Adjourned Meeting Thursday, July 22, 1993

Council reconvened at 9:34 a.m.

On motion of Council, Councillor Eadie assumed the Chair.

Councillor Eadie called the adjourned meeting to order.

Present: The Speaker Councillor Angus, Councillors Boychuk, Clement, Duguid, Eadie, Fraser, Golden, Hyman, Lazarenko, Reese, Silva, Thomas and Her Worship Mayor Thompson.

Councillors Murray, O'Shaughnessy and Prystanski entered the meeting after the meeting had reconvened.

In attendance: Mrs. D. Browton, City Clerk, Mr. R. Kachur, Deputy City Clerk and Ms H. Todoruk, Committee Clerk.

The Speaker assumed the Chair.

On motion, Council agreed to defer consideration of the Report of the Committee on Works and Operations dated June 14, 1993, and proceeded to consider the following reports:

REPORT OF THE

COMMITTEE ON WORKS AND OPERATIONS

DATED JULY 6, 1993

On motion of Councillor Duguid, the Report of the Committee on Works and Operations, dated July 6, 1993 was considered clause by clause.

Moved by Councillor Duguid,

That the Consent Agenda items, Clauses 1,2,3,4,5,6,7,8 and 9 be adopted.

Councillor Clement requested that Clause 4 be pulled from the Consent Agenda.

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

The motion to adopt the Consent Agenda, Clauses 1,2,3,6,7,8 and 9 was put and declared carried.

Her Worship the Mayor and Councillors:

Proposed Closing of Part of Owen Street at the North-west Corner of Regent Avenue and Owen Street - Karlo Trade Centre Ltd. (Birchwood Honda Centre) - East Kildonan-Transcona Community
File DAC 18/91

811 - 1. In 1991, the Director of the Streets and Transportation Department identified a portion of Owen Street, which was surplus to the Department's requirements and recommended that same be closed and sold to the adjoining owner. The portion of the street deemed surplus is shown on Misc. Plan No. EKT 8275 (Exhibit "A").

On April 28, 1992, the East Kildonan-Transcona Community Committee recommended approval of the proposed closing as shown on Plan No. EKT 8275 subject to the following:

"That the purchaser be required to establish and maintain a minimum 1.524 metre (5.0 foot) in depth landscaped strip along the full length of the Owen Street (east frontage). Said landscaped strip to be developed and maintained in accordance with detailed plans subject to the approval of the East Kildonan-Transcona Community Committee, and to be maintained thereafter in good condition to the satisfaction of the Commissioner of Planning and Community Services."

On June 1, 1992, the Committee on Planning and Community Services approved as to planning considerations the proposed partial street closing shown on Misc. Plan No. EKT 8275 subject to the above condition recommended by the Community Committee.

The Committee on Finance and Administration, at its meeting held on June 30, 1993, approved the terms and conditions of the street closing and sale thereof to Karlo Trade Centre Ltd., subject to the purchaser executing a Release and Quit Claim in favour of the City respecting the Regent Avenue Widening expropriation.

Your Committee on Works and Operations has approved the proposal and recommends:-

I. That the City Solicitor be instructed to prepare the necessary by-law for submission to Council to effect the closing of part of Owen Street at the north-west corner of Regent Avenue and Owen Street in the manner shown on Misc. Plan No. EKT 8275 (Exhibit "A"); all costs, including cost of the by-law, estimated at $200.00, to be borne by the Karlo Trade Centre Ltd.

II. That upon first reading of the by-law being subsequently given, the City Clerk be authorized to post the necessary notices in accordance with The City of Winnipeg Act.

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

Copy of Misc. Plan No. EKT 8275 (Exhibit "A") regarding this proposal is on file in the office of the City Clerk.

Adopted by consent.

Proposed Closing of Lydia Street between McDermot and Bannatyne Avenues and Opening of North-South Lane to Bannatyne Avenue - Winnipeg School Division No. 1 - Lord Selkirk-West Kildonan Community Committee
File DAOC 3/93

812 - 2. The proposed closing, shown on Misc. Plan No. LSWK 8306/3, (Exhibit "A") was initiated by the Winnipeg School Division No. 1, to allow for the expansion of its playground and facilities on the School Division's Sacre Coeur School Site.

On April 20, 1993, the Lord Selkirk-West Kildonan Community Committee approved of the proposed closing/opening as recommended by the Subdivision Branch, Planning Department.

On May 4, 1993, the Committee on Planning and Community Services approved as to planning considerations the proposed closing and opening as illustrated on Misc. Plan No. LSWK 8306/3.

The Committee on Finance and Administration, at its meeting held on June 30, 1993, approved the terms and conditions of street closing/lane opening, and sale of the street to be closed to the Winnipeg School Division.

Your Committee on Works and Operations has approved the proposal and recommends:-

I. That the City Solicitor be instructed to prepare the necessary by-law for submission to Council to effect the closing of Lydia Street between McDermot and Bannatyne Avenues and opening of the north-south lane to Bannatyne Avenue in the manner shown on Misc. Plan No. LSWK 8306/3 (Exhibit "A"); all costs, including cost of the by-law, estimated at $200.00, to be borne by the School Division.

II. That upon first reading of the by-law being subsequently given, the City Clerk be authorized to post the necessary notices in accordance with The City of Winnipeg Act.

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

Copy of Misc. Plan No. LSWK 8306/3 (Exhibit "A") regarding this proposal is on file in the office of the City Clerk.

Adopted by consent.

Local Improvement - Lane Lighting on the First East-West Lane South of Ness Avenue from the West Line of Kirby Drive to a point approximately 115 Feet West of the West Line of Kirby Drive
File SL(1993) (Vol. 2)

813 - 3. A petition by property owners representing approximately 70% of the total assessable frontage was submitted to Operations District No. 2 in the summer of 1990 for a lane lighting local improvement on the first east-west lane south of Ness Avenue from the west line of Kirby Drive to a point approximately 115 feet west of the west line of Kirby Drive. Due to an oversight, the local improvement was not included in the Capital Budget. The lane lighting, however, was installed in 1991 and paid for by the City ($1,000.00).

In order for the local improvement to be charged to the assessable frontage properties, it is recommended that Council approve this local improvement and that it be added to the 1993 Capital Budget.

Your Committee on Works and Operations recommends:-

I. That the lane lighting on the first east-west lane south of Ness Avenue from the west line of Kirby Drive to a point approximately 115 feet west of the west line of Kirby Drive be approved as a local improvement project and that it be added to the 1993 Capital Budget.

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

Adopted by consent.

Stormwater Retention Basin Review Study
File WS-5.2 (Vol. 8)

814 - 4. Stormwater retention basins were first introduced in Winnipeg in 1965. Council, on June 25, 1975, approved the report "Stormwater Management by the Use of Impoundments" which included guidelines for the construction and use of stormwater retention basins. On July 11, 1991, UMA Engineering Ltd. was assigned the Stormwater Retention Basin Review Study, and in December, 1992, submitted its report "Stormwater Retention Basin Study Review, Executive Summary", which is on file in the office of the City Clerk.

The use of stormwater retention basins (SRBs) has grown substantially since their inception. They have become the main stormwater system for new developments since that time. Winnipeg has some 60 SRBs and they are a cost effective method to provide drainage and aesthetically desirable relief to the urban setting. The City is proud of the leading role it has taken in promoting this practical solution to stormwater management. Initial policies and standards were established in 1975 and these have served the City well and have guided the development of a large number of the SRBs in the City. However, management of the SRBs has not been without problems.

The most significant problem is with unsightly weeds and algae in the summer months which occurs due to high nutrient levels in stormwater runoff. The next most controversial problem from the City's point of view is the shoreline treatment (ie. rock revetment) as it effects safety, aesthetics, weeds and maintenance costs. These problems and others can be related in part to design and development guidelines as well as to disparate aesthetic and environmental priorities by residents, the latter of which have been experienced more recently.

Winnipeg is not the only City with these problems. Many jurisdictions with retention basins have been unsuccessful in developing a pro-active weed control plan. Other jurisdictions, notably in the United States,

either allow basins to evolve naturally as wetlands, or have numerous chemicals available for treatment. Chemicals which formed a large part of our control strategy are no longer available due to stringent government regulations. Accordingly, a study was undertaken to review all the existing SRBs under the jurisdiction of the City and to recommend operational programs and design standards to minimize maintenance. The budget for the study was $218,000 plus GST and was funded from the land drainage Developer Capacity Charges Account.

UMA Engineering Ltd.'s study team on the Stormwater Retention Basin Review Study was enhanced with Wright Water Engineers, Inc. of Denver, Colorado, specialists on retention basin evaluation and design, ARD Aquatic Systems International Ltd. of Vernon, B.C., specialists on aquatic macrophyte (weeds) and algae assessment and operational planning and several other experts throughout North America providing valuable advice on water quality and basin management.

The study was divided into three phases: Phase 1) data collection; Phase II) evaluation of existing conditions and selection of alternative solutions, and Phase III) recommendations. Phase I was initiated immediately after the study was assigned in July, 1991 in order to compile all pertinent data on physical characteristics and the then current condition of all SRBs during the summer months. The most important field task was that of assessing aquatic weeds and algae, focusing specifically on species composition, abundance and distribution. Phase II involved correlating the physical characteristics and water quality of the SRBs with the weed and algae growth patterns. Also under this phase, the consultant team developed a list of possible weed and algae management programs and possible new design standards for the SRBs. Outside specialists in the fields of aquatic weed and algae management provided critical reviews of the programs and standards, after which they were finalized. Phase III of the study provides the recommendations for a weed and algae management program and design standards for future SRBs specific to Winnipeg conditions.

Weed and Algae Management Program

Prior to formulating a specific management program for weed and algae control, it was necessary to develop underlying principles based on the specific conditions and requirements of the study. To summarize, the weed and algae management program should provide cost-effective and prudent control of weeds and algae utilizing practical control measures. These control measures should: consider that the primary function of SRBs is stormwater control; permit secondary recreational contact (ie. canoeing, paddle boating); maintain the aesthetic qualities of SRBs; consider and be compatible with the environment including adjacent areas; balance weed and algae management rather than total elimination; consider differences in basin characteristics; consider differences in public opinions, and; consider basin design standards.

Based on the characteristics of the SRBs, the management principles and the management methods available, a recommended program for weed and algae management has been formulated based on five related components - nutrient management, algae management, weed management, monitoring, and public perception. The recommended methods are:

1) Mechanical Treatment - This involves the use of mechanical harvesting and derooting equipment for cutting and removal of submerged and floating leaved weeds. It can also remove some filamentous algae which is

often associated with weeds. Mechanical treatment is one of the most common and effective approaches to weed management. Positive aspects include the immediate results it provides and that it can be directed to problem areas.

2) Mowing/Sickling - This is a common method for management of shoreline vegetation. It is relatively inexpensive and keeps shoreline emergent aquatic weeds such as cattails to a low profile.
3) Dredging - This is an expensive method of weed removal but is more cost effective if ancillary benefits such as basin deepening reduces weed control costs. In general, dozers and backhoes would be used to remove bottom sediments.
4) Drawdown - By lowering water levels, some nuisance aquatic plants can be controlled through exposure to dry and/or freezing conditions. Lake levels would be lowered in November and refilled in early Spring. Drawdown in summer months can also be effective but would likely be unacceptable to the public as it would interfere with recreation and aesthetics.
5) Watershed Management/Public Education - Watershed management involves controlling or limiting external nutrient loading and implementing water quality enhancement features. Implementation of controls is easier and considerably less costly in future SRBs than retrofitting existing SRB systems. However, for all SRBs the public could be educated about proper handling and use of fertilizers to reduce potential sources of nutrients reaching an SRB.
6) Herbicides and Algicides - Declining access to chemicals for use in Canada has been an on-going trend. Earlier this year the Federal and Provincial Governments prohibited use of a copper based chemical that the City used as a major control for algae. However, there are a few herbicides available under current regulations and other effective chemicals may be available under a special government program.
7) Pilot Projects - There are many management methods available that have not been tested or proven, and not in conditions similar to Winnipeg's. The pilot projects recommended for Winnipeg SRBs include but are not limited to use of non-indigenous fish (grass carp) to harvest the biomass of aquatic plants; allow specific SRBs to "naturalize" ie. let basin weeds and algae grow uncontrolled for the most part, to limits set by public opinion and water quality objectives; application of alum/lime to reduce internal nutrient loading; use of barley straw to reduce algae production; herbicide trials; and biomanipulation or the manipulation of biota to promote natural "grazing" of algae.

All of these methods could have potential problems. Therefore all projects would be carefully planned and designed and a monitoring program will be established to evaluate each project's effectiveness and results.

In addition to the recommended management methods, the study recommends the establishment of a new permanent position to coordinate and manage all aspect of the weed and algae management program.

The study presents costs for the first two years of the program. It is estimated that the recommended weed and algae management actions will require minimum funding of $452,750 in the first year and $421,330 in the second year. Approximately half of this funding is for the purchase of mechanical weed control equipment, vehicles and storage facilities. The 1993 Capital Estimates include $410,000 to be spent over 1993 and 1994 for these items.

The remaining funding of $464,000 for the first two years is for Current Estimates items, including labour and operation costs of the mechanical weed control equipment, the salary for the program coordinator and the costs of the following management methods - mowing/sickling, drawdown, watershed management/public education, herbicide trials, and pilot projects. This funding estimate is above and beyond the current budget for operation and maintenance of the SRBs. The annual Current Estimates budget will be refined in future years depending on results of the recommended management methods, particularly the pilot projects.

Design Standards for Future SRBs

The study evaluated potential design standards, including measures for shoreline revetment, which could be used in future SRBs to reduce weed and algae growth and associated maintenance costs. However, there are practical limits on how much weed and algae growth can be reduced in the SRBs due to their function and nature. While design standards can be modified to reduce weed and algae growth, there are limits to their effectiveness, particularly since they also have to address other concerns such as public safety, stormwater control and erosion.

The multiple needs of the SRBs were considered in the evaluation of new standards. The recommended standards for reduction of weed and algae growth are: minimum size of 2.0 hectares (5.0 acres); minimum depth of 2.5 metres since weeds typically do not grow deeper than 1.7 metres; 4:1 (steeper) side slope below water level to reduce shallow areas; basin shape to be "rounded" by providing a length to width ratio of 6:1; bottom width to be 6 metres minimum; public shoreline to be crushed rock; private shoreline to be sod or rock; adjacent private property owner to own 2.5 metres into SRB and will be responsible for maintenance of this inundated land; and developer to "sterilize" SRB bottom and install concrete boat ramps for use by mechanical weed equipment.

The new standards for a deeper basin and steeper side slopes below the water surface will result in additional excavation work and hence additional cost to be borne by developers. However, it is expected that these costs will be offset by the savings in using sod on the private shoreline rather than rock revetment. The recommended design standards have already been incorporated during the design review and approval of SRBs in two new residential subdivisions.

Section 6.4 of the Stormwater Retention Basin Review Study, submitted by UMA Engineering Ltd. in December, 1992, recommends that the City of Winnipeg implement a comprehensive weed and algae management program for all stormwater retention basins operated and maintained by the City. The program has five related components which are Nutrient Management, Algae Management, Macrophyte (Weed) Management, Monitoring, and Public Perception.

The objective of the program is to provide a practical management plan and implementation process based on thresholds for management action, with the most cost effective, practical management methods available. These program components cannot be undertaken without the development of basin specific implementation plans and, in some cases, without the approval of outside regulatory agencies.

On May 11, 1993, your Committee on Works and Operations referred the report to all Community Committees for review, together with the following tabled motion:

> "That the 1975 Policy on Stormwater Management by Use of Impoundments be reviewed with a view to amending the Development Agreement Parameters in order that developers would be required to dedicate funds to cover the cost of maintaining stormwater retention basins."

On July 6, 1993, your Committee on Works and Operations considered the following recommendations from the East Kildonan-Transcona and Riel Community Committees, which were subsequently referred to the Administration for review and report back.

East Kildonan-Transcona Community

- that biological solutions to weed and algae problems be pursued;

Riel Community

- that the recommendations contained in the Executive Summary of the Stormwater Retention Basin Review Study dated December, 1992, be approved;

- that the May 11, 1993 tabled motion of your Committee on Works and Operations be approved;

- that your Committee on Works and Operations, and the Waterworks, Waste and Disposal Department, explore alternatives for funding the maintenance of the stormwater retention basins, including the feasibility of calling for proposals for the acquisition of weed harvesting.

Your Committee on Works and Operations therefore recommends:-

I. That the City of Winnipeg implement the comprehensive weed and algae management program as detailed in Section 6.4 of the Stormwater Retention Basin Review Study dated December, 1992, submitted by UMA Engineering Ltd., for all stormwater retention basins operated and maintained by the City.

II. That the City of Winnipeg implement the revised set of design standard specified in Section 7.0 of the Stormwater Retention Basin Review Study, submitted by UMA Engineering Ltd., for future stormwater retention basins to focus on the reduction of weed and algae growth and maintenance requirements.

III. That $165,000 be included in the 1994 Current Estimates and $299,000 be included in the 1995 Current Estimates for the operation and maintenance of the stormwater retention basins.

IV. That as part of the management program, a Program Coordinator position be established (Technologist Grade 2 - $1,405 - $1,651 bi-weekly, 1992 rates) to oversee the implementation and ongoing activities of the weed and management program, said funds to be allocated from the Estimates outlined in

Recommendation III. above.

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

Moved by Councillor Duguid,
Adoption of the clause.

Carried.

1986 and 1988 Innovative Transit Programs File T-1 (Vol. 1)

815 - 5. The Innovative Transit Program provides funding for various projects of an innovative nature that cannot normally be funded through the current or capital estimates. Various projects such as TELEBUS, transit terminals, large heated passenger shelters, a study into transit priority measures, etc., have been funded under this program.

The 1986 Innovative Transit Program was budgeted for a total amount of $478,400.00, and the 1988 Program was budgeted for a total amount of $488,670.00.

The available funds for re-allocation from the 1986 Innovative Transit Program amount to $125,476.47. The funds available for re-allocation from the 1988 Innovative Transit amount to $68,355.20. It is recommended that these funds be added to the Downtown Passenger Amenities project of the 1986 Innovative Transit Program. This will increase the budget for this project to $313,431.67. It is recommended that these funds be used for the following projects:

1. City Hall Bus Stop Passenger Amenities

Bus stop improvements will be made to the City Hall bus stop located at southbound Main Street at William Avenue. The waiting area will include a large heated shelter, benches, planters, waste receptacles, and transit information.

Budget Allocation: $40,000.00

2. Corydon/Pembina/Osborne Bus Stop Passenger Amenities

The bus stops located at the Corydon/Pembina/Osborne intersection will be improved with new passenger amenities and streetscaping. The new amenities will include new large heated passenger shelters, benches, waste receptacles, information signage, bus stop identification signage, planters, and decorative paving stonework.

Budget Allocation: $273,000.00

It is anticipated that these project funds will be used in 1993.

FINANCIAL SUMMARY

The following summarizes the re-allocation of funds to the Downtown Passenger Amenities Project. Note that finance and administration costs are included:

DOWNTOWN PASSENGER AMENITIES PROJECT

EXISTING BUDGET		$119,600.00
FUNDS TO BE RE-ALLOCATED:		
From the 1986 Innovative Transit Program:		
Shared Taxi Demonstration Project	$59,924.76	
Handi-Transit Fixed Route Deviation Project	65,551.71	$125,476.47
From the 1988 Innovative Transit Program:		
Portage Avenue Reserved Bus Lanes	$49,801.00	

Priority Signals	18,554.20	$68,355.20
TOTAL REVISED BUDGET		$313,431.67

RECOMMENDED COMMITMENT:

City Hall Bus Stop Improvements	$ 40,000.00
Corydon/Pembina/Osborne Bus Stop Improvements	273,000.00
TOTAL COMMITMENT	$313,000.00

Normally, Council cancels unused borrowing authority five years and older. However, when this authority involves Provincial funding, a more careful scrutiny is undertaken.

Your Committee on Works and Operations therefore recommends:-

I. That funds allocated in the 1986 Innovative Transit Program to the Shared Taxi Demonstration and Handi-Transit Fixed Route Deviation projects, and funds allocated in the 1988 Innovative Transit Program for Portage Avenue Reserved Bus Lanes and Traffic Signals Priority projects, be re-allocated to the Downtown Passenger Amenities project of the 1986 Innovative Transit Program.

II. That the re-allocated funds in the Downtown Passenger Amenities project of the 1986 Innovative Transit Program be used to make bus stop and streetscaping improvements at the Corydon/Osborne/Pembina intersection bus stops and at the City Hall bus stop located at southbound Main and William.

III. That the Province of Manitoba be requested to approve the re-allocation of funds identified in Recommendation I. above.

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

Moved by Councillor Duguid,
Adoption of the clause.

Carried.

Temporary Closure of Sargent Avenue for Entertainment Purposes
File SC-3.13(32) (Vol. 1)

816 - 6. On June 8, 1993, the City Centre Community Committee considered a request from The Ellice Avenue/Sargent Avenue Business Improvement Zone for the closure of Sargent Avenue between Maryland and Toronto Streets from the evening of July 23 to July 25, 1993, for the first annual BIZ'AAR event.

On July 27, 1988, Council adopted a policy regarding the temporary closure of streets for entertainment purposes which includes the following:

"The closure should not involve a high volume and/or high speed thoroughfare connecting one part of the City with another or connecting directly with a Provincial Truck Highway. The closure of such streets would have a major disruptive effect on vehicular traffic movement into, out of and within the City."

The City Centre Community Committee recommended that favourable consideration be given to the following:

1) That the Council Policy on temporary street closures be waived to permit the Ellice Avenue/Sargent Avenue Business Improvement Zone to hold its first BIZ'AAR event on the Sargent Avenue regional thoroughfare.

2) That Sargent Avenue between Maryland and Toronto Streets be temporarily closed from the evening of July 23, 1993, to July 25, 1993, to hold a BIZ'AAR event.

3) That an amount equal to 50 per cent of the street closure cost be waived.

It would be necessary to establish a detour via the following streets to accommodate the traffic which normally uses this section of Sargent Avenue:

Westbound Sargent Avenue: southbound Maryland Street, westbound Ellice Avenue, and northbound Arlington Street to Sargent Avenue.

Eastbound Sargent Avenue: northbound Arlington Street, eastbound Wellington Avenue, and southbound Maryland Street to Sargent Avenue.

The transit buses would use Toronto Street instead of Arlington Street for their re-route.

The cost of installing and removing signs and barricades associated with such an undertaking is estimated to be $960.00. Since this event is community-oriented, it qualifies for cost-sharing and, therefore, the total cost to the applicant would be $480.00.

Your Committee on Works and Operations recommends:-

I. That Council Policy C208 on temporary street closures be waived to allow the temporary closure of Sargent Avenue between Maryland Street and the public lane east of Toronto Street from 18:00 Friday, July 23 to 24:00 (Midnight) July 25, 1993, to permit the Ellice Avenue/Sargent Avenue Business Improvement Zone to hold its BIZ'AAR event.

II. That an amount equal to 50 per cent of the street closure cost, being $480.00, be waived.

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

Adopted by consent.

Request to Temporarily Close Osborne Street from River Avenue to McMillan Avenue and River Avenue from Bryce Street to Osborne Street on Sunday, August 22 between 06:00 to 24:00 (Midnight) File SC-3.13(32) (Vol. 1)

817 - 7. On June 20, 1993, the Osborne Street B.I.Z. applied for the temporary closure of Osborne Street from River Avenue to McMillan Avenue and River Avenue from Bryce Street to Osborne Street to hold the Osborne Village 25th Anniversary Home Coming Weekend on Sunday, August 22, 1993, between 06:00 and midnight.

On July 27, 1988, Council adopted a policy regarding the temporary closure of streets for entertainment purposes which includes the following:

> "The closure should not involve a high volume and/or high speed thoroughfare connecting one part of the City with another or connecting directly with a Provincial Truck Highway. The closure of such streets would have a major disruptive effect on vehicular traffic movement into, out of and within the City.
>
> The closure should not be located so close to a hospital, fire station or ambulance station so as to impair the effective delivery of emergency services."

It would be necessary to establish a detour via the following streets to accommodate the traffic which normally uses this section of Osborne Street:

> Northbound Osborne Street: eastbound on Corydon Avenue/Donald Street, northbound on Scott Street, westbound on River Avenue, northbound on Bryce Street and westbound on Roslyn Road to Osborne Street;
>
> Southbound Osborne Street: westbound on River Avenue, southbound on Nassau Street and eastbound on Corydon Avenue to Pembina Highway/Osborne Street.

To accommodate the additional vehicular traffic volumes along the detour, parking on the above streets would have to

be prohibited.

The cost of installing and removing signs and barricades associated with such an undertaking is estimated to be $4,455.00. Since this event is community-oriented, it qualifies for cost-sharing and, therefore, the total cost to the applicant would be $1,070.00.

Your Committee on Works and Operations recommends:-

I. That Council Policy C208 on temporary street closures be waived to allow the temporary closure of Osborne Street from River Avenue to McMillan Avenue and River Avenue from Bryce Street to Osborne Street from 06:00 to Midnight on Sunday, August 22, 1993, to permit the Osborne Village 25th Anniversary Home Coming organization to hold its event on the Osborne Street regional thoroughfare.

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

Adopted by consent.

Request to Temporarily Close Osborne Street between Kylemore and Ashland Avenues from Friday, September 10, 1993 to Monday, September 13, 1993
File SC-3.13(32) (Vol. 1)

818 - 8. On May 10, 1993, the Osborne Street South Business Association applied for the temporary closure of Osborne Street between Walker Avenue and Rosedale Avenue from Friday, September 10, 1993 to Monday, September 13, 1993, to hold the Osborne Street Festival '93 .

On July 27, 1988, Council adopted a policy regarding the temporary closure of streets for entertainment purposes which includes the following:

> "The closure should not involve a high volume and/or high speed thoroughfare connecting one part of the City with another or connecting directly with a Provincial Truck Highway. The closure of such streets would have a major disruptive effect on vehicular traffic movement into, out of and within the City.
>
> The closure should not be located so close to a hospital, fire station or ambulance station so as to impair the effective delivery of emergency services."

It would be necessary to establish a detour via the following streets to accommodate the traffic which normally uses this section of Osborne Street:

> Southbound Osborne Street: westbound Kylemore Avenue, southbound Nassau Street South, and eastbound Jubilee Avenue to Osborne Street.
>
> Northbound Osborne Street: eastbound Ashland Avenue, northbound Hay Street, and westbound Maplewood Avenue to Osborne Street.

To accommodate the additional vehicular traffic volumes along the detour, parking on the above streets would have to be prohibited.

The cost of installing and removing signs and barricades associated with such an undertaking is estimated to be $3,625.00. Since this event is community-oriented, it qualifies for cost-sharing and, therefore, the total cost to the applicant would be $1,070.00.

The Director of Streets and Transportation advised that if the closure were to be approved, the 06:00 Monday, September 13, 1993, time should be made earlier in order not to affect the weekday traffic commuting to work.

Your Committee on Works and Operations recommends:-

I. That Council Policy C208 on temporary street closures be waived to allow the temporary closure of Osborne Street between Kylemore and Ashland Avenues from 18:00 Friday, September 10, 1993, to 03:00 Monday, September 13, 1993, to permit the Osborne Street South Business Association to hold its Osborne Street

Report of the Committee on Works and Operations, dated July 6, 1993

Festival '93 on the Osborne Street regional thoroughfare.

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

Adopted by consent.

Recommended Plan for Pembina Highway Widening Project from rue des Trappistes to South City Limit
File SC-3.13(35) (Vol. 1)

819 - 9. The report on file in the office of the City Clerk, "Recommended Plan For Pembina Highway Widening Project From rue des Trappistes To South City Limits", dated June 11, 1993, summarizes the need for the Pembina Highway widening project, the public consultation process, the major components of the project, the alternatives evaluated, and includes a recommended roadway improvement plan for the project.

The existing roadway is a two-lane facility linking a four-lane divided facility north of rue des Trappistes and south of the South City Limit. The widening project will provide a consistent four- lane divided cross-section and improve capacity and safety of this major entrance to the City of Winnipeg.

The report identifies four major components of the project, the need to:

- widen the roadway
- improve the La Salle River crossing
- stabilize the bank of the La Salle River north of Turnbull Drive
- improve the skewed intersection of Turnbull Drive and Pembina Highway

During the early stages of preliminary engineering design a Public Open House was held in St. Norbert to present the project's major components and various alternative solutions, and to solicit the community's views and suggestions for incorporation into the design of the project.

A second Public Open House was held to present to the community the consultant's recommended improvements based on public input and engineering evaluation for each of the major components and solicit public approval. The recommendations were received favourably. The report documents the results of questionnaires completed by citizens and includes the recommended plan that has been finalized following the second Public Open House.

During the preliminary design process and public participation process, Environmental Issues and Heritage Resource Issues were investigated. Results of these investigations reveal no negative impacts. However, an Independent Environmental Consultant is to be appointed to apply for an Environmental License and, if necessary, undertake an Environmental Impact Assessment.

The summary report recommends the following:

1. That Pembina Highway be widened to a four lane divided street by constructing a new two-lane roadway on the east side for northbound traffic and rehabilitation of the existing pavement for southbound traffic between rue des Trappistes and the South City Limit. South of Turnbull Drive there will be a rural cross-section with asphalt shoulders, and north of Turnbull Drive there will be an urban cross-section with curbs, raised medians, and side boulevards. Cyclists will be accommodated on a three metre wide asphalt shoulder south of Turnbull Drive, and on a one metre wide curb lane widening north of Turnbull Drive. Pedestrians will be accommodated on a new sidewalk on the east side of the new northbound roadway between rue des Trappistes and Turnbull Drive. Landscaping will meet Image Route Standards.

2. That twin bridge structures each two-lanes wide replace the existing concrete box culvert crossing of the La Salle River. The bridges will incorporate sidewalks on both sides of Pembina Highway and include a one and a half metre widening adjacent to each curb lane for cyclists. Landscaping in the vicinity of the bridges will enhance the riverbank setting.

3. That the existing skewed intersection at Turnbull Drive be re-aligned to a right angle configuration at Father Labonte Avenue and that a westbound right turn cut-off will be included.

4. That at the site of the riverbank instability on the east side of Pembina Highway just north of Turnbull Drive, the riverbank be stabilized by rock caissons and the area enhanced by landscaping.

The proposed project schedule is as follows:

1993
- Apply for and do all things necessary to acquire an Environmental License
- Undertake detailed engineering design
- Commence property acquisition

1994
- Complete property acquisition
- Undertake riverbank stabilization
- Build roadway widening and bridge embankments

1995
- Build northbound bridge structure
- Build roadways south of Turnbull Drive

1996
- Build southbound bridge structure
- Build roadways north of Turnbull Drive
- Undertake landscaping

The estimated Capital Funding requirement for the project is as follows:

YEAR	AMOUNT	
1992	$ 1,082,000	(approved)
1993	$ 1,421,000	(approved)
1994	$ 3,797,000	(estimated)
1995	$ 6,200,000	(estimated)
1996	$ 6,200,000	(estimated)
TOTAL	$18,700,000	

If the project is approved, it is recommended that the Law Department be instructed to add Pembina Highway between Father Labonte Avenue and the South City Limit to Schedule 1 of By-law 329/73. Regarding this recommendation, it is recommended that there be no new private approaches on Pembina Highway south of Turnbull Drive. Limiting access to this arterial roadway will reduce vehicular conflict and increase the level of safety on the highway. Adding Pembina Highway from Father Labonte Avenue to the south City Limit to Schedule A of the Private Approaches By-law, will allow all necessary existing private approaches to remain and no new private approaches be constructed. Any new development would be oriented to Turnbull Drive.

The following funds for the Work of this project were approved by Council:

- 1992 Capital Estimates - Detailed Engineering Design and Environment Impact Assessment $ 1,082,000
- 1993 Capital Estimates - Property Acquisition $ 1,421,000

Funding for construction is proposed to be budgeted in the 1994, 1995 and 1996 Capital Estimates. Approval of the Recommended Plan is required to acquire property, apply for an Environmental Licence and proceed to detailed design.

Your Committee on Works and Operations therefore recommends:-

I. That the Summary Report, "Recommended Plan for Pembina Highway Widening Project from rue des Trappistes to South City Limits", consisting of a new two-lane northbound pavement, rehabilitation of the existing pavement for southbound traffic and twin bridges over the La Salle River be approved for implementation.

II. That land acquisition negotiations be commenced to acquire all properties required for the project.

III. That an Environmental License and other approvals be obtained in order for the project to proceed to construction.

IV. That Pembina Highway between Father Labonte Avenue and the South City Limit be added to Schedule 1 of By-Law 329/73.

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

Adopted by consent.

REPORT OF THE

COMMITTEE ON WORKS AND OPERATIONS

DATED JULY 12, 1993

On motion of Councillor Duguid, the Report of the Committee on Works and Operations, dated July 12, 1993, was considered clause by clause.

Moved by Councillor Duguid,

That the Consent Agenda items, Clauses 1,2,4,5, and 6 be adopted.

Councillor Hyman requested that Clause 4 be pulled from the Consent Agenda.

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

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

Her Worship the Mayor and Councillors:

Residential Overnight Parking Ban
File ST-5.2 (Vol. 19)

820 - 1. Council, on December 16, 1992, referred the following motion to your Committee on Works and Operations, namely:

"WHEREAS the Mayor can implement "The Residential Overnight Parking Prohibition" to allow the clearing of snow from residential streets;

AND WHEREAS the prohibition prevents anyone from parking a vehicle for more than one hour between 3:00 a.m. and 6:00 a.m.;

AND WHEREAS the administration of this prohibition is not as effective as anticipated and does not achieve the goal of removing vehicles to allow efficient snow removal in residential areas;

AND WHEREAS it would be appropriate to lengthen that time frame from 1:00 a.m. to 6:00 a.m. and to adjust the process of ticketing vehicles providing their immediate removal upon issue of the citation;

AND WHEREAS the purpose of this regulation is to provide for the efficient delivery of snow removal services;

AND WHEREAS the City of Winnipeg could consider alternative ticketing methods (such as issuing a ticket with a fine equal to the cost of removing vehicles to the closest cleared street or area: which would not onerously punish owners of offending vehicles; {as opposed to the present practice of fining offenders $20.00 plus a $45.00 tow fee in addition to a $7.50 per day storage fee for a minimum cost of $72.50});

THEREFORE BE IT RESOLVED that the Committee on Works and Operations review this aspect of the by-law and implement changes that will improve the removal of snow from City Streets."

Council, on March 24, 1993, granted your Committee on Works and Operations a 60-day extension, and on May 26, 1993, a further 90-day extension of time in which to report back to Council on this matter.

On July 12, 1993, your Committee on Works and Operations considered and recommended revisions to the City Policy on Snow and Ice Control, and is to consider a report on the issue of residential overnight parking ban in September, 1993.

Your Committee on Works and Operations, therefore, recommends that pursuant to Section 16.4 of the Procedure By-law No. 5400/90, a further 60-day extension of time be granted in which to report back to Council on this matter.

Adopted by consent.

Proposed Amendment to the Snow Route By-law Files SC-3.6 (Vol. 15) & ST-5.2 (Vol. 19)

821 - 2. Council on March 24, 1993, referred back to your Committee on Works and Operations and the Assiniboia Community Committee, Clause 7 of your Committee on Works and Operation's Report dated March 9, 1993, together with a motion in connection therewith, namely, that the clause be amended by deleting "Cass Street - Musgrove Street and Barker Boulevard" from Schedule "A" referred to in By-law 1991/79 - Snow Emergency Routes - Regional Streets.

On April 13, 1993, your Committee on Works and Operations laid over consideration of this matter in order that it be considered in conjunction with proposed revisions to the City Policy on Snow and Ice Control.

Your Committee on Works and Operations, therefore recommends that pursuant to Section 16.4 of the Procedure By-law No. 5400/90, Council grant an extension of time of 60 days in which to deal with this matter.

Adopted by consent.

Revisions to City Policy on Snow and Ice Control File SC-3.6 (Vol. 15)

Note: This clause has been referred back by Executive Policy Committee to the Committee on Work and Operations.

822 - 3. Your Committee on Works and Operations, on January 12, 1993, requested that the Administration report on the various options that could be considered for improving the existing policy on Snow and Ice Control, including the impacts on service levels and budgets that may result from any change.

The existing policy for Snow and Ice Control was originally adopted by Council in 1980 as part of the approval process of that year's Operating Budget. Significant concerns about the policy were raised following the major blizzard that occurred in November, 1986, and a review was conducted the following summer to evaluate the appropriateness of the existing policy. As a result of that review, Council amended the policy on September 30, 1987, to moderately improve the level of service on Priority III streets and alleys, as well as sidewalks on Priority II and III streets.

In 1989, another review was undertaken to consider further improvements to the level of service for sidewalk clearing. However, at that time Council chose to reaffirm the existing policy that had been established in 1980 and amended in 1987.

The policy was again revised in 1991. As part of an effort to reduce the Operations Department annual funding requirements, the snowfall accumulation normally necessary to warrant a snow clearing operation on Priority III streets and sidewalks was increased, thereby reducing the level of service in these areas. In addition, a 20% reduction in the funding of the hauling program was also adopted and, as a result of this change, the hauling of windrows of snow from the boulevards in the Downtown Square and along other Priority I streets was reduced.

The Snow and Ice Control is a mill rate supported annual program which costs approximately $13.2 million dollars in a year with typical snowfall accumulations. A breakdown of these expenditures by activity can be found in Appendix III. However, it is not very often that Winnipeg would actually receive a typical winter's snowfall, and as a result, annual expenditures vary considerably from year to year. Appendix IV provides a summary on a yearly basis of both actual expenditures and snowfall accumulations for the past several years.

The objective of the Snow and Ice Control Program is to maintain the City's roadways and sidewalks in such a manner so as to:

(a) reduce the hazards of icy road conditions to motorists and pedestrians,

(b) minimize economic losses to the community and industry resulting from unsatisfactory winter driving conditions, and

(c) facilitate the handling of emergencies by Police, Fire and Ambulance Services during the winter.

For the purposes of winter roadway maintenance, the entire street system has been assigned to one of three priority classifications. Specific levels of service are carried out on each classification generally based upon their importance in the total transportation system. When necessary for reasons of safety, the order of priority for the provision of the required services may be altered.

This past winter, the City experienced significantly above-normal snowfall accumulations in November and December and during this period, a considerable number of concerns were expressed by the public and others regarding the adequacy of the existing policy in dealing with the type of snowfalls received. In particular, many citizens felt that the residential sidewalks and alleys were not maintained to a satisfactory standard for a large part of the winter. In addition, many senior citizen groups strongly indicated that there must be an increased emphasis on an improved level of service for snow clearing operations to be undertaken in the vicinity of senior citizen complexes.

As a result, an evaluation of the existing policy on Snow and Ice Control was undertaken and some revision alternatives have been developed for consideration. The intent of this review was to clarify the existing policy with regards to the work practices normally undertaken, as well as to react to the expressions of dissatisfaction with the existing standards that have been indicated by both the citizens of Winnipeg and their council representatives.

It was very evident during the evaluation that the introduction of the use of truck plows as part of the City's snow clearing operations has significantly changed in a positive manner the way in which the City deals with a snowfall event. Clearing operations can be undertaken on a much more timely basis and usually at a reduced cost. In major storms, the use of truck plow equipment during a snowfall results in a more passable street system in those situations. However, it must also be recognized that the truck plow operations can result in some short term problems such as a buildup of snow at intersections and on adjacent sidewalks that would remain until any necessary cleanup work can be completed.

Accordingly, a number of policy revisions have been developed for review and consideration. Appendix I provides a summary of these alternatives along with the budget implications that would result from inclusion into a new policy. Each alternative is further dealt with in greater detail in Appendix II.

This report does not address any cuts to service that may become necessary in order to meet future budget guidelines. However, the establishment of a revised policy will provide a valuable benchmark for any deliberations that may be necessary in the future.

Another major concern that was expressed on many occasions during the past winter was the implementation of the varied overnight parking bans that the City does utilize to allow work crews to more effectively clear the snow from City streets. As a result, information on snow-related parking restrictions has been collected from most other Canadian cities and is currently under evaluation along with some other alternatives that were proposed locally. It is expected that a report and recommendation on this matter will be forthcoming by late summer in 1993.

Your Committee on Works and Operations therefore recommends:-

I. That the proposed snow policy revisions to the City Policy on Snow and Ice Control that have no budget impact as outlined in Appendices I and II be approved, namely:

Clause	Activity
A-1	Plowing of Priority I Streets
A-2	Plowing of Priority II Streets
A-3	Plowing of Priority III Streets
B-1	Use of Salt and Sand
C-1	Sidewalks on Priority I and II Streets (excluding Downtown Square)
C-3	Sidewalks on Priority III Streets
C-5	Removal of Windrows (Sidewalk Plowing)
D-2a,b,c,f,g	Boulevard Windrows
D-3	Private Approaches
D-4	Handicapped Access to Private Property
D-5	Handi-Transit Loading Zones
D-6	Commercial/Industrial/Apartment Loading Zones
D-8	Churches and Synagogues

D-9	Schools
E-1	Hours of Work

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

For the information of Council, your Committee on Works and Operations deferred further consideration of proposed snow policy revisions to the City Policy on Snow and Ice Control that has a budget impact as outlined on Appendices I and II to their September 7, 1993 meeting, namely:

Clause	Activity
A-4	Plowing of Alleys
C-2	Sidewalks in the Downtown Square
C-4	Sidewalks on Priority III Streets (Near Senior Citizen Complexes)
D-1	Removal of High Piles
D-2d	Boulevard Windrows (Metered Areas)
D-2e	Boulevard Windrows (Commercial Frontage)
D-7	Senior Citizen Complexes

REFERRED BACK BY EXECUTIVE POLICY COMMITTEE TO THE COMMITTEE ON WORKS AND OPERATIONS

Brady Road Landfill Site and Proposed Waverley Street/Perimeter Highway Interchange

File WT-3 (Vol. 12)

823 - 4. Your Committee on Works and Operations has reviewed the history of the Brady Road Landfill Site and Proposed Waverley Street/Perimeter Highway Interchange, which is as follows:

July 31, 1985	Council approved a solid waste management program, including a 40-year single site at the Brady Landfill together with transfer facilities.
May, 1987	The Board of Commissioners assigned the engineering for the Brady Landfill expansion to UMA Engineering Ltd.
July 22, 1987	The City of Winnipeg wrote to the Provincial Highways Department requesting approval to upgrade the intersection of Waverley Street and Perimeter Highway by roadway improvements and signalization to serve as the permanent access to the landfill.
March, 1988	Council approved $4.0 million in the Capital Budget for expansion of the Brady Landfill including new access off Waverley Street.
November 10, 1988	The City wrote to the Provincial Highways Department submitting updated information and again asking for approval in principle for the proposed changes at Waverley Street and Perimeter Highway.
March 28, 1989	The Provincial Highways Department responded to the City, stating that the Province would be prepared to provide approval of intersection improvements upon the City's commitment to participate financially in a future interchange.
May 26, 1989	The City wrote to the Provincial Highways Department rejecting the proposal.
September 15, 1989	The Provincial Highways Department responded with a "cut-down" version of the interchange with the requirement of the City's financial commitment.
February 5, 1990	The City wrote to the Provincial Highways Department rejecting the "cut-down" version.

April 3, 1990	The Provincial Highways Department responded that they are not in agreement with signalization and since the City preferred the full interchange, what financial contribution would the City entertain.
February 20, 1991	The Commissioner of Works and Operations sent a letter to the Deputy Minister of Highways outlining the City's plan for implementation for 1991.
March 19, 1991	The City met with the Provincial Highways Department to discuss two additional interchange proposals.
September 17, 1991	Letter from The Honourable Minister of Urban Affairs requesting the City's contribution to an interchange.
November 7, 1991	Letter from the Deputy Minister of Highways and Transportation indicating their desire to enter into a formal agreement for cost sharing of the Waverley-Perimeter interchange.
July 30, 1992	The City met with the Provincial Highways Department to discuss the cost sharing arrangement.
August 20, 1992	The Acting Commissioner of Works and Operations sent a letter to the Deputy Minister of Highways outlining a tentative cost-sharing arrangement.

September 1, 1992The Minister of Highways and Transportation accepted the tentative cost sharing arrangement.

The Springfield Road landfill site closed in 1987 and the Summit Road landfill site is anticipated to reach capacity in 1996-1997, dependent on waste quantities received. The Brady landfill site will become the City's only landfill site. To accommodate the consolidated site traffic, to increase traffic safety and to reduce the hauling distance, resulting in reduced travel time and thereby costs, the 1988 Capital Budget included funds for the relocation of the main access for the landfill from Brady Road to Waverley Street.

As a result of the proposed relocation of the landfill site entrance to Waverley Street, the following roadworks were identified as being required:

- realign and reconstruct Waverley Street as an all-weather road from PTH #100 to the site entrance
- signalization of the intersection of PTH #100 and Waverley Street
- channelization of the intersection of PTH #100 and Waverley Street to accommodate the increase in traffic and to provide north-south left turn storage lanes to reduce delay.

Funding for these roadworks is included in the 1988 Capital Program. The total allotment of funds for these works was $2.4 million.

Currently, the intersection of Waverley Street and PTH #100 is signalized. It is the objective of the Department of Highways and Transportation that PTH #100 should remain free flow (i.e. no new signals). However, as a result of high traffic volumes the Department of Highways and Transportation have installed signals at Waverley Street and PTH #100 as an interim measure.

The future plans for Waverley Street and PTH #100 are to realign Waverley Street and construct a partial interchange, as shown within Figure 1. The City and the Province of Manitoba have exchanged lands as part of the landfill land acquisition program to provide the right-of-way requirements south of PTH #100 for the Waverley Street interchange.

The plans to relocate the landfill site entrance from Brady Road to Waverley Street have been deferred for over five years due to the objection of the Provincial Department of Highways and Transportation. The Province now is willing to elevate the priority of the Waverley Street/PTH #100 interchange and in a letter dated September 1, 1992, from the Minister of Highways and Transportation, has agreed to timing of the project and the cost-sharing arrangement. The current estimate for the interchange is approximately $6.2 million exclusive of lands and engineering costs but including the cost savings from a clay borrow pit on the landfill site. The financial contribution would consist of 16% of the construction cost, currently estimated at $1 million based on the latest construction estimate of $6.2 million, to a maximum City share of $1.3 million to allow for contingencies, inflation and unforeseen additions.

Land acquisition, design and construction of all roadways and embankment bridge works would be the responsibility of the Provincial Highways Department.

The initial indication from the Department of Highways is that the interchange would be operational by the end of 1995. This could be delayed by one year as a result of the Manitoba Environment Department requesting an Environmental Impact Assessment for the interchange as a result of potential noise impacts to the adjacent residential development.

It is proposed that the City enter into a formal agreement with the Department of Highways to cost share the construction of an interchange at Waverley Street and PTH #100. The benefits of this approach is the construction of an interchange at Waverley Street and PTH #100 results in safer access to the landfill site, less delay, a reduction in noise levels to the adjacent development, reduced landfill vehicle operating costs as a result of a reduced haul distance over the Brady Road access and a savings of $1.1 to $1.4 million from the 1988 Capital Budget.

This action would see the landfill infrastructure proceed to coincide with the opening of the interchange, which would require Summit Road Landfill to remain open until that time. This assumes the Province will do all things necessary to implement the interchange in an agreed upon time frame and that the current access to the landfill via Brady Road remains open for the duration of the interchange construction, and that the Provincial Highways Department secure land for the City for replacement clay.

A further advantage is that the Provincial Highways Department could locate the clay borrow pit where the next landfill cell is planned resulting in a possible operating cost saving of $200,000 to $300,000 in a future operating budget as the excavation would be carried out and paid for by the Provincial Highways Department. The actual cost savings will be determined when the Department of Highways has completed final design and clay quantities have been determined.

On March 9, 1993, your Committee on Works and Operations considered an administrative report dated February 18, 1993, entitled "Brady Landfill - Long Term Access", and concurred in principle with the following recommendations contained therein, but laid over consideration of the matter pending the completion of an extensive public consultation process, namely:

1. That the City enter into a formal agreement with the Province to cost share the construction of an interchange at Waverley Street and PTH #100.

2. That the at-grade intersection improvements and reconstruction of Waverley Street not proceed and that a portion of the 1988 Capital Program for these works be approved as a contribution to the Manitoba Department of Highways and Transportation for the implementation of an interchange at Waverley Street and PTH #100 (Perimeter Highway), in the amount of 16% of the construction costs, up to a maximum of $1.3 million.

3. That a clay borrow pit from the Brady Landfill Site be included in the cost sharing arrangement with the Manitoba Department of Highways and Transportation for the construction of the interchange.

4. That the clay spoil banks along the floodway adjacent to Highway #75 be secured for the City by the Manitoba Department of Highways to replace the clay for the borrow pit.

5. That the City Administration do all things necessary to carry out the above recommendations.

Public Open Houses were held on June 14 and 15, 1993, and the Riel Community Committee, at its meeting on June 16, 1993, recommended:

1) That the proposed Waverley Street/Perimeter Highway interchange be proceeded with but that Brady Road at the Perimeter Highway not be closed until such time as a traffic plan has been approved by the area residents.

2) That a fair formula be devised to allow monies from tipping fees to be dedicated for the development of the park site adjacent to the landfill site.

3) That your Committee support the appointment of a citizens group, comprised of representatives of the area, who would monitor the development of the Brady Landfill Site and Park.

After considering all aspects of this matter, your Committee on Works and Operations recommends as follows:-

I. That the City enter into a formal agreement with the Province to cost share the construction of an interchange at Waverley Street and PTH #100.

II. That the at-grade intersection improvements and reconstruction of Waverley Street not proceed and that a portion of the 1988 Capital Program for these works be approved as a contribution to the Manitoba Department of Highways and Transportation for the implementation of an interchange at Waverley Street and PTH #100 (Perimeter Highway), in the amount of 16% of the construction costs, up to a maximum of $1.3 million.

III. That a clay borrow pit from the Brady Landfill Site be included in the cost sharing arrangement with the Manitoba Department of Highways and Transportation for the construction of the interchange.

IV. That the clay spoil banks along the floodway adjacent to Highway #75 be secured for the City by the Manitoba Department of Highways to replace the clay for the borrow pit.

V. That the proposed Waverley Street/Perimeter Highway interchange be proceeded with but that Brady Road at the Perimeter Highway not be closed until such time as a traffic plan has been approved by the Committee on Works and Operations.

VI. That Council delegate authority to the Committee on Works and Operations to develop a fair formula to allow monies from tipping fees to be dedicated for the development of the park site adjacent to the Brady Landfill Site.

VII. That Councillor Angus and the Director of Waterworks, Waste and Disposal appoint a citizens group, including representatives from the immediate area, to provide advice during the development of the Brady Landfill Site and Park.

VIII. 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.

Moved by Councillor Hyman,
That the clause be referred back to the Committee on Works and Operations.

The motion to refer was put.

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

Yea: Councillors Boychuk, Duguid, Hyman, Thomas and Reese. 5

Nay: Councillors Eadie, Fraser, Golden, Lazarenko, O'Shaughnessy, Silva, Clement, Mayor Thompson and Councillor Angus. 9

and the motion to refer was declared lost.

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

(Note: Figure 1 referred to in the above clause is on file in the office of the City Clerk)

Council here proceeded to consider the Report of the Committee on Works and Operations, dated June 14, 1993.

REPORT OF THE

COMMITTEE ON WORKS AND OPERATIONS

DATED JUNE 14, 1993

On motion of Councillor Duguid, the Report of the Committee on Works and Operations, dated June 14, was considered.

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

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

Her Worship the Mayor and Councillors:

Lead in Winnipeg Drinking Water - Action Plan for Water Stabilization - Lead Mitigation File WW-1 (Vol. 5)

824 - 1. The United States Environmental Protection Agency restricted the introduction of new lead materials into plumbing systems by banning the use of lead pipe and by limiting the concentration of lead in solders in 1986. The implementation of a similar restriction on lead in solder has also taken place in Manitoba.

The standard for lead in drinking water in the United States was revised from 50 ug/L to 15 ug/L on June 7, 1991. The regulation includes a new corrosion control treatment rule which will hold utilities responsible for corrosion control treatment based on the quality of "first draw" water samples at randomly selected homes.

In Canada, the relevant document governing lead in drinking water is Guidelines for Canadian Drinking Water Quality (Health and Welfare Canada 1989). The National Guideline for lead was revised from 50 ug/L to 10 ug/L (1 ug/L = 1 part per billion parts) in the 1989 publication with the "proposed" value being subject to finalization after a one year comment period. The new Guideline is based on the taking of "flushed" samples from points rather than "first draw" samples. The Guideline was reaffirmed on May 13, 1992.

Manitoba Environment provided an interim position respecting the provincial maximum acceptable concentration for lead in drinking water on June 19, 1990 at the request of the City. The position which was to remain in effect until April, 1991 maintained the maximum allowable concentration at 50 ug/L lead but required public education where "mean lead levels" exceeded 10 ug/L. No further information has been received from the Province.

Phase 1 of the City study was completed and a report entitled A Water Quality Study: Lead in Winnipeg Drinking Water dated May, 1990 and summarizing results was produced by the Waterworks, Waste and Disposal Department. A report dated September 11, 1990 summarizing the findings of the Phase 1 study was presented to the Committee on Works and Operations at the meeting of September 25, 1990.

Phase 2 of the lead in Winnipeg drinking water research program has been carried out and a report entitled A Water Quality Study: Lead in Winnipeg Drinking Water Phase 2 dated September 1992 has been prepared.

Phase 3 of the research program was initiated in June, 1992. It is expected that results of this phase of the work will be available in late 1993.

A public information brochure respecting the lead in drinking water issue has been prepared and will be distributed in Winnipeg in the near future.

Research conducted on the Winnipeg water supply shows that the water is relatively "lead-free" until it comes into contact with lead contained in lead service connections where they are used and plumbing components in customers' homes. The lead results from the fact that the water is moderately corrosive to metal. The lead found in "first draw" water in homes serviced by non-lead water connections was slightly in excess of the new guideline but could be lowered easily below the guideline by flushing for approximately 30 seconds. The lead in homes served by lead water connections was found at higher levels and could not always be lowered below the guideline by flushing.

The City and Province have been meeting to discuss the potential implementation and implications of the new lower lead guideline. It has been generally agreed that water stabilization may be a cost effective action plan to

address lead levels in the drinking water. Accordingly Wardrop Engineering Inc. and their subconsultant CH2M HILL Engineering Ltd., were requested to prepare a report on water stabilization.

While water stabilization is a common water treatment technique, it may or may not be effective depending on complex interactions of the chemistry of the water and the piping materials in the distribution system. The effectiveness for Winnipeg and the selection of the proper chemicals and the dosage to be applied is best determined by pilot testing. Accordingly pilot testing is required prior to implementation.

In order to proceed with this project, funding is required. The recommended funding will fund the total cost of the program to pilot, design, and construct a facility, with a total implementation schedule of approximately three years.

Health and toxicological experts have indicated that the lead levels found in Winnipeg drinking water do not pose a hazard to the health of consumers and that large expenditures for mitigation are not warranted. Recommendations are provided for further health consultation, water quality monitoring, public information, replacement of lead water connections and further research on lead in drinking water.

Your Committee on Works and Operations therefore recommends:-

I. That $170,000.00 be included in the 1994 Current Estimates for pilot testing of drinking water stabilization.

II. That $1,500,000.00 be included in 1995 of the 1995-1999 Five-Year Capital Forecast for construction of facilities to implement water stabilization.

III. That the City provide ongoing monitoring of the pilot project, outlined in Recommendation I., together with the entire issue of lead in the drinking water, for report back to your Committee on Works and Operations prior to proceeding with the implementation of the water stabilization program, outlined in Recommendation II.

IV. 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.

The motion for the adoption of the clause was put.

The Speaker called for the yeas and nays, which were as follows:-

Yea: Councillors Boychuk, Duguid, Hyman, Lazarenko, Prystanski and Thomas. 6

Nay: Councillors Reese, Fraser, Golden, Murray, O'Shaughnessy, Silva, Clement, Mayor Thompson and Councillor Angus. 9

and the motion for the adoption of the clause was declared lost.

Council here reverted back to the order of business "Report of the Committee on Works and Operations, dated July 12, 1993, Clause 5.

Solid Waste Utility Implementation
File WT-1.2 (Vol. 8)

825 - 5. On July 11, 1990, Council adopted the Waste Minimization and Recycling Action Plan which included the investigation of funding options for waste minimization and recycling programs, including tipping fee surcharges, increasing the mill rate, and a utility concept for solid waste management. Additionally, the Board of Commissioners was directed to submit a report regarding creation of a collection and disposal utility funded by a direct user pay charge.

Report of the Committee on Works and Operations, dated July 12, 1993

On November 27, 1990, your Committee on Works and Operations considered a report dated November 2, 1990, regarding a user-pay utility system for solid waste management, and did not concur with the recommendations.

On January 16, 1992, David M. Griffith and Associates Ltd. of Hamilton, Ontario, was retained to undertake a study to identify funding alternatives for the solid waste and waste minimization and recycling program.

On March 25, 1992, the establishment of a Solid Waste Disposal Fund was approved by Council as part of the 1992 Current Estimates, to which all costs associated with solid waste disposal are charged and recovered through tipping fees.

The 1993 Current Estimates, dated February 10, 1993, contained the directive that the Commissioner of Works and Operations prepare an implementation plan for a solid waste utility, said plan to identify timing of implementation, project costs and an appropriate fee structure for all residential premises and small commercial properties serviced by the City.

In 1993, the City of Winnipeg looked at various financial strategies for solid waste management. As early as 1990, it was recognized that there may be advantages in removing solid waste services from the mill rate and considering this service as a self-funded utility through user charges similar to the water and sewer and hydro electricity utilities.

An examination of this option has been conducted and it has been concluded that this is a direction the City could consider pursuing. In addition to lessening the mill rate by approximately 2.26%, there are matters of equity and environmental stewardship that will be addressed. For example, the commercial/industrial sector that largely funds its own privately-provided solid waste services still contributes to the City's costs for operation of residential solid waste services through the mill rate tax. Also, within the residential, apartment, and small commercial services provided by the City, there is currently no mechanism to tie the usage of service to the amount charged.

The Administration is of the opinion that a Committee be formed chaired by the Chairperson of the Committee on Works and Operations and to include the Commissioner of Works and Operations and appropriate members of the general public and the Administration, to review and bring forth recommendations on a solid waste utility including rate structure and implementation plan. In addition, the Solid Waste Funding Study by David M. Griffith and Associates should be referred to said committee for consideration and report.

A Solid Waste Utility will benefit the Waste Minimization Program, since approximately 45% of waste originates from the residential sector, and with a utility it is anticipated greater participation will occur in the composting and recycling programs.

Public Consultation

The move from mill-rate supported solid waste services to a user-pay system as recommended by the consultant is a significant change. Under a user-pay system, customers would pay for their fair share of this service and would therefore become aware of the actual cost of providing collection and disposal of solid wastes.

It is difficult to judge the level of acceptance by customers to such a system change. Recent media coverage of this issue indicated that there are strong opinions both for and against a user-pay solid waste management system. Therefore, prior to proceeding further with the consultant's recommendations, the Administration suggests that a public consultation program be undertaken to enable a full assessment of the impact on system users.

The consultation would be targeted at a representative cross-section of City of Winnipeg residential and commercial customers, and would be aimed at soliciting opinions based on a common understanding of the issues involved. The cost of the public input program would be approximately $30,000.00 and could be funded from an additional appropriation funded from the 1993 budgeted surplus in the Solid Waste Disposal Fund. Soliciting public input could include focus groups and/or surveys. The consultation program could be conducted in two phases, with the first phase being focus groups to identify the range of concerns the public may have, what issues are of concern to the public, and to generate the public's ideas. The second phase could be a survey to poll public opinion, utilizing the information gained from the focus groups in developing the questionnaire for the survey. This two-phase approach would ensure that the results reflect qualitatively the concerns of the public in the public's own language, and it would ensure statistically representative results through the quantitative survey. The results of the public consultation process would be utilized in developing further recommendations in this matter.

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Implementation Considerations

The following describes other issues related to implementing the user-pay utility financing for solid waste management that must be dealt with further in developing recommendations in this matter.

1. Legal Aspects - The City of Winnipeg Act

The City of Winnipeg Act does not clearly give the City authority to implement user charges for solid waste services, and does not include solid waste in the powers to operate utilities. Therefore, changes to The City of Winnipeg Act are required to explicitly allow the establishment of user charges and a solid waste utility. This matter is under review by the Province at the present time and the necessary changes are anticipated in time for possible implementation of a utility for solid waste by 1994.

2. Billing System

Establishment of a billing system and data base are required to implement a user-pay utility for solid waste. The Computer Services Department has advised that the existing water and sewer utility data base could be modified to accommodate a flat rate solid waste services charge. Changes to the billing system to accommodate solid waste charges could be done simultaneously with proposed changes in the water rate structure, at an estimated cost of $90,000.00. Amendments to the current water and sewer utility bill would be required to accommodate the additional lines of type for solid waste billing information. The estimated timing for billing changes conducted by a team of three programmers would be approximately five months.

3. Public Information

Experience elsewhere in establishing utilities in mill rate financing environments shows that it is critical to undertake a public education and information campaign, to create understanding and acceptance of changes to the system. This task in the implementation strategy is the most important element for successful utility establishment. Public information would be required at the time of utility implementation, should this direction be pursued. This information could be multi-media, including newspaper and radio advertising as well as a mailed brochure.

4. Monitoring and Enforcement

A public information campaign will help to make the transition from the mill-rate system to the utility system more understood and accepted. A monitoring and enforcement program will be necessary to control any illegal dumping or abuse of the system, should a system other than a flat rate system be adopted.

5. Administration and Resources

The existing administrative infrastructure is being reviewed as part of the restructuring review of the public works departments. It is important to ensure the necessary resources are available for public information and education, enforcement, monitoring of the utility operations, accounting functions and customer service.

6. Autobin

The committee referred to previously should review and make recommendations on an appropriate fee structure for autobin users.

7. Commercial Customers

Issues regarding applicability of the new rates to commercial customers under the solid waste by-law need to be examined and resolved. These issues will be reported on at a later date.

In order to have the ability of an implementation date early in 1994, programming changes to the Waterworks Billing System must commence immediately at an estimated cost of $90,000.00 which can be funded from an additional appropriation funded from the 1993 budgeted surplus in the Solid Waste Disposal Fund.

If funds are not approved for the billing system, the start date will have to be revised to January 1, 1995.

The $90,000.00 also provides for the Waterworks Billing System changes for the proposed new water rate structure.

Your Committee on Works and Operations therefore recommends:-

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I. That a committee be formed to prepare recommendations on a solid waste utility, consisting of the Chairperson of the Committee on Works and Operations, Councillor Boychuk as an additional member of the Committee on Works and Operations, the Commissioner of Works and Operations, and appropriate members of the general public and the Administration.

II. That prior to further reporting on the details for implementation of a solid waste utility, a public consultation program be undertaken, at a cost up to $50,000.00, and that an additional appropriation be approved to be funded from the 1993 budgeted surplus in the Solid Waste Disposal Fund.

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.

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

For the information of Council, your Committee on Works and Operations does not concur that $90,000.00 be provided through an additional appropriation to be funded from the 1993 budgeted surplus in the Solid Waste Disposal Fund, for programming changes to the Waterworks Billing System to accommodate solid waste services charges, inasmuch as it would be premature prior to the public consultation program.

Your Executive Policy Committee recommends:

A) That the last paragraph of clause 5 be deleted in its entirety;

B) That the following recommendation be concurred in as recommendation IV., namely:

"That $90,000.00 be provided through an additional appropriation to be funded from the 1993 budgeted surplus in the Solid Waste Disposal Fund, for programming changes to the Waterworks Billing System to accommodate solid waste services charges."

C) That recommendation IV. be renumbered to recommendation V.

Moved by Councillor Duguid,
Adoption of the clause.

In amendment,

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

The Speaker called Councillor Boychuk to the Chair and left the Chamber.

The Acting Speaker, Councillor Boychuk, called the Deputy Speaker, Councillor Reese to the Chair.

Councillor Angus here returned to the Chamber.

Moved by Councillor Angus,
That Rule 6.1 be suspended to allow Council to continue consideration of the clause beyond the lunch hour at 12:00 noon.

Carried.

In amendment,

Moved by Councillor Golden,
Seconded by Councillor Fraser,
That Recommendation No. 1 be amended to require Council approval of the membership of the Solid Waste Utility Implementation Study Committee which would be comprised of representation from a wide spectrum of the waste industry.

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Moved by Councillor Silva,
That the question be now put.
Carried.

The amendment proposed by Councillors Golden and Fraser was put and declared lost.

Councillors Golden and Prystanski asked to be recorded as having voted in support of the amendment, in accordance with Rule 50.7 of the Procedure By-law.

The amendment proposed by the Executive Policy Committee was put.

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

Yea: Councillors Duguid, Eadie, Murray, O'Shaughnessy, Thomas, Clement, Mayor Thompson and Councillor Reese. 8

Nay: Councillors Boychuk, Fraser, Golden, Hyman, Lazarenko, Prystanski, Silva and Angus. 8

and the amendment proposed by the Executive Policy Committee was declared lost in accordance with Rule 58 of the Procedure By-law.

The Deputy Speaker advised that on motion of Council, each recommendation contained within the clause would be voted upon separately.

Recommendation No. 1 was put and declared carried.

Councillors Boychuk, Golden and Prystanski asked to be recorded as having voted against the recommendation, in accordance with Rule 50.7 of the Procedure By-law.

Recommendation No. 2 was put and declared carried.

Councillors Boychuk, Golden and Prystanski asked to be recorded as having voted against the recommendation, in accordance with Rule 50.7 of the Procedure By-law.

Recommendation No. 3 was put and declared carried.

Councillors Boychuk, Golden and Prystanski asked to be recorded as having voted against the recommendation, in accordance with Rule 50.7 of the Procedure By-law.

Recommendation No. 4 was put and declared carried.

Councillors Boychuk, Golden and Prystanski asked to be recorded as having voted against the recommendation, in accordance with Rule 50.7 of the Procedure By-law.

Additional Appropriation - 1993 Snow Clearing and Ice Control Activities
Files FE(1993) (Vol. 5) & SC-3.6(Vol. 15)

826 - 6. Your Committee on Works and Operations has been advised that the approved 1993 Current Estimates contain funding in the amount of $10,292,303.00 for snow clearing and ice control activities. Based on expectations of normal winter conditions, it is anticipated that existing funding is not adequate to maintain service levels as required under the City's existing Snow Removal Policy.

Adequate funding is required to be in place prior to awarding the 1993-1994 Snow Clearing Contracts scheduled for September of this year.

A budget was prepared for the 1993 calendar year for District and Regional Snow Clearing and Ice Control activities, in the amount of $13,290,300.00. This was funding required to cover a normal winter's operation. To meet the budget guideline for the Operations Department, reductions were made related to operating procedures,

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the elimination of the Calcium Magnesium Acetate experimental Ice Control Program, and the anticipation of sub-normal winter conditions, resulting in a 1993 budget being considered in the amount of $11,992,303.00. At the time of the final review of the 1993 Tax-Supported Current Estimates by City Council on March 24, 1993, a further $1,700,000.00 was removed from these programs. This resulted in an approved budget of $10,292,303.00.

The present budget status is as follows:

1993 Budget	$10,292,303.00
Expenditures to Date	8,623,272.00
Balance Available	$ 1,669,031.00

The year-to-date expenditure of $8,623,272.00 is about average for the January to April period. A significant expenditure was experienced for the extensive hauling operations carried out in January, due to the heavy snow fall that occurred late in December of 1992. This, coupled with costs associated with clearing of large snow accumulations from sidewalks as a result of the same snowfall, impacted on the expenditure to date.

Based on normal snowfall and a continuation of existing service levels, it is anticipated that expenditures would be in the order of $4,700,000.00 for the October through December, 1993 period. This would result in a total expenditure of $13,323,272.00 and a funding shortfall of $3,030,969.00 for the 1993 calendar year.

The projected expenditure of $13,323,272.00 is comparable to the Operations Department initial budget of $13,290,300.00 based on normal winter conditions.

It should be noted that in the past two years, both of which had higher than average snowfall during the October through December period, expenditures were $6,500,000.00 and $7,400,000.00 for 1991 and 1992, respectively.

Based on the above, plus the need to ensure adequate funding is in place prior to awarding the 1993-1994 Snow Clearing Contracts in September, it is recommended, at this time, that additional funds in the amount of $3,000,000.00 be approved in order to provide snow clearing service for the remainder of the 1993 budget year.

Your Committee on Works and Operations therefore recommends:-

I. That an additional appropriation in the amount of $3,000,000.00 be approved to cover an anticipated shortfall in funding for the 1993 Snow Clearing and Ice Control Program, on the understanding that the snow clearing and ice control activities will be as determined by Council, on the recommendation of the Committee on Works and Operations.

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

Adopted by Consent.

Council recessed at 12:25 p.m., and reconvened at 1:38 p.m., same members present.

Councillors Murray, O'Shaughnessy, Prystanski, Silva, Thomas, Clement and Mayor Thompson entered the chamber after the meeting had reconvened.

WELCOME OF GUESTS

827 - The Speaker acknowledged the "Elgin Adult English as a Second Language" students in attendance in the gallery with their instructors, Dolores Kimak and Gail Ross.

COMMITTEE ON WORKS AND OPERATIONS

CONSIDERATION OF BY-LAWS

828 - On motion of Councillor Duguid, By-law No. 6206/93, a By-law of the City of Winnipeg to close Stella Avenue and part of the public lane between Aikins and Robinson Streets, to open a public lane to Aikins Street, north of that part of Stella Avenue to be closed, and to repeal By-law No. 4657/87, was read a second and third time, and was passed and ordered to be signed and sealed. File DAOC 1/91.

COMMITTEE ON WORKS AND OPERATIONS

QUESTION PERIOD

829 - Councillor Golden questioned whether there could be special removable "tow-away" signage added to snow route signs to remind the public that they are in a "tow-away" zone when the regulation is in effect.

Councillor Duguid noted that he would raise the matter at the next meeting of the Committee on Works and Operations.

Councillor Golden urged the Chairperson of the Committee on Works and Operations to consider allowing the Commissioner of Works and Operations discretion when applying the snow clearing policies to ensure that plowing is done only when needed.

Councillor Duguid confirmed that discretion is presently allowed to avoid unnecessary plowing, and this discretion was exercised often in the last year.