the proposal to relocate the blue boxes would be untenable due to windrows and high traffic roadways and suggested that such considerations be further addressed.

Councillor Clement advised that Winnipeg has the largest curb side pick-up in North America and noted recycling difficulties created by the seasons. Councillor Clement further noted that the Committee on Works and Operations would examine the matter.

Committee on Works and Operations - Question Period - continued

Councillor Lazarenko questioned when the Ad Hoc Committee on Snow Clearing would be formed and operational.

Councillor Clement noted that the issue would be dealt with in the near future.

The Speaker here resumed the chair.

Council recessed at 12:08 p.m., and reconvened at 1:38 p.m., same members present.

Councillors Golden, Prystanski, Lubosch, and Timm-Rudolph entered the meeting after Council had reconvened.