REPORT OF THE

COMMITTEE ON WORKS AND OPERATIONS

DATED FEBRUARY 6, 1996

On motion of Councillor Clement, the Report of the Committee on Works and Operations, dated February 6, 1996, was considered clause by clause.

Moved by Councillor Clement,
That the Consent Agenda, Clauses 1,2,3,4 and 5 be adopted.

Councillor Murray requested that Clause 5 be pulled from the Consent Agenda.

The motion to adopt the Consent Agenda, Clauses 1,2,3 and 4 was put and declared carried.

Her Worship the Mayor and Councillors:

Request for a 90-day Extension of Time -
1996 Water and Sewer Rates (Adopted)
Files FE(1996) (Vol. 1) and
WW-2.3 (Vol. 10)

388 - 1. Council at its special meeting held on December 13, 1995, adopted Clause 1 of the Report of the Executive Policy Committee dated December 13, 1995, relative to the 1996 Water and Sewer Rates and referred the following motion to the Committee on Works and Operations, namely:

Moved by Councillor Angus,
Seconded by Councillor Golden,

That Recommendation IV be amended by deleting the words "based on water used" and substituting therefore the words "based on the average consumption of the water used by a combination of the highest and lowest consumption in the previous year".

On February 6, 1996, the Committee on Works and Operations considered a report from the Commissioner of Works and Operations dated January 16, 1996, advising that the Administration will be conducting a survey of other Canadian cities, taking the following into consideration as evaluation criteria, namely: fairness/user pay philosophy, customer relations, conservation, cost to implement and consistency with other utilities. Recommendations will be evaluated against a combination of the aforementioned criteria; the overall objective being to find a method that is fair and equitable to all utility customers, cost effective and easy to understand.

Changes in the billing system resulting from the recommendations may require substantial computer programming resources. Changes to the current billing system (mainframe-based) are limited in value inasmuch as it is being replaced with a new client-server based billing system in 1997. Modifications will be most cost effective if incorporated as part of the initial design for the new client-server based billing system in 1997.

The Committee on Works and Operations has been advised that the Administration will report back to Committee on April 30, 1996, upon completion of the study, incorporating new ideas/billing methods into the new system design.

In view of the foregoing, the Committee on Works and Operations requests a 90-day extension of time in which to report back to Council relative to the above motion.

Adopted by consent.

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Request for a 90-day Extension of Time - Water and Waste Department and Streets and Transportation Department Customer Service Delivery
Files W (Vol. 2) and SC-3 (Vol. 5)

389 - 2. 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 advised that the Task Force is compiling pertinent data and will report back once the review process has been completed.

In view of the foregoing, the Committee on Works and Operations requests a 90-day extension of time in which to report back to Council relative to the above motion.

Adopted by consent.

Main Street and Norwood Bridges Project - Advance Approval of 1996 Project Expenditures File SB-11 (Vol. 5)

390 - 3. Your Committee on Works and Operations has been advised that early approval of the 1996 Capital Program is required to permit commitments to be made for Stage III construction involving construction of northbound bridges approach roads and related works in 1996 and thereafter enable this work along with the Stage IV and V construction works funded in 1997 and 1998 to proceed to their completion and ensure the opening of the entire road facility to vehicular traffic in the Fall of 1999, all in conformance with the Council adopted project scheduling.

On July 8, 1993, Council adopted a final plan for the Main Street and Norwood Bridges Project involving the construction of: two new river bridges; replacement structures for the two existing river bridges and the C.N. Rail overpass; and connecting and approach roadways and associated utilities.

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Construction of the adopted plan is scheduled to be undertaken and funded as follows:

CONSTRUCTION STAGE	CAPITAL PROGRAM YEAR	AMOUNT	DESCRIPTION OF CONSTRUCTION WORKS
I	1993	7,000,000	Utility Relocation Works
II	1994	19,740,000	Reconstruction of the C.N. Rail Overpass
III	1995	17,590,000	Construction of new northbound river bridges and roads
	1996	19,700,000	
IV	1997	14,075,000	Construction of the “Island” area connecting roadways and demolition of the existing river bridges.
V	1998	14,975,000	Reconstruction of the existing river bridges and roads and opening of the completed facility to traffic in November 1999.

Stage I construction of the Main Street and Norwood Bridges Project comprised of utility relocation work required in advance of reconstructing the C.N. Rail Overpass. The utility relocation works were undertaken and completed in November 1993.

Stage II construction of the Main Street and Norwood Bridges project involving reconstruction of the existing C.N. Rail Mainline Overpass structure commenced in March, 1994. Five construction contracts associated with the reconstruction of the existing C.N. Rail Mainline overpass structure have been previously awarded, namely: (a) the demolition of the abandoned C.N. Rail "Old Low Freight Line" structure in the amount of $77,105.00; (b) the supply of structural steel for fabrication of a temporary deck plate girder span in the amount of $65,905.00; (c) modifications to the existing C.N. Rail Mainline Structure in the amount of $233,031.88; (d) temporary lane diversion roadworks on Main Street in the amount of $349,833.80; and (e) C.N. Rail Overpass reconstruction. All construction contracts are now complete, except for the C.N. Rail Overpass reconstruction which is currently on schedule for completion in May, 1996.

Stage III construction of the project to be undertaken and funded in 1995 and 1996 involving the construction of new northbound river bridges, bridge approach roads, and related works, commenced in May, 1995. This work was funded over two years in order to level out the funding requirements for this project. Six contracts associated with Stage III construction have been previously awarded, namely: a) the supply of bridge bearings for the Norwood Bridge Northbound structure in the amount of $467,798.85; b) the construction of the new Norwood Bridge Northbound structure in the amount of $17,363,665.30; c) construction of the new Main Street Bridge Northbound structure in the amount of $7,961,640.96; and d) three contracts associated with renewal of primary pipe systems in the total amount of $2,698,395.75. Construction is currently on schedule for completion of all Stage III contracts by November, 1996.

Like the new Norwood and Main Street Northbound Bridges construction, in order to maintain project scheduling, tender advertising and award of contract for the construction of northbound bridges approach roads and related works must occur prior to final approval of the 1996 Capital Program. Tender advertising for construction of related primary pipe system renewals and for construction of the northbound bridges approach roads must occur by mid-January and mid-February, 1996, respectively, to enable all works to be completed by November, 1996, all in conformance with the adopted project scheduling.

The Committee on Works and Operations therefore recommends:

I. That a funding commitment in the total amount of $8,000,000.00 as part of the Stage III construction of the Main Street and Norwood Bridges Project included, at a budgetary sum of $19,700,000.00 in the recommended 1996 Capital Estimates of the Streets and Transportation Department be approved as a first call on the 1996 Capital borrowing authority for related tendering and award of contracts prior to final approval of the 1996 Capital Program.

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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.

Amendment to the Private Approaches By-law No. 6546/95 - Access to the Parking Lot on the West Side of Main Street serving Wilson Furniture Ltd., 280 Main Street
File SC-1 (Vol. 41)

391 - 4. The Committee on Works and Operations has been advised that Wilson Furniture Ltd., 280 Main Street, has applied for the construction of one 7.3 metre wide angular "entrance only" private approach on the west side of Main Street approximately 49.6 metres south of Graham Avenue (as shown on Drawing No. A-8689 and designated as Appendix A) to provide access to their parking lot on the west side of Main Street.

Inasmuch as this section of Main Street is contained within Schedule 1, this application is non-conforming under Section 3, Subsection (2), of The City of Winnipeg Private Approaches By-Law No. 6546/95, which states:

(2) No approach shall be constructed, erected or installed in any street or section of street set forth in Schedule 1 hereto, provided that on those streets or sections of street which have service roads adjacent to the main roadways, this Schedule shall apply only to the main roadways and not to the service roads.

and under Section 7, Subsection (1) of the referenced By-law as follows:

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

This section of Main Street contains an eight lane divided highway within a 40.2 metre right-of-way and carries approximately 37,800 vehicles within a typical 12 hour weekday period between 07:00 and 19:00 hours.

Wilson Furniture and Canon Copier Sales are located in the buildings at the south-west corner of Main Street and Graham Avenue. There is a 14.8 metre wide parking lot, providing for 22 angled parking spaces, adjoining the south side of these buildings to accommodate parking for Wilson Furniture patrons. Access to this parking facility is obtained via the north–south public lane which intersects St. Mary Avenue to the south and Graham Avenue to the north. This public lane also serves the rear of the businesses in the block bounded by Graham Avenue, St. Mary Avenue, Main Street and Fort Street. A total of 177 parking spaces are available off this public lane which includes the 22 spaces for Wilson Furniture and another 46 space parking lot immediately south of the Wilson Furniture parking lot. Vehicles exiting the parking lot are required to back up into the public lane.

The Streets and Transportation Department has expressed concern with respect to the proposed approach inasmuch as it will provide direct access to the north–south public lane and could encourage motorists to use the parking lot as a "short cut" between Main Street and the public lane. In addition, the construction of the proposed approach will necessitate the removal of two on-street metered parking spaces and the removal of one tree in the boulevard.

The "right lane must turn right except buses" regulation for southbound drivers at Graham Avenue will essentially designate the southbound curb lane on Main Street as a right turn lane. If a vehicle wishes to enter the proposed angular "entrance only" approach into the Wilson Furniture parking lot, it must be in the second lane from the west on Main Street when crossing Graham Avenue. The southbound buses on Main Street can remain in the curb lane. If a southbound vehicle on Main Street is entering the proposed approach, there will be a conflict with southbound buses on Main Street, as the cars must either slow down and change lanes to the right behind the bus, or speed up and change lanes to the right in front of the bus. Either way is considered unsafe and could cause significant delays in southbound traffic if there are several southbound buses on Main Street.

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There are approximately 1,000 southbound vehicles on Main Street which turn right on to St. Mary Avenue during the morning peak between 07:00 and 09:00 hours. This high volume of vehicles often causes southbound traffic on Main Street to queue north of Graham Avenue. The proposed approach on Main Street for Wilson furniture parking lot will cause greater traffic delays on southbound Main Street as vehicles are entering and exiting the site on Main Street.

Access management provides for the safe and efficient movement of traffic along major arterial roadways such as Main Street and Portage Avenue at reasonable speeds. Without access management, an arterial roadway will become degraded in operational capacity and safety. The Private Approaches By-Law is intended to protect the rights of the property owner while assuring the best optimum operation of the roadway and preserve the integrity, safety and capacity of a street. This section of Main Street is designed to move through traffic. It is for these reasons that Main Street between the Red River and Sutherland Avenue is on Schedule 1 of the Private Approaches By-Law which prohibits the construction of private approaches.

In designing any off-street parking facility, the element of safety with minimum interference to street traffic flow must receive high priority. It is desirable to avoid locating access or egress points where vehicles entering or leaving the site would conflict with pedestrians and traffic. The north–south public lane between Main and Fort Streets and St. Mary and Graham Avenues will continue to provide access to the rear of the businesses within the one block area.

The Streets and Transportation Department has also expressed concern that approval of the subject private approach on Main Street to serve Wilson Furniture may establish a precedent which could ultimately result in other property owners in similar circumstances to Wilson Furniture making application for an approach onto Main Street.

Pursuant to the requirements of the Section 3, Subsection (2) of the Private Approaches By-law, no deletion or addition shall be made to Schedule 1 of the by-law unless a notice has been published in each of two successive weeks in two newspapers having a general circulation in the Winnipeg area. Public Notice appeared in the daily newspapers on January 19 and January 26, 1996. No one registered in opposition thereto.

Your Committee on Works and Operations therefore recommends:

I. That the application for one 7.3 metre wide angular “entrance only” private approach on the west side of Main Street approximately 49.6 metres south of Graham Avenue (as shown on Drawing No. A-8689 and designated as Appendix A) be approved.

II. That the City Solicitor/Manager of Legal Services be instructed to prepare for submission to Council, an amendment to Schedule 1 of the Private Approaches By-law No. 6546/95 to exempt the west side of Main Street 49.6 metres south of Graham Avenue.

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

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

Adopted by consent.

Preliminary Design and Land Acquisition - Corydon/Osborne/McMillan/Pembina Complex File SC-3 (Vol. 5)

392 - 5. On January 24, 1996, Council considered Clause 10 of the Report of the Executive Policy Committee dated January 17, 1996 (Appendix A), containing the following recommendations, relative to the preliminary design and land acquisition of the Corydon/Osborne/McMillan/Pembina Complex, namely:

1. That the Administration be requested to acquire the property necessary for the future intersection improvements at Corydon Avenue, Osborne Street, McMillan Avenue and Pembina Highway.

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

Council amended and adopted Clause 10 containing the above recommendations with the following sub clause 3 added thereto, namely:

3. That the report on amalgamation of Ambulance, Fire, Police and Public Health Offices at this location be submitted to Council within thirty days with specific recommendations on land acquisition required for such a joint use facility.

On February 6, 1996, the Committee on Works and Operations considered report dated January 26, 1996, from the Commissioner of Works and Operations, containing the following recommendations, in response to Council's request:

1. That the preliminary design shown on Figure 5 and referred to as Alternative 8 (Appendix B) be approved in principle and be implemented in stages as part of future Capital Works Programs.

2. That, based on this plan, the Land and Development Services Department be authorized to negotiate for the property required for Alternative 8 as shown on Figure 6 (Appendix C) on the east side of Osborne Street between McMillan and Corydon Avenues.

The Streets and Transportation Department has advised that they have reviewed the proposed consolidation of Fire, Police and Ambulance services at the subject property with each of the three Departments concerned. All three of the Departments expressed concern about proceeding with such consolidation at a specific location without dealing with the larger question of rationalization/consolidation of these services on a City-wide basis.

The Ambulance Department pointed out that extensive renovations are presently being undertaken at the Ambulance station located at the intersection of Osborne Street and Arnold Avenue. These renovations will be completed during the next three months and will cost $195,000. If the Ambulance station for this area is to be relocated to the Dark Zone property the renovation costs at the Osborne/Arnold station will become throw away costs.

The Police Department are presently reviewing the possibility of using the Dark Zone Building to house the Traffic Division and/or the Training Division. This review has not yet been completed.

If, in the future, the larger question of rationalization/consolidation of Fire, Police and Ambulance services on a City-wide basis is addressed, and it is concluded that such consolidation is in the best interests of the City, it would then be necessary to undertake an in-depth study to determine the feasibility and total cost of a consolidated facility at the Dark Zone site.

In the absence of a clearly enunciated rationale for the City-wide consolidation of Fire, Police and Ambulance services, the acquisition of the entire Dark Zone property to accommodate such a consolidation is considered to be premature at this time.

In addition to the previous Alternatives that were developed (as described in the May 25, 1995 report to Committee on Works and Operations), an additional at-grade alternative was developed with the objective of potentially reducing through traffic in the Osborne Village/Corydon Avenue area. This Alternative, identified as Alternative 9, Figure 7 (Appendix D) would require substantially more of the Dark Zone property which in turn will make property acquisition costs significantly greater than those anticipated for Alternative 8.

Alternative 9 was reviewed with the Transit Department due to the significant impact this proposal would have on transit operations at this location. The Transit Department was of the opinion that Alternative 9 would result in the following negative impacts to transit service:

(i) The existing transit island would be eliminated. In 1994 the City invested $240,000 in improvements to bus stops at this location, new heated shelters, signage, planters, street furniture, a new retaining wall, new decorative paving sidewalks, public telephones and landscapings would all be eliminated.

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(ii) On a typical weekday 2500 transit passengers use the bus stops in the transit island area to transfer safely, conveniently, and comfortably amongst six different routes. Alternative 9 (Appendix D) would fragment the current bus stop locations and would force most passengers to walk further distances and to cross more traffic to access the relocated bus stops. This would make transit less convenient to use and would make existing transfer connections less reliable for passengers.

(iii) Alternative 9 makes no provision for vehicular access from eastbound Corydon Avenue to northbound Osborne Street which is critical for the operation of Route 18. Not only would access to the route be made worse for passengers originating from or destined to the east end of Corydon Avenue, but passengers needing to transfer between Route 18 and the other services operating through the Corydon/Osborne/ Pembina interchange would be greatly inconvenienced. Presumably, these passengers would have to make transfers at Osborne Street and Stradbrook Avenue or at Osborne Street and River Avenue for routes operating on Osborne Street. This would involve a significant amount of doubling back for affected passengers.

There does not appear to be any other suitable option for re-routing the 18 Corydon Service. A physical change to the street was recently made, for example, that effectively prevents the operation of large vehicles on Nassau Street North.

(iv) Buses destined to the Fort Rouge Garage from Corydon Avenue currently travel eastbound on Corydon Avenue, southbound on Pembina Highway, eastbound on Jessie Avenue and southbound on Osborne Street to the Garage. Alternative 9 would eliminate the existing median opening that provides access to Jessie Avenue from southbound Pembina Highway. This would require affected buses to use a longer route to deadhead back to the Garage resulting in higher operational costs.

With respect to traffic operational considerations, Alternative 8 would require the existing traffic signals at Osborne/McMillan, Corydon/Pembina and Pembina/Osborne to remain in place. Alternative 9 would only require the Pembina/Osborne traffic signal and hence would offer somewhat improved traffic capacity.

In spite of the potential traffic operational advantage of Alternative 9, it is the opinion of the Administration that this Alternative not be pursued at this time due to greater property acquisition costs and to the negative impact on transit operations.

Furthermore, the Administration recommends that the proposal illustrated on Figure 5 (Alternative 8, Appendix B) be approved and be implemented in stages as part of Future Capital Works Programs. Approval of this design will allow Application DASSF 256/95 to proceed with the proviso that development be prevented on the portion of the subject property required for Alternative 8 (Figures 5 and 6). In addition, the Administration recommends that the Land and Development Services Department be directed to negotiate for the property required for Alternative 8 as defined in Figure 6 (Appendix C).

At present, there exists sufficient funds available in the Land Acquisition for Future Transportation Purposes Account to acquire the property for Alternative 8. Sufficient funds are not available for a total acquisition of the Dark Zone property and a source of funding would have to be identified if such an acquisition were to be pursued.

Following deliberation, the Committee on Works and Operations reiterated the recommendations contained in Clause 10 of the Report of the Executive Policy Committee dated January 17, 1996, and therefore recommends:

I. That the Administration be requested to acquire the property necessary for the future intersection improvements at Corydon Avenue, Osborne Street, McMillan Avenue and Pembina Highway.

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

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.

Carried.

COMMITTEE ON WORKS AND OPERATIONS

CONSIDERATION OF BY-LAWS

393 - On motion of Councillor Clement, the rule was suspended and the following By-laws were read a first, second and third time, the rule being suspended for the third reading of each by-law, and were passed and ordered to be signed and sealed, namely:

By-law No. 6787/96, a By-law of the City of Winnipeg to authorize the undertaking of certain local improvements during the year 1996. File SL (1995) (Vol. 3)

By-law No. 6789/96, a By-law of the City of Winnipeg to amend By-law No. 5058/88, being the Sewer Utility By-law. File WW-2.3