REPORT OF THE

COMMITTEE ON WORKS AND OPERATIONS

DATED APRIL 7, 1995

On motion of Councillor Duguid, the Report of the Committee on Works and Operations, dated April 7, 1995, was considered clause by clause.

Moved by Councillor Duguid,
That the Consent Agenda, Clauses 1,2,3,4,5,6 and 7, be adopted.

Councillor Boychuk requested that Clause 7 be pulled from the Consent Agenda.

The motion to adopt the Consent Agenda, Clauses 1,2,3,4,5 and 6 was put and declared carried.

Her Worship the Mayor and Councillors:

Local Improvements on Shaftesbury Boulevard File SL(1995) (Vol. 1)

744 - 1. On March 7, 1995, the Committee on Works and Operations considered a recommendation of the Assiniboia Community Committee that a local improvement including land drainage sewer, concrete street pavement and boulevard, and concrete sidewalk and street lighting, be proceeded with on Shaftesbury Boulevard from Grant to Wilkes Avenues.

Committee, after considering several delegations, referred the matter back to the Administration and on April 7, 1995, considered the following options:

1. That Shaftesbury Boulevard between Wilkes Avenue and Grant Avenue be added to the regional street system and that it be paved as a capital project.

   After reviewing the criteria used to determine whether any particular section of street qualifies to be classified as a Regional Street which was adopted by Council on February 29, 1984, the Streets and Transportation Department has concluded that Shaftesbury Boulevard between Grant Avenue and Wilkes Avenue would qualify as a Regional Street.

   Council may, at its discretion, now recommend that this section of Shaftesbury Boulevard be designated as a regional street. In this context the street could be upgraded as a capital project, subject to capital funding approval which is an alternative to upgrading the street by local improvement as originally proposed. The Committee on Works and Operations has been advised that if it is intended to add this section to the Regional Street System and pave it, the project should be prioritized against other Capital Projects, and Capital funding must be allocated for the work. Land drainage sewer works, at the estimated amount of $187,700.00 would still be constructed by local improvement.

   On November 16, 1994, Council recommended that this project be funded as a local improvement from Unused Borrowing Authority available in the 1992 Capital Estimates/Local Improvements section. The estimated total project cost is $1,800,000.00. Inasmuch as the criteria have been met for designating this street as a regional street, there would be no cost to private property owners for surface works until such time that they choose to develop their lands. Cost to private property owners would be approximately $187,700.00 (for land drainage) and cost to the City would be approximately $1,292,300.00. If Clause 372(1),(the 4/7 rule) is applied to land drainage sewer only, the private property owners share would be approximately $73,600.00 and the City's share would be approximately $1,406,400.00.

2. That the local improvements in Shaftesbury Boulevard proceed as advertised.

   Cost to private property owners would be approximately $753,300.00. Net cost to the City would be approximately $726,700.00. Although this is a least-cost alternative for the City, it may not be appropriate pending the street's imminent designation as a regional street.

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3. That Clause 372(1) of The City of Winnipeg act be enacted.

Council may enact Clause 372(1) at its discretion. Although not commonly used, it has been applied in the past, albeit under slightly different circumstances. Under Clause 372(1) the City would essentially bear approximately 4/7 of the total project cost less Developer share. Assessable private, and City property would bear the remaining approximately 3/7 cost. However in this particular case the results are skewed further because of the large amount of City-owned assessable frontage along the Assiniboine Forest. Under Clause 372(1) the City will bear approximately (4.13/7) or $873,600.00, plus $297,100.00 for assessable frontage. Private property owners (other than the City and Developer) would bear approximately (1.46/7) of the cost.

Cost to private property owners would be approximately $309,300.00. Net Cost to the City would be approximately $1,170,700.00. This is a "middle of the road" alternative where private property owners bear significantly less cost than they would under normal local improvement. However, this alternative is also inconsistent with this street's imminent designation as a regional street.

The following Table shows the approximate financial effects on private property owners and the City in each of the three alternatives. For the information of Council, the numbers are for comparison purposes only and are based on estimated project costs inasmuch as actual costs for detailed calculations cannot be known until the work is tendered.

COST OF ALTERNATIVES FOR PAVING SHAFTESBURY BOULEVARD BETWEEN WILKES AVENUE AND GRANT AVENUE

	Alternative 1 Proceed as a Capital Project Regional Street Construction	Alternative 2 Proceed as a Local Improvement	Alternative 3 Proceed according to Clause 372(1) of the City of Winnipeg Act
Estimated Project Cost	1,800,000.00	1,800,000.00	1,800,000.00
Less: Developer's share	320,020.81	320,020.81	320,020.81
Cost to be financed by the City	1,479,979.19	1,479,979.19	1,479,979.19
Property Owners share	*187,670.40	**753,308.14	309,269.15
City's share	1,292,308.79	726,671.05	***1,170,710.04

* This is for Land Drainage sewer which must still be done as a local improvement. If Clause 372(1),(the 4/7 rule) is applied to land drainage only, the private property owners share would be $73, 606.63 and the City share would be $1,406,372.56. Other future recoveries are possible via subdivision agreement.

** This is the total private property assessment for all works, based on existing tax roll frontages on Shaftesbury Boulevard.

*** This cost is 4/7 of the cost to be financed by the City, plus City assessable frontage cost, plus non-recoverable amounts for pavement and streetlighting (ref. Clause 372(1)).

The Committee on Works and Operations recommends:

I. That Shaftesbury Boulevard between Wilkes Avenue and Grant Avenue be added to the regional street system and that it be paved as a capital project as outlined in Alternative 1.

II. That the project, at an estimated cost of $1,800,000.00, be funded from the Unused Borrowing Authority available in the 1992 Capital Estimates/Local Improvements Section.

III. That the City Solicitor/Manager of Legal Services be requested to prepare the necessary Local Improvement By-law for the land drainage sewer local improvement for submission to Council.

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

Adopted by consent.

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Pavement Widening of Lilac Street and associated Watermain Renewal File WW-2.4(32) (Vol. 1) (c/r SC-3.11(32) (Vol. 1)

745 - 2. On May 3, 1994, the City Centre Community Committee requested the Administration to review the configuration of the Lilac Street/Corydon Avenue intersection with a view to providing additional on-street parking on Lilac Street.

Subsequently, the Administration advised the Community Committee that the pavement on Lilac Street, between Corydon Avenue and the first lane south of Corydon Avenue, could be widened to provide an additional four on-street parking stalls at an estimated cost of $27,000.00. The Administration also advises that the associated cast iron pipe watermain, installed in 1932, be renewed simultaneous with the proposed pavement modification, at an additional cost of approximately $35,000.00, to reduce renewal costs.

On December 6, 1994, the City Centre Community Committee referred the matter to the Committee on Works and Operations. On January 10, 1995, the Committee on Works and Operations referred the matter to the Administration to identify available funding for the projects to be undertaken in 1995.

The Administration advises that funding for the pavement work could be made available from savings in the 1992 Capital Street Renewal Projects, North East District, with the associated watermain renewal funded from the Watermain Renewal Reserve Account.

The Committee on Works and Operations therefore recommends:

I. That the pavement modifications on Lilac Street, between Corydon Avenue and the first lane south of Corydon Avenue, be approved in 1995, with the required funding of $27,000.00 to be allocated from the 1992 Capital Street Renewal Projects in the North East District.

II. That the watermain in Lilac Street, between Corydon Avenue and the first lane south of Corydon Avenue, be approved for renewal in 1995, with the required funding of $35,000.00 to be allocated from the Watermain Renewal Reserve.

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

Adopted by consent.

North End Water Pollution Control and South End Water Pollution Control Centre Odour Audit and Conceptual Odour Control Project File WS-7 (Vol. 3)

746 - 3. The Committee on Works and Operations has been advised that North End Water Pollution Control Centre (NEWPCC) and South End Water Pollution Control Centre (SEWPCC) is not in compliance with Licence Nos. 1188 and 1190 respectively, which sets limits respecting the emission of odours from the facilities under the Manitoba Environment Act, as was indicated by odour monitoring carried out by the City and confirmed by Arthur D. Little of Canada Limited (ADL), a consultant engaged to conduct an Odour Audit and Conceptual Odour Control Project at both Control Centres.

ADL recommends that the regulatory limits contained in existing licences be changed by Manitoba Environment and that the City undertake the design, construction and installation of odour control works at the NEWPCC and the SEWPCC after the regulatory requirements have been confirmed with Manitoba Environment and pilot testing has been undertaken. ADL also recommends that consideration be given to allowing development to encroach within the one kilometer control line around the NEWPCC and the SEWPCC as established under Plan Winnipeg, after the proposed mitigative action has been taken and its effectiveness confirmed.

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In 1937, the NEWPCC was established and since that time has undergone several major upgradings and modifications, including the sludge dewatering operation commissioned in 1990. The SEWPCC was established in 1974 and a major expansion was recently completed and officially opened in 1993. The new West End Water Pollution Control Centre (WEWPCC) was recently commissioned and the official opening was held in 1994. The City has expended considerable resources, approximately $30M including sludge dewatering, over the past several years for the mitigation of odour emissions from the three water pollution control centres.

Both Licences Nos. 1188 and 1190 limit the allowable odour concentration to two odour units at the property line for residential and commercial areas. On October 9, 1992, Manitoba Environment received documentation from the City respecting its review of Licence No. 1188. Monitoring conducted at the NEWPCC since 1988 suggested that the odour limits set in Licence #1188 were not being met, especially since the time that the sludge dewatering operation was commissioned. Anecdotal information also suggests non-compliance with the regulatory odour limit set for the SEWPCC.

In addition to the regulatory considerations, the existing development control lines around the NEWPCC and the SEWPCC merit consideration. The one kilometer zone around the plant was established on August 21, 1985 when City Council adopted Plan Winnipeg (By-Law No. 2960/81).

Policy 5C-19 Control Odour from Plan Winnipeg states as follows:

The City shall minimize the impact of odour emissions on adjoining land uses by:

i) regulating all development within the development control lines around wastewater treatment plants and facilities through the development approval process and land use controls as defined on Plate A; and

ii) ensuring that whenever a major wastewater treatment plant or facility requires expansion or modifications, an analysis of odour control methods is included in the expansion design including a review of the separation areas defined by the development control lines on Plate A.

The policy has prevented the development of residential housing within the exclusion zone since that time. Affected land owners have been actively seeking to proceed with development inside the one kilometer development control line. Qualico Developments Ltd., during informal meetings with provincial officials to discuss regulatory matters, has requested that consideration be given to releasing approximately 50 lots within lands covered by two existing development agreements, DASZ 12/82 and DASZ 31/84, that fall just inside the SEWPCC odour control zone. ADL's report has shown marginal differentials in odour levels at this distance.

Council approved in the Capital Estimates funding in the amounts of $300,000.00 in 1992 for the NEWPCC Odour Mitigation Project, $100,000.00 in 1993 for the SEWPCC Treatment Plant Expansion - Odour Control Project, and $300,000.00 in 1993 for the NEWPCC Odour Assessment, for the Odour Project conducted by the prime consultant, ADL. The objective of the project was to carry out odour audits and provide related engineering services at the NEWPCC and SEWPCC. The study was intended to set the future direction for the City to take respecting odour control at the water pollution control centres and to provide technical and social information to be used in the regulatory process under the Environment Act respecting the setting of limits for odour emissions from the plants. The recommendations of ADL are as outlined on Appendix "A".

On January 26, 1995, Council approved necessary funding in the 1995 Capital Estimates and in the Five Year Program in accordance with recommendations in the ADL report. In 1995, additional funding of $150,000.00 has been provided to carry out pilot testing and additional odour control investigation at the NEWPCC and the SEWPCC. Existing residual funds of approximately $170,000.00 previously approved in the 1993 Capital Estimates for "Primary Clarifier Covers-Engineering and Construction" have been proposed for redesignation for the Odour Project. In 1996, funding of $1,400,000.00 for the NEWPCC and $700,000.00 for the SEWPCC has been proposed for engineering and construction of odour mitigation works.

The Committee on Works and Operations therefore recommends:

I. That a formal proposal be sent to Manitoba Environment requesting a change to the odour limits set in water pollution control centre licences and outlining proposed odour mitigation measures in accordance with the recommendations made in the Arthur D. Little of Canada Limited report entitled "Odour Control Assessment of the North End Water Pollution Control Centre" Volume 1 dated July, 1994.

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II. That development be allowed to encroach within the one kilometre odour control line around the NEWPCC and the SEWPCC subject to the completion of the odour control mitigative program and confirmation of its success and the registering of caveats through the normal development approval process on all lots contained within the control zone advising property owners of the presence of the water pollution control centre and the potential for odour emissions on an occasional basis to the surrounding area.

III. That remaining lands covered by existing development agreements DASZ 12/82 and DASZ 31/84 which fall just inside the one kilometre odour control line for the SEWPCC be released for development, providing the appropriate lot Caveat is applied.

IV. That this report be provided for consideration by the Lord Selkirk-West Kildonan and the Riel Community Committees respecting the recommendations for the handling of development within the one kilometre odour control line.

V. That existing residual funds of approximately $0.17M from the 1992 and 1993 Capital Estimates be approved for use in the proposed 1995 odour control program to carry out pilot testing and additional odour control investigation at the NEWPCC and the SEWPCC.

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

A copy of the Executive Summary from Arthur D. Little of Canada Limited's report entitled "Odour Control Assessment of the North End Water Pollution Control Centre" Volume 1 dated July 1994 is on file in the office of the City Clerk.

Adopted by consent.

(See Minute No. 753 for attachment)

Maintenance of Kenaston Boulevard between Academy Road and Taylor Avenue File SC-3.4 (Vol. 20)

747 - 4. The Committee on Works and Operations has been advised that the condition of Kenaston Boulevard between Academy Road and Taylor Avenue has deteriorated to the point where reconstruction is recommended. Until it can be reconstructed, a minimum service condition should be maintained on this street. The Operations Department has provided an estimate that $100,000.00 is required annually to properly maintain Kenaston Boulevard in an acceptable service condition.

The Operations Department annually receives many complaints from residents along Kenaston Boulevard regarding the vibrations to their homes caused by trucks and buses and the poor pavement condition (ruts and potholes) of the street in front of their homes. The high volumes of truck traffic, a significant portion of which is heavy truck traffic, and the general poor condition of the pavement are factors that make maintenance done on Kenaston Boulevard have a shorter life than is normal. A variety of maintenance procedures have been carried out over the past ten years in response to public complaints and the deteriorating condition of the street. An annual maintenance program dedicated strictly for Kenaston Boulevard is needed to allow for longer lasting repairs until the reconstruction of the facility occurs.

Kenaston Boulevard between Academy Road and Taylor Avenue carries the highest traffic volume of any four-lane facility in the City of Winnipeg. The related traffic statistics and conditions of the pavements on Kenaston Boulevard are outlined on Appendix "A". The statistics indicate that a large portion of the pavement either presently requires reconstruction or will require reconstruction with the projected further deterioration of the pavements over the next five years.

Studies have shown that the Charleswood Bridge, scheduled to be completed in the fall, will carry up to 25% of the traffic currently using Kenaston Boulevard. Funding has been recommended in 1996 of the 1996-2000 Five Year Forecast to study reconstruction alternatives, evaluate traffic patterns and conduct preliminary designs for Kenaston Boulevard between Academy Road and Taylor Avenue. The Kenaston Underpass at the CNR Rivers Mainline is projected to be completed in 1997.

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The level of funding for Regional Street maintenance was $3,448,000.00 in 1994 and is proposed to be approximately $3,000,000.00 in 1995. With these funding levels, the emphasis for maintenance must be on localized and safety maintenance concerns. As there is insufficient funding to include the major maintenance works required on Kenaston Boulevard in a Dedicated Maintenance Program in the Current Estimates, Capital funding is therefore required.

The Committee on Works and Operations therefore recommends:

I. That funding in the amount of $100,000.00 be provided annually starting in 1995 to maintain the condition of Kenaston Boulevard between Academy Road and Taylor Avenue until the facility is reconstructed.

II. That the funding for 1995 be allocated from surplus funds from previous Capital Years and that funding for subsequent years be included in the Annual Capital Estimates and the Five Year Forecast.

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

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

Adopted by consent.

1995 Local Improvement Program
File SL(1995) (Vol. 1)

748 - 5. Local improvement projects have been advertised and the results of the advertising have been communicated to the various Community Committees. Some projects, including those where the property owners could not defeat the project, have previously been considered by the Community Committee and reported on to the Committee on Works and Operations. All other projects have been reported on to the respective Community Committees.

Therefore the entire listing outlined on Appendix "A" has either received prior approval of the Committee on Works and Operations or has received the approval of the respective Community Committee.

The 1995 local improvement budget is set at $1 million and these projects represent an expenditure of $597,000.00. Projects in the amount of $55,000.00 were approved previously and are to be funded from the 1994 Budget of which funds are available.

Further advertising is being undertaken at present and the results of this advertising will be reported to the Committee on Works and Operations and the Community Committees as soon as possible.

The Committee on Works and Operations submits draft By-law and recommends:

I. That the list of local improvement projects outlined in Exhibit "A" be approved.

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.

(See Minute No. 754 for attachment)

Report of the Committee on Works and Operations dated April 7, 1995

Removal of Parking Meters along Colony Street between Broadway and Cooper Avenue File ST-2 (Vol. 20)

749 - 6. Schedule 10 to the Traffic By-law No. 1573/77, respecting Residential Parking Permits, states that "any person whose residence fronts on a street other than a regional street may apply for a residential parking permit for a vehicle registered in such person's name where parking on the street is prohibited except by permit or is limited by traffic control devices other than parking meters."

The Streets and Transportation Department advises that parking on Colony Street from Cooper Avenue to Broadway is controlled by parking meters, and that residents of several apartment buildings, in addition to 177 Colony Street, are therefore unable to obtain resident parking permits.

Parking meters are installed where turnover is important to meet the demand for parking and provide an aid to enforcement upon which commissionaires can rely.

The Committee on Works and Operations considered the following alternatives to address the situation:

- Remove parking meters along Colony Street between Broadway and Cooper Avenue and institute limited time parking. This would require amendment of the parking meter by-law; reduce parking meter revenue by an estimated $27,000.00 annually; and replace the most effective form of parking control in favour of less effective measures. This alternative was not recommended by the administration due to the generally high level of parking demand in the area.

- Amend the By-law to permit the use of resident parking permits in areas controlled by parking meters. Use of resident parking permits in such areas would reduce the amount of available parking and would impair the turnover necessary to meet parking demand. This alternative to amend the By-law to permit the use of resident parking permits at parking meters was also not recommended by the administration.

The Committee on Works and Operations was advised that the Streets and Transportation Department understands the concern of the residents of 177 Colony Street, and other apartment buildings in this vicinity, but also recognizes that it cannot address the absence or lack of adequate off-street private property parking available to residents. Residents may find it necessary to canvas the area around them to seek out parking opportunities on private property. The Department does not believe the City can or should be responsible to provide long-term street parking as an alternative to private property parking. The Department therefore recommended there be no change to the current form of parking regulation.

The Committee on Works and Operations does not concur with the administrative recommendation and recommends:

I. That the parking meters be removed on the west side of Colony Street between Broadway and Cooper Avenue and that limited time parking be instituted.

II. That Schedule "B" of the Parking Meter By-law No. 6547/5 be amended by deleting the following:

West side of Colony Street between Broadway and Cooper Avenue

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

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

Adopted by consent.

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Proposed Amendments to the Solid Waste By-law - Bulky Waste Pick-up Fee
File WT-1.2 (Vol. 10)

750 - 7. On June 22, 1994, Council adopted Clause 5 of the Report of the Executive Policy Committee dated June 15, 1994 to institute a user fee for the collection of bulky refuse materials.

The Committee on Works and Operations was advised by Councillor Boychuk that the Solid Waste By-law stipulates that residents are charged a fee for the collection of bulky refuse materials from their premises, however, if a resident cancels the collection of the item(s), the resident is still charged a collection fee of $10.00.

The Committee on Works and Operations therefore recommends:

I. That the Solid Waste By-law No. 1340/76 be amended to provide that customers not be charged the pick-up fee for bulky waste materials if the customer cancels the service on or before the day of collection.

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

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

Moved by Councillor Duguid,
Adoption of the clause.

Carried.

At the request of Deputy Mayor Fraser and with the concurrence of Council, the City Clerk was requested to ensure that the by-law reflect Council's intent that no charge be made provided notice is received prior to the day of collection.

COMMITTEE ON WORKS AND OPERATIONS

CONSIDERATION OF BY-LAWS

751 - On motion of Councillor Duguid, 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. 6623/95, a By-law of The City of Winnipeg to amend By-law No. 6547/95, being a By-law concerning the reservation of certain portions of streets and public parking sites for the purpose of parking vehicles and the use of parking meters in connection therewith. File ST-2 (Vol. 20)

By-law No. 6624/95, a By-law of The City of Winnipeg to authorize the undertaking of certain local improvements during the year 1995. File SL-1 (Vol. 19)

COMMITTEE ON WORKS AND OPERATIONS

QUESTION PERIOD

752 - Councillor Boychuk referred to the South Transcona drainage solution and the funding commitment by the Minister of Urban Affairs, Linda McIntosh and requested an update on the matter.

Councillor Duguid noted that he had had discussions with Her Worship Mayor Thompson on the matter and that a letter to the Minister of Urban Affairs regarding the matter was currently being prepared.