REPORT OF THE

COMMITTEE ON WORKS AND OPERATIONS

DATED JANUARY 11, 1994

On motion of Councillor Duguid, the Report of the Committee on Works and Operations, dated January 11, 1994, was considered clause by clause.

Moved by Councillor Duguid,

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

Councillor Reese requested that Clause 1 be pulled from the Consent Agenda.

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

Her Worship the Mayor and Councillors:

Charleswood Bridge - Public-Private Partnership File SB-19 (Vol. 1)

329 - 1. Your Committee on Works and Operations has been advised that in accordance with the September 3, 1993 Report outlined in Appendix "A", the proposed seminar for the private sector to explain the various alternatives available to the private sector to deliver, structure and finance a project on a public-private partnership basis took place as planned on September 15, 1993 and was extremely well received by all the private sectors attendees.

Also in accordance with the September 3, 1993 Report, the Seminar for all members of Council took place on October 18, 1993.

On November 17, 1993, the Working Group for the Major Capital Works Projects met to review possible candidate projects for a demonstration public-private partnership project including the Main/Norwood Bridges, the Charleswood Bridge, the Graham Avenue Transit Mall, the first stage of the South West Transit Corridor and the Wilkes Reservoir. The Working Group members were to consider the foregoing projects in terms of ease, timeliness and the economic viability of implementation and were to report back to the Commissioner of Works and Operations with their recommendations by December 15, 1993.

The unanimous recommendation of all members of the Working Group was that the Charleswood Bridge was the preferred project in that it met all of the requisite criteria.

Public-Private partnerships have emerged world-wide as a viable alternative to the public sector's traditional methods of meeting its infrastructure needs by re-engineering its business practices to involve the private sector in the design, building and financing of its major capital works projects.

Based on the unanimous recommendation of all members of the Working Group, the Commissioner of Works and Operations is recommending to City Council that it authorize the Administration to first issue a Request for Qualifications to the private sector for the design, construction and financing of the Charleswood Bridge on a public-private partnership basis and thereafter to issue a Request for Proposals to only those private sector consortia who

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have met the requirements of the Request for Qualifications. The Request for Qualifications will be in substantially the same form as the document outlined in Appendix "B".

The aim of the Charleswood Bridge Project would be to have the private sector design, construct, finance and own the newly constructed bridge and to lease the bridge back to the City for a period of approximately thirty years. The maintenance and operation of the bridge could be undertaken by the City, the successful private sector consortia or by both the public and private sectors depending on what alternative is most advantageous to the City.

The time lines for the issue of the Request for Qualifications and Proposals are February 7, 1994, and March 21, 1994, respectively. The proposed award date to the successful private sector consortia would be June 30, 1994, and the proposed construction commencement date for the bridge would be by July 31, 1994. A detailed Schedule of Implementation is outlined in Appendix "C".

Each proposal received in response to the Request for Qualifications would be strictly evaluated in accordance with the criteria set out in Appendix "B" by a review committee appointed by the Committee on Works and Operations. Each Proposal received in response to the Request for Proposals would be strictly evaluated in terms of its compliance with the Request for Proposals, the overall quality of the Proposal including the team proposed by the consortium (i.e., engineers, contractors and financiers), the economic viability and advantage of the Proposal to the City.

Your Committee on Works and Operations recommends:-

I. That Council authorize the Administration to issue a Request for Qualifications and thereafter a Request for Proposals to permit the Charleswood Bridge to proceed on a public-private partnership basis.

II. That no award of contract be made to the private sector consortium determined to have submitted the best proposal until a report has been approved by the Committee on Works and Operations which confirms the long-term economic viability of designing, constructing and financing the Charleswood Bridge on a public-private partnership basis.

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

Moved by Councillor Duguid,
Adoption of the clause.

The Speaker called the Deputy Speaker, Councillor Reese, to the Chair in order to participate in the debate, and after speaking, resumed the Chair.

In amendment,

Moved by Councillor Reese,
Seconded by Councillor Boychuk,
That the award of contract be approved by Council.

The amendment was put and declared carried.

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

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

Amendment to the Traffic By-law No. 1573/77 to Rescind St. Charles Street as a Full-Time Truck Route
File ST-5.2 (Vol. 20)

330 - 2. On January 27, 1993, Council amended the Traffic By-law No. 1573/77 designating St. Charles Street between Portage Avenue and the first public service road south thereof, a distance of approximately 45 metres, a Full-Time Truck Route. This temporary truck route change was made at the request of the Manitoba Department of Highways and Transportation as part of a temporary detour for RTAC trucks that were too heavy to cross the

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Perimeter Highway Overpass of Portage Avenue. This overpass is now closed to accommodate its rehabilitation and a temporary traffic circle detour has been established at this interchange. The detour via St. Charles Street is no longer required.

Your Committee on Works and Operations recommends:-

I. That St. Charles Street between Portage Avenue and the first public service road south thereof, a distance of approximately 45 metres, be rescinded as a Full-Time Truck Route.

II. That the Law Department be requested to prepare the necessary amending by-law to Schedule 1 of Traffic By-law No. 1573/77 for submission to Council.

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

Adopted by consent.

Resident Parking Permits - Amendment to the Traffic By-law No. 1573/77
File ST-5.2 (Vol. 20)

331 - 3. A Resident Parking Permit allows residents to park their vehicles longer than the parking time limit on the street where they reside, except during street cleaning and snow removal operations. Permits are not issued for Regional Streets or where parking is controlled by meters.

Non-resident parking on local streets may be due to:

- employees and customers of adjacent commercial premises,

- students attending adjacent universities and schools, and

- patrons of adjacent hotels, restaurants and bars (who may create late night noise and disturbances for residents).

Limited time parking regulations not only eliminate long-term parking by employees, patrons, and students attending nearby facilities, but also limit the time during which residents and their visitors may lawfully park. In recognition of their right to park all day in front of their homes, qualified residents may obtain a permit exempting them from any signed limited time parking regulation on their street. All motorists may still park on the street although the residents have the privilege of being able to park all day.

In some residential communities within large urban centres, the availability of on-street and off-street parking spaces may be less than the number of vehicles owned by the residents within the community. In such cases, all on-street parking may be allocated for the exclusive use of the residents by the use of the sign "No Parking Except By Permit".

Where parkers create a nuisance for the residents (e.g. noise, garbage, etc.), prohibiting parking except for residents with permits may be a solution. Visitors, tradespeople and others would be excluded from parking on a street with such a regulation. Excluding unwanted parkers from one street, however, may transfer parking to adjacent streets, thereby promoting the creation of exclusive "resident only parking" streets throughout the community and reducing, if not eliminating, the availability of public on-street parking. However, since such a regulation could solve a unique problem for a particular group of residents, the Streets and Transportation Department is prepared to monitor a pilot project in this regard should Council amend the Traffic By-law to prohibit parking except to permit holders. It is proposed that requests for such parking prohibitions, for all or part of a day, be accompanied by a 100 per cent supporting petition from the residents on the affected block to ensure that such a regulation creates no unacceptable hardship for anyone.

Your Committee on Works and Operations recommends:-

I. That the Traffic By-law be amended (outlined in Table 1) to enable the issuance of resident parking permits on

streets where signs prohibit parking except by permit.

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II. That the City Solicitor be requested to prepare the necessary amending by-law to Section 26.1(2) and Schedule 10 of the Traffic By-law No. 1573/77 for submission to Council.

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

Adopted by consent.

Solid Waste Utility Implementation
File WT-1.2 (Vol. 9)

332 - 4. Council, on July 22, 1993, adopted Clause 5 of the Report of the Committee on Works and Operations, dated July 12, 1993, with respect to the implementation of a solid waste utility.

Recommendation III of Clause 5 states:

> "III. That a further report be submitted by October 31, 1993, including results of the public consultation program, comments from the Community Committees, prior to implementation and recommendation for a solid waste utility."

On October 20, 1993, Council approved a 90-day extension of time in which to report back to Council.

To allow for sufficient time for the public consultation process, your Committee on Works and Operations recommends that an additional 90-day extension of time be granted in which to report back to Council on this matter.

Adopted by consent.

REPORT OF THE

COMMITTEE ON WORKS AND OPERATIONS

DATED JANUARY 18, 1994

On motion of Councillor Duguid, the Report of the Committee on Works and Operations, dated January 18, 1994, was considered.

Moved by Councillor Duguid,
That the Consent Agenda, Clause 1, be adopted.

Councillor Duguid requested that Clause 1 be pulled from the Consent Agenda.

Her Worship the Mayor and Councillors:

TransPlan 2010 File ST-7 (Vol. 11)

333 - 1. Your Committee on Works and Operations has been advised that a review of the long range transportation plan for the City of Winnipeg has been mandated by Council as part of the Plan Winnipeg...Toward 2010 document.

On July 8, 1992, Council passed a motion which included the following:

> *"That a provision of up to $250,000.00 be made in the Streets and Transportation Department's 1993 Current Estimates to undertake further stages of the comprehensive overall transportation study...."*

In March, 1993, Council approved $100,000.00 as part of the 1993 Current Estimates of the Streets and Transportation Department to allow work to commence on "a City-wide Transportation Study."

The Minister of Urban Affairs, in a letter dated April 23, 1993, indicated that the sum of $154,000.00 would be committed by the Province of Manitoba "as its equal share of a study to consider a coordinated approach towards Winnipeg's future transportation needs."

On June 23, 1993, Council approved "Plan Winnipeg....Toward 2010." This document included a series of policy directives on transportation in Chapter 5, Part C, including the following:

"5C-10 ***Prepare Comprehensive Transportation Study***

> *The City shall prepare a comprehensive transportation study consistent with the policies outlined in this plan and utilizing an interdisciplinary planning approach not later than December 1, 1994."*

The Minister of Urban Affairs, in a letter to the Chairperson of the Committee on Works and Operations dated September 23, 1993, confirmed that "the Province is prepared to accept your (the City's) proposed organization structure and process for TransPlan 2010."

In order to ensure the comprehensiveness of the study, referred to hereafter as TransPlan 2010, it will be necessary to review current economic, environmental and social values and future trends in these areas, to the extent that they can be anticipated.

The organizational structure proposed for the TransPlan process is significantly different from that of previous studies of this nature done by the City of Winnipeg. Rather than being Administration directed, the process outlined provides for the establishment of an independent Steering Committee appointed by the City and the Province to direct the development of the comprehensive transportation plan.

The Steering Committee would report to the Board of Commissioners and City Council and would have the following as its primary responsibilities:

- provision of ongoing overall direction of all TransPlan technical activities;
- provision of ongoing direction of TransPlan public interaction activities;
- provision of recommendations to the Board of Commissioners/Council at key points in the project;
- provision of final recommendations upon completion;
- hiring of consultants to assist in the preparation of various components of the project;
- appointment of the non-public sector members of the TransPlan Advisory Committee.

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The Chair and members of the Steering Committee would be appointed by the Council of the City of Winnipeg and the Minister of Urban Affairs.

It is recognized that the TransPlan Steering Committee will require considerable technical resources to undertake this task, therefore the Steering Committee would be assisted by the following:

1. A City-Province Management Team led by the TransPlan Project Manager, consisting of representatives from the Streets and Transportation Department, Planning, and Transit Departments of the City and Provincial representatives from the Highways and Transportation and Urban Affairs Departments, and be responsible for:

    (a) undertaking the development of necessary data, projections, and computer modelling requirements;
    (b) overseeing the consultant(s) to be retained by the Steering Committee for the transportation planning component of the project;
    (c) providing technical resources for the public interaction component of the project.

2. Public interaction consultants to provide public interaction expertise and develop a public interaction program.

3. Transportation planning consultants to provide technical reports and analyses for various components of the project.

4. A TransPlan Advisory Committee consisting of senior Civic and Provincial administrators, City Councillors, major stakeholders and citizens-at-large to:

    (a) advise the Steering Committee on public values/opinions;
    (b) advise the Steering Committee on the appropriateness of the direction of the project at various stages of the plan development;
    (c) advise the Steering Committee on the elements of the public interaction program to be developed by the public interaction consultant under the direction of the Steering Committee.

The TransPlan Project Manager, referred to above, would not only lead the City-Province Management Team but also be responsible to the Steering Committee for the following:

    (i) day-to-day management of the TransPlan Project for the Steering Committee, including preparation of interim and final reports;
    (ii) coordination of the activities of the City-Province Management Team, Advisory Committee, Steering Committee, and consultants;
    (iii) administration of the consultants and the study budget;
    (iv) attendance at meetings of the Steering Committee and Advisory Committee;
    (v) coordinating the communication links between and among project participants.

The proposed Terms of Reference document, as outlined in Exhibit "A", estimated that the TransPlan 2010 project would be completed by July 1, 1995, rather than the December 1, 1994, date referred to in Plan Winnipeg....Toward 2010. The latter date was established by Council in September, 1992, prior to the development of the approach outlined herein and the proposed Terms of Reference. It is considered of critical importance that sufficient time be made available for completion of the various project phases and the related public consultation component in order to ensure that the final recommendations have the broadest base of acceptance.

An estimated total basic budget of $780,000.00 for the TransPlan 2010 project has been prepared. The estimated budget is based on the work program and public interaction process outlined in the proposed Terms of Reference document. It should be noted that similar studies being undertaken in Calgary and planned for Edmonton have estimated budgets of $3.0 million and $1.8 million respectively.

While the proposed basic budget provides funding to adequately undertake the Work Program outlined in the Terms of Reference, it does not provide for sufficient funding to allow for adjustments to the public consultation/communications program if the number of meetings/focus group sessions/open houses, etc., budgeted are deemed to be insufficient. Such a determination is difficult to establish with any degree of certainty at the outset as this process has not be undertaken in this manner in the past.

In addition, the proposed basic budget provides a minimal amount for additional minor studies/research that may be determined by the Steering Committee to be required. However, this amount will not be sufficient to allow, for

Report of the Committee on Works and Operations dated January 18, 1994

example, for a major review of the funding and prioritization methods utilized by other jurisdictions or for a comprehensive review of recent transportation planning in other cities. In order to provide for a more comprehensive study, it is estimated that approximately $400,000.00 would have to be added to the basic budget.

There are several options with respect to providing the necessary funding for the project:

- A corporate account, similar to that established for the Pan Am Games Committee, could be established. The funds approved as part of the 1993 Current Estimates of the Streets and Transportation Department would then be transferred to this new corporate account and additional funding added to cover the City share.

- An amount could be added to the Current Estimates of the Streets and Transportation Department to increase the present $100,000.00 to a total reflecting the City share.

- Funding for the City share of the project could be obtained through the use of unused capital borrowing authority.

The Province of Manitoba, through the Minister of Urban Affairs, has committed a maximum of $154,000.00 to the project “as an equal share.”

It is also anticipated that potential funding for the TransPlan 2010 project may ultimately become available through Federal Government initiatives. Such funding, if it should materialize, would, however, not be available for at least six months.

Your Committee on Works and Operations therefore recommends:-

I. That the draft document entitled “TransPlan 2010 Terms of Reference”, as outlined in Exhibit "A", be approved in principle and referred to the TransPlan 2010 Steering Committee.

II. That the Province of Manitoba be requested to provide funding for TransPlan 2010 under the economic development revenues supplied by the Video Lottery Terminals (VLT's), and failing that, funds in the amount of $390,000.00 be transferred from the Unallocated Surplus in the General Capital Fund, Street Renewals (the Taylor Avenue between Stafford to Waverley Street Project - Account 03-118xxx 5193040705) to a Corporate Account administered by the TransPlan 2010 Steering Committee and that said account be created as soon as possible.

III. That the TransPlan 2010 preliminary basic budget, in the amount of $780,000.00, be approved in principle, and referred to the TransPlan Steering Committee.

IV. That funding for TransPlan 2010 be subject to the Province of Manitoba increasing its contribution to 50% of the total basic budget, and therefore the Province of Manitoba be requested to increase its contribution from the stated maximum of $154,000.00 to 50% of the total basic budget.

V. That the Government of Canada be requested to consider providing additional funding to allow for a more comprehensive study to be undertaken.

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

Moved by Councillor Duguid,
Adoption of the clause.

Carried.

(Note:Copy of Exhibit "A" referred to in the above clause is on file in the office of the City Clerk.)

COMMITTEE ON WORKS AND OPERATIONS

MOTIONS

Moved by Councillor Prystanski,
Seconded by Councillor Duguid,

334 - WHEREAS the Committee on Works and Operations in January, ordered the Transit Department to replace the bus shelter it moved from the southwest corner of Jarvis Avenue and Main Street, affecting the residents of Point Douglas Manor, residents of the immediate surrounding community, various Main Street businesses and their customers and many of the local churches whose congregations would use this bus shelter;

AND WHEREAS the bus shelter on the southwest corner of Selkirk Avenue and Charles Street which was removed approximately two years ago affects the same type of community as the Jarvis Avenue and Main Street bus shelter does;

AND WHEREAS the City of Winnipeg has 550 bus shelters affecting all fifteen wards;

AND WHEREAS the problem that affected the Point Douglas area residents could easily affect the residents of any ward;

AND WHEREAS the problems associated with the removal of the bus shelters could easily be avoided with proper consultation of the community;

AND WHEREAS the City of Winnipeg currently has in place a policy of consultation for street closures, stop signs and other similar issues that affect Winnipeggers' daily lives;

THEREFORE BE IT RESOLVED that the City of Winnipeg Transit Department establish a policy to provide for the Committee on Works and Operations to approve the bus shelter relocation;

AND BE IT FURTHER RESOLVED that the Committee on Works and Operations consider the policy of acquisition of new bus shelters with the intention of increasing the number of new bus shelters that are purchased every year.

With the concurrence of the seconder, Councillor Duguid, and with the permission of Council, Councillor Prystanski amended his motion to add at the end thereof the words "without increasing the cost to the City".

Automatic Referral to the Committee on Works and Operations in accordance with Rule 16.1 of the Procedure By-law

COMMITTEE ON WORKS AND OPERATIONS

CONSIDERATION OF BY-LAWS

335 - On motion of Councillor Duguid, the following by-laws were each read a second and third time, and were passed and ordered to be signed and sealed, namely:

By-law No. 6274/93, a By-law of the City of Winnipeg to close the public walkway lying between 23 and 27 Rivergate Drive, in the Riel Community. File DAC 6/90

By-law No. 6290/93, a By-law of the City of Winnipeg to close the public lane lying south of Sandusky Drive between Waverley Street and Bairdmore Boulevard, in the Riel Community. File DAC 18/92

Committee on Works and Operations - Consideration of By-laws (continued)

On motion of Councillor Duguid, By-law No. 6304/94, a By-law of the City of Winnipeg to open the first public lane west of Main Street, north of Seaforth Avenue, in the Lord Selkirk-West Kildonan Community, was read a first, second and third time, the rule being suspended for the third reading of the by-law, and was passed and ordered to be signed and sealed. File DAO 12/89.

On motion of Councillor Duguid, the rule was suspended and the following by-laws were each 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. 6312/94, a By-law of the City of Winnipeg to amend By-law No. 820/74, being a by-law of the said City concerning the reservation of certain portions of streets for the purpose of parking vehicles and the use of parking meters in connection therewith.
File ST-2 (Vol. 19)

By-law No. 6313/94, a By-law of the City of Winnipeg to amend By-law No. 329/73, being a by-law of the said City to regulate the construction, maintenance and removal of private approaches and private walks. File SC-1 (Vol. 39)

On motion of Councillor Duguid, the rule was suspended and By-law No. 6319/94, a by-law of the City of Winnipeg to close part of Borebank and Carpenter Streets and related lanes between Brockville and Paget Streets, Stovel Street and Sterling Lyon Parkway, in the Assiniboia Community, was read a first time. File DAC 17/90

Councillor Duguid moved that this constitute the first reading of By-law No. 6319/94, which motion was carried.

COMMITTEE ON WORKS AND OPERATIONS

QUESTION PERIOD

336 - Councillor Golden noted that he had received complaints from several residents concerning the operation of snow clearing equipment on streets where snow does not require clearing, and questioned why now clearing equipment would be clearing snow at Enfield Crescent and St. Mary's Road at 3:26 a.m. on January 1, 1994.

Councillor Duguid took the matter as notice.

Councillor Golden requested an update on the question of phasing in of the installation of snow route tow-away symbols on snow route signs.

Councillor Duguid noted that in adopting the new snow route policy, it had been Council's decision to not implement Councillor Golden's suggestion, replacing it with an aggressive city-wide advertising campaign.

Councillor Golden noted that he was aware of the $75,000 estimate to instate these symbols, but questioned whether the symbols could be installed as signs were being cleaned and whether phasing in of the decals would have been less costly than an advertising campaign.

Councillor Duguid stated that metal attachments would be required rather than decals and that he would bring the matter forward to the Committee on Works and Operations for further discussion, inviting Councillor Golden to participate.