REPORT OF THE

COMMITTEE ON PROTECTION, PARKS AND CULTURE

DATED OCTOBER 4, 1993

On motion of Councillor O'Shaughnessy, the Report of the Committee on Protection, Parks and Culture dated October 4, 1993, was considered clause by clause.

Moved by Councillor O'Shaughnessy,
That the Consent Agenda items, Clauses 1,2 and 3 be adopted.

Councillor Thomas requested that Clause 3 be pulled from the Consent Agenda.

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

Her Worship the Mayor and Councillors:

Proposed Disposal of Surplus Parks and Recreation Properties within the Assiniboia, Lord Selkirk-West Kildonan, East Kildonan-Transcona and Riel Communities.
Files FI-2.4 (31)(33)(34)(35) (Vol. 1)

1050 - 1. In conjunction with approval of the 1993 Current Estimates of the Parks and Recreation Department, a commitment was made towards the disposal of $580,000.00 worth of surplus property within the Department's jurisdiction.

The City's parks and recreation system is currently comprised of in excess of 1,400 individual properties. Although the majority of these properties exist as fully or partially developed, useable public open space, approximately 350 properties remain undeveloped or unimproved for public use. However, not all undeveloped parkland can be considered as being potentially surplus to open space needs. A large number of such properties are required for specific neighbourhood, community, or regional open space purposes, but are awaiting the availability of appropriate funding in order to fulfil the intended function. The sale of "surplus" parkland affords such a funding opportunity, and it is anticipated this program of surplus property disposal, initiated during 1993 as a fiscal necessity, will continue as an ongoing program to (a) assist in the funding for development and upgrading of "needed" parks and recreation open space, (b) reduce on-going maintenance costs by reducing the overall size of the parks and recreation system, while, conversely (c) increasing the property tax base of the City through the sale of parkland to private interests.

Potential "surplus" parklands generally exist as three types: -

1) Small, undeveloped, and frequently irregular-shaped sites distributed generally throughout the City, acquired by the department over an extended period of time through various means (purchase, dedication, donation, tax sale, street and lane closures, etc.), and, which by character of size and shape have little or no development potential for even the most fundamental neighbourhood open space use. Larger more regularly shaped sites have often remained unimproved over an extended period of time due to either (a) the immediate proximity of another parksite which adequately meets the open space needs of the residential area, or (b) the lack of a sufficiently sized residential area to warrant development funding for parks or recreational activities.

2) Small, developed park sites which due to changing demographics of the associated neighbourhood areas, or changing leisure life styles and attitudes of society in general, no longer experience significant utilization by the public. In other situations, the relative frequency of distributions of small fully-developed parksites throughout the immediate area often has resulted in under utilization by residents of one or more sites. This latter situation of frequent creation of small, developed parksites was a common practise of residential subdivision planning popular throughout the 1950's and 60's. Due to size restriction most of these small "redundant" parksites cannot be readily retrofitted to better serve current leisure needs of residents of the area, without the costly, and often prohibitive, purchase of adjoining privately owned residential properties, and/or, closures of adjacent streets or lanes.

3) Residual buffer strips: also a common open space practise of residential subdivision planning of the 1950's and 60's; provides extremely limited direct benefits to the community at large other than as "visual relief" to the immediately adjacent residential properties. Numerous situations of buffer strips immediately adjoining residential properties have frequently been encroached upon by residents for vehicular parking, storage or disposal of materials and debris, or as unauthorized "extensions" to private property landscaping and vegetable garden development.

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The ongoing public maintenance funding of these latter two situations of open space has long been acknowledged to be disproportionately costly relative to the "general public" benefits derived by the community at large. Relative to all three categories of potentially "surplus" open space during "tough" economic times, the continued public maintenance and/or development funding of properties of primary benefit to selectively "few" city residents must realistically be subject to prime consideration for disposal and sale to private interests.

As a basis for conducting the initial review of all parks and recreation properties City-wide, in order to identify those properties potentially surplus to public use, for subsequent priorization and disposal during 1993, the following study premises were established:

1. Primarily, those sites which are currently undeveloped or essentially unimproved can be disposed of without adversely compromising either public use or prior site development funding expenditure.

2. Only those neighbourhoods presently evidencing a "surplus" acreage of public open space in accordance with the Parks Component of Plan Winnipeg and Neighbourhood Characterization Profiles were identified for review at this time.

3. None of the large public land holdings designated for future Regional Parks purposes; whether presently partially or completely undeveloped, were considered in this initial program defining surplus parks and recreation properties.

4 .Undeveloped City-owned properties exhibiting potential for the long term creation of a City-wide system of recreation corridors inter-connecting "destination points" such as various regional, community, neighbourhood parks, as well as community centres and retail shopping centres, etc. should be deferred, for the present, from consideration for disposal pending further detailed planning analysis.

5. Only properties which, through preliminary analysis, are determined to be readily "marketable" for sale should be identified for disposal during 1993.

6. Geographic/political boundaries of the City (Community Committee areas) will not be utilized as a basis for equitable distribution of disposal of surplus properties. Although such a distribution may be perceived as a fair basis within the context of the 1993 budget program, the current imbalance of public open space availability on a neighbourhood by neighbourhood basis suggests that such a premise would be impractical and detrimental to the responsive provision of a City-wide parks and recreation service. Community Committee areas are disproportionately comprised of neighbourhoods exhibiting varying degrees of open space deficiencies and surpluses.

Within the context of the study premises, an internal Study Team of the Parks and Recreation Department developed a "preliminary" property review listing of 350 "potential" properties warranting further evaluation for disposal purposes. The listing was distributed to the appropriate Parks and Recreation Branches for subsequent site-specific review and incorporation of local concerns or needs relative to each property. This stage of property review included a standardized review format of criteria to be considered in evaluating individual open space sites to ensure a reasonably consistent and objective comparison of properties on a city-wide basis. Resultant from localized analysis, an "open space site rating" was derived for each property. The Study Team has subsequently evaluated each individual "site rating", resulting in a refined listing of 135 properties potentially suitable for disposal purposes. This listing was further reviewed by the Study Team, in consideration of the aforementioned study premises, resulting in a final listing of 15 properties recommended for disposal. While properties of assessed value in excess of the required amount of $580,000.00 are being identified for disposal, such is being made based upon the premise that, for a variety of uncontrollable factors, not all the property transactions will be finalized during the current year. As the Parks and Recreation Department is firmly committed towards achieving its goal of disposal of surplus properties at a total value of $580,000.00 during 1993, a contingency amount representative of an additional approximately $145,000.00 (25%) was considered necessary to ensure realization of the basic commitment during the remainder of this year. However, in the event sale revenues beyond the total of $580,000.00 are achieved, the Department would prefer the "surplus" amount be deposited in the Riverbank Land Acquisition Account to further its long term commitment towards purchase and development of riverbank parks.

The proposed surplus Parks and Recreation properties within the following Communities are:

City Centre (Exhibit "A")

1. Haskins Triangle - (Northwest of Cambridge Street and Grosvenor Avenue)

2. Valour Road Bay Park - (Valour Bay, South of Richard Avenue)

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Your Committee on Protection, Parks and Culture has referred back to the City Centre Community Committee the proposal to declare surplus the above two properties within that Community.

Assiniboia (Exhibit "B")

1. Open Space Buffer - (South of Portage Avenue, East of Stewart Street)

2. Public Accessway 2814 Ness Avenue - (South of Ness Avenue, West of Prairie View Road)

3. Gary Manor - (Northeast of Pembina Highway and Crane Street)

4. Harris Park Triangle - (South of Portage Avenue, West of Harris Boulevard)

Lord Selkirk-West Kildonan (Exhibit "C")

1. Ambassador Buffer Strip - (East of Ambassador Row between Leila Avenue and Templeton Avenue)

2. McGregor/C.P.R. Park - (West of Sly Drive, West of Leila Avenue)

East Kildonan-Transcona (Exhibit "D")

1. Nairn Overpass "Buffer" Property - (West of Gateway Road, South of Nairn Overpass)

2. Wayoata Street Buffer Strip - (West of Wayoata Street and Melrose Avenue)

3. Pandora Avenue Buffer Strip - (North of Pandora Avenue, East of Brelade Street)

The following four properties are all variations of a very long, narrow buffer strip situated west of Redonda Street. This surplus property is represented as separate disposals reflecting independent potential for marketability.

4. a) Redonda Buffer Strip - A - (West of Redonda Street, North of Kildare Avenue; intersection of Kildare and Redonda)

   b) Redonda Buffer Strip - B - (West of Redonda Street, North of Kildare Avenue; immediately west of "A" property)

   c) Redonda Buffer Strip - C - (West of Redonda Street, South of St. Martins Boulevard and North of Whitehall Boulevard)

   b) Redonda Buffer Strip - D - (West of Redonda Street, North of Whitehall Boulevard and South of Bramwell Avenue)

Riel

At the request of the former St. Boniface/St. Vital Community Committee during the early part of 1991, the Parks and Recreation Department undertook an extensive review of existing public open space in the St. Boniface/St. Vital area to identify properties potentially surplus to the needs of parks and recreation. Following an intensive review of over 300 properties in the Community Area, a listing of 16 properties was identified in an administrative report dated June 10th, 1992 for consideration as surplus and disposal.

The report was subsequently referred to the Community Committee for review and concurrence. As of this date, no conclusive action on this matter has been taken by the former or current (Riel) Community Committee. At a meeting on July 21st, 1992, the Community Committee, upon review of the aforementioned report, noted that only properties designated for "parks and recreation" had been identified for disposal, whereas the initiating request by Community Committee had stipulated "all publicly-owned properties" should be reviewed. By letter dated July 30th, 1992, to the Secretary of the Board of Commissioners, the Community Committee requested that the scope of the review of potential surplus properties be expanded to consider all City-owned properties. Although this matter was subsequently referred to the Land Surveys and Real Estate Department in order to conduct the broader range of property review, such a review has not yet been completed. While this situation accounts for the delay on the part of the Community Committee in concluding its review of the previously identified parks and recreation properties, nevertheless, the current surplus property review in conjunction with the 1993 budget program warrants consideration of the earlier 1992 study independent of the broader terms of study reference as defined originally by the Community Committee.

The property review conducted during 1991-92 was subject to far more extensive scrutiny of parklands than has been

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possible in the current City-wide parks and recreation property review undertaken in 1993, in conjunction with the current year's budget commitment. As such, it is proposed that the following thirteen properties in the former study become the basis of the Community's open space-disposal contribution during the current budget year:

1. 836 Tache Avenue between Rue Darveau and Rue Hebert

2. South of Rue Hebert between Tache Avenue and St. Joseph Street North

3. South West of Rue Hebert and St. Joseph Street North

4. North East of Tache Avenue and Rue Darveau

5. 865 St. Joseph Street North

6. 867 St. Joseph Street North

7. 137 Rue Darveau East of Tache Avenue

8. 167 Rue Hebert between Tache Avenue and St. Joseph Street North

9. 165 Rue Hebert between Tache Avenue and St. Joseph Street North

10. 163 Rue Hebert between Tache Avenue and St. Joseph Street North

11. 162 Rue Hebert between Tache Avenue and St. Joseph Street North

12. 153 Rue Hebert between Tache Avenue and St. Joseph Street North

13. 137 Rue Hebert between Tache Avenue and St. Joseph Street North

The aforementioned properties are located in the North St. Boniface area, north of the C.N.R. Highline. As such, the properties were purchased initially through a special funding program of "Central Council" (Regional Parks Services) during the latter part of the 1970's. It could be considered appropriate that revenue derived from the sale of these properties at this time should revert to the General Revenues of the City as a portion of the 1993 budget commitment of the Parks and Recreation Department.

All thirteen properties identified are discontinuous of one another, such that the individual land holding size is too small to be of any significant public open space recreational value to local residents.

At the time of preparation of the former surplus properties report during 1992, the North St. Boniface Neighbourhood had a surplus of 2.09 acres of public open space. Since the preparation of the report, the former Market Garden property (South of the Rail Highline and, West of the Seine River), comprising an acreage of 23.80 acres, has been added to the parks and recreation open space inventory in the neighbourhood. This now expresses a surplus of public open space amounting to 16.89 acres. Conversely, the subject properties identified for sale during 1993 only represent a "composite" of 1.59 acres.

At the request of the Riel Community Committee, an administrative task force has been convened to revise and update the Seine River Parkway Study, initially prepared during the latter part of the 1970's. Similarly, the Community Committee has expressed a strong desire for the purchase and development of land along the Seine River towards the development of the Parkway. It was the recommendation of the administration that revenues derived from the sale of the thirteen properties identified in the North St. Boniface area, in excess of the $580,000.00 surplus properties revenue commitment to the 1993 budget (factored proportionately among the five Community Committee areas), be deposited in the Riverbank Acquisition Program, but "earmarked" specifically, in the case of the Riel Community, for purchase and development of the Seine River Parkway, as opposed to general riverbank land acquisition/development. However, your Committee on Protection, Parks and Culture does not concur in the above recommendation.

Your Committee on Protection, Parks and Culture recommends:

I. That the four properties situated in the Assiniboia Community, as identified on Plan Numbers 93-93 to 93-96 be declared surplus to parks and recreation needs and disposed of accordingly.

II. That the two properties situated in the Lord Selkirk-West Kildonan Community, as identified on Plan Numbers 97-93 and 98-93 be declared surplus to parks and recreation needs and disposed of accordingly.

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III. That the seven properties situated in the East Kildonan-Transcona Community, as identified on Plan Numbers 100-93 to 106-93 be declared surplus to parks and recreation needs and disposed of accordingly.

IV. That the thirteen properties situated in the Riel Community, as identified on Plan Numbers 17-92 to 29-92 be declared surplus to parks and recreation needs and disposed of accordingly.

V. That the net proceeds from the aforementioned surplus City-owned property be credited against the Parks and Recreation Department contribution to general revenue in 1993.

VI. That net revenues derived from the sale of properties determined during 1993 to be surplus to Parks and Recreation needs in excess of committed revenues of $580,000.00, be deposited in the Riverbank Land Acquisition/Development Account of the Parks and Recreation Department.

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

Adopted by consent.

(Note: Attachments referred to in the above clause are on file in the office of the City Clerk)

Installation of Lighting at Sir John Franklin Park East - 1989 Capital Program Change File PR-7 (Vol. 1)

1051 - 2. The Parks and Recreation Department together with Winnipeg Hydro has completed an evaluation of the Sir John Franklin Park East Pathway due to ongoing concerns expressed by area residents as well as unpleasant occurrences due to the lack of lighting at this site.

On September 7, 1993, the City Centre Community Committee was advised by Councillor Hyman that there are funds in the amount of $6,600.00 available from the Omand's Park West - Pathway Extension re-development on the north side of the Assiniboine River. The improvements were completed from funds contained in the 1989 Capital Estimates and the work order and account will be formally closed by the Regional Parks and Operations Division in the near future.

The Community Committee recommended that the amount of $6,600.00 be transferred from the 1989 Capital Estimates for the Omand's Park West - Pathway Extension project to a new account specifically for the installation of lighting at Sir John Franklin Park East and that an additional amount of $440.00 be included annually in the City Centre Community Parks and Recreation maintenance budget to pay for the cost of operating the lighting system.

Your Committee on Protection, Parks and Culture concurs in the recommendation of the City Centre Community Committee and recommends:

I. That funds in the amount of $6,600.00 be transferred from the Omand's Park West - Pathway Extension, Account No. 03-118xxx-5489010703, to a new account specifically for the installation of lighting at Sir John Franklin Park East.

II. That an additional amount of $440.00 be included annually in the City Centre Community Parks and Recreation maintenance budget for the cost of operating the lighting system.

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

Adopted by consent.

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Additional Appropriation to Age and Opportunity Centre Inc. for Older Victim Services File FG-1.1(A) (Vol. 1)

1052 - 3. The Age and Opportunity Centre Inc. has been operating the Older Victim Services project since 1983 to assist victims 60 years of age and older in the City of Winnipeg to deal with the effects of criminal victimization, including property crimes and personal crimes. All victims of crime within this age group are referred to Older Victim Services by the Victim Services Branch of the Police Department as there is evidence that older victims suffer more severe physical and emotional trauma, and there is a need for "at home" visits, which the Police Department Victim Services Branch does not provide.

For the past 10 years the project has been funded by a variety of short term grants, including the Solicitor General's office, the Attorney General's office, CJOB Shut-Ins Fund, Winnipeg Foundation and the Province of Manitoba's Victims Assistance Fund. The service helps seniors from "falling between the cracks" during a time that may be a real crisis for them. In so doing, the service helps to maintain the mental and physical health of seniors, thereby supporting their ability to live active, healthy, contributing lives in the community. The service is staffed with one full-time worker and four trained volunteers. Services are provided to approximately 1,200 seniors a year.

Your Committee on Protection, Parks and Culture has been advised that effective September, 1993, the United Way approved an annual grant of $10,000.00 on the condition that Age and Opportunity obtain funding partner(s) to sustain the service. The Age and Opportunity Centre requested that the City join the United Way in being a funding partner of Older Victim Services on an ongoing basis. The agency can no longer rely on short-term project funds to sustain the service, since after ten years of operation, it has become ineligible for "project" funds. In order to sustain the Older Victim Services project until March 31, 1994, a grant in the amount of $13,800.00 is needed, as outlined in Exhibit "A".

Your Committee on Protection, Parks and Culture recommends:

I. That an additional appropriation be approved in the amount of $13,800.00 to Age and Opportunity Centre Inc. for the operation of the Older Victim Services project until March 31, 1994.

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

Your Executive Policy Committee considered the above recommendations and adopted the following amendment to Recommendation No. I:

That the Province of Manitoba be requested to fund one half of the $13,800.00 Older Victim Services program.

For the information of Council, the motion for the adoption of the clause, as amended, was declared lost in view of a tie vote.

Moved by Councillor O'Shaughnessy,
That the recommendation of the Committee on Protection, Parks and Culture be adopted.

The Speaker called the Deputy Speaker, Councillor Reese, to the Chair and left the Chamber.

In amendment,

Moved by Councillor Thomas,
Seconded by Councillor Hyman,
THAT Clause 3 of the Report of the Committee on Protection, Parks and Culture dated October 4th, 1993, be amended to include that the Province of Manitoba be requested to fund one half of the $13,800.00 for the Older Victim Services program.

Carried.

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

(Note: Attachments referred to in the above clause are on file in the office of the City Clerk)

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The Speaker here returned to the Chamber and resumed the Chair.

COMMITTEE ON PROTECTION, PARKS AND CULTURE

MOTIONS

Moved by Councillor O'Shaughnessy,
Seconded by Councillor Prystanski,

1053 - WHEREAS the Winnipeg Selects Hockey Club has been awarded a major national hockey tournament to be held in the City of Winnipeg from June 28 to July 4, 1994;

AND WHEREAS this tournament will provide significant economic benefit to the City of Winnipeg as a whole;

AND WHEREAS the Winnipeg Selects have requested the use of two of the City's indoor arenas for the aforesaid tournament;

AND WHEREAS the Council adopted Fees and Charges for the use of the arenas present a prohibitive cost to the Winnipeg Selects in their proposed operation of the tournament;

AND WHEREAS the City of Winnipeg must recover its direct costs for the operation of the arenas but acknowledges that those costs are less than the amount required through the application of the Council approved Fees and Charges Policy for this tournament;

AND WHEREAS the City of Winnipeg is supportive of the Winnipeg Selects' hosting of this tournament;

THEREFORE BE IT RESOLVED THAT Council approve a base charge of $16,719.00 for the use of two City operated indoor arenas for the dates and periods of time which have been specified by the Winnipeg Selects for the accommodation of their tournament; an amount which will recover the City's costs while providing the necessary support to the Winnipeg Selects in their hosting of this event.

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The Speaker ruled automatic referral of the motion to the Committee on Protection, Parks and Culture in accordance with Rule 16.1 of the Procedure By-law.

Moved by Councillor O'Shaughnessy,
That the rule be suspended to allow consideration of the motion at this time.

Carried.

The motion was put and declared carried.

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CONSIDERATION OF BY-LAWS

1054 - On motion of Councillor O'Shaughnessy, By-law No. 6245/93, a By-law of the City of Winnipeg to amend By-law No. 4676/87, being a by-law of the City of Winnipeg to regulate and control burglary and robbery alarm systems and to require permits therefor, was read a first time. File GF-2 (Vol. 40).

Councillor O'Shaughnessy moved that this constitute the first reading of By-law No. 6245/93, which motion was carried.

On motion of Councillor O'Shaughnessy, By-law No. 6245/93 was read a second time.

Moved by Councillor O'Shaughnessy,
That this constitute the second reading of By-law No. 6245/93.

The motion was put.

Councillor O'Shaughnessy called for the yeas and nays, which were as follows:-

Yea: Councillor Reese, Boychuk, Clement, Duguid, Eadie, Golden, O'Shaughnessy, Fraser, Her Worship Mayor Thompson and Councillor Angus. 10

Nay: Councillors Hyman, Lazarenko, Prystanski and Thomas. 4

and the motion that this constitute the second reading of By-law 6245/93 was declared carried.

On motion of Councillor O'Shaughnessy, the rule was suspended and By-law 6245/93 was read a third time and was passed and ordered to be signed and sealed.

Councillor Thomas asked to be recorded as having voted against the third reading of the By-law in accordance with Rule 50.7 of the Procedure By-law.