Minute No. 265
Report - Standing Policy Committee on Infrastructure Renewal and Public Works - February 6, 2007

Item No. 1 **Post-Secondary Monthly Bus Passes for Institutions Teaching English as an Additional Language (formerly English as a Secondary Language)**
File TT-2

COUNCIL DECISION:

Council concurred in the recommendation of the Standing Policy Committee on Infrastructure Renewal and Public Works and adopted the following:

1. That additional tax-support funding be approved in order for the eligibility criteria to purchase and use Post-Secondary Monthly Bus Passes be extended to students enrolled in English as an Additional Language programs at any institution currently eligible to sell the Post-Secondary Monthly Bus Pass.

2. That the financial implications of Recommendation 1 be referred to the 2007 Operating Budget process for consideration.

3. That the eligibility criteria for adult students enrolled in Adult Education Centres be updated to reflect the names of the current school division organizations in Winnipeg.

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

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DECISION MAKING HISTORY:

Moved by Councillor Clement,

That the recommendation of the Standing Policy Committee on Infrastructure Renewal and Public Works be adopted by consent.

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On February 14, 2007, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Infrastructure Renewal and Public Works and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On February 6, 2007, the Standing Policy Committee on Infrastructure Renewal and Public Works concurred in the administrative recommendations and submitted the matter to the Executive Policy Committee and Council.

On April 11, 2006, the Standing Policy Committee on Infrastructure Renewal and Public Works recommended that the request from the Winnipeg School Division, Adult ESL Program be referred to the Administration for report back with respect to the following:

1. A review, with an option of including, the Winnipeg School Division, Adult ESL Program to the list of educational institutions on the Transit Department's Post-Secondary Monthly Bus Pass program.

2. Review of current eligibility criteria of the Transit Department's Post-Secondary Monthly Bus Pass program.

3. And costs associated with the above noted options.

Further on April 11, 2006, the Standing Policy Committee on Infrastructure Renewal and Public Works received a communication from Pat Burgess, Vice Principal, on behalf of the Winnipeg School Division Adult ESL Program, dated March 1, 2006, requesting that the Winnipeg Adult Education Centre be added to the list of educational institutions on the Transit Department's Post-Secondary Monthly Bus Pass program, in order to enable immigrant and refugee students who are in financial need to be eligible to obtain reduced-rate monthly transit passes.

Report - Standing Policy Committee on Infrastructure Renewal and Public Works - February 6, 2007

DECISION MAKING HISTORY (continued):

EXECUTIVE POLICY COMMITTEE:

On October 12, 2005, the Executive Policy Committee referred the recommendation of the Citizen Equity Committee to the Administration, namely, that Applied Linguistics Centre Ltd. be added to the list of educational institutions on the Transit Department's Post-Secondary Monthly Bus Pass program, in order to enable immigrant and refugee students who are in financial need to be eligible to obtain reduced-rate monthly transit passes.

RE: Post-Secondary Monthly Bus Passes for Institutions Teaching English as an Additional Language (formerly English as a Secondary Language)

FOR SUBMISSION TO: **The Standing Policy Committee on Infrastructure Renewal and Public Works**

ORIGINAL REPORT SIGNED BY: **Dave Wardrop, Director of Transit**

REPORT DATE: **December 4, 2006**

RECOMMENDATIONS:

1. That, subject to Council approval of additional tax-support funding, the eligibility criteria to purchase and use Post-Secondary Monthly Bus Passes be extended to students enrolled in English as an Additional Language programs at any institution currently eligible to sell the Post-Secondary Monthly Bus Pass;

2. That the financial implications of Recommendation 1 be referred to the 2007 Budget process for consideration; and

3. That the eligibility criteria for adult students enrolled in Adult Education Centres be updated to reflect the names of the current school division organizations in Winnipeg.

Report Summary

Key Issues:

- On October 12, 2005, the Executive Policy Committee approved Applied Linguistics Centre be added to the list of institutions eligible for the Post-Secondary Monthly Bus Pass program. Applied Linguistics Centre offers a full-time English as an Additional Language program.

- On April 11, 2006, the Standing Policy Committee on Infrastructure Renewal and Public Works considered a request from the Winnipeg School Division to have it's part-time English as an Additional Language program included with the list of institutions on the Post-Secondary Monthly Bus Pass program. To ensure consistent and equitable treatment of these institutions, it is recommended that the eligibility criteria to purchase and use Post-Secondary Monthly Bus Passes be extended to include students enrolled in English as an Additional Language

programs at any of institution currently eligible to sell the Post-Secondary Monthly Bus Pass.

- In extending the eligibility criteria as described in Recommendation 1, it is estimated that the Transit Department will require annual tax-support funding of $52,000.

Implications of the Recommendation(s):

General Implications

(**X**) None

( ) For the organization overall and/or for other departments

( ) For the community and/or organizations external to the City

( ) Involves a multi-year contract

Comment(s):

Policy Implications

( ) No

(**X**) Yes

Comment(s): The policy on eligibility for the Post-Secondary Monthly Bus Pass program will be amended to include students enrolled in full and part-time English as an Additional Language programs at qualifying institutions.

Regulatory Implications

(**X**) None

( ) Eliminates or reduces regulatory impact

( ) Proposes regulatory impact

Comment(s):

Environmental Implications

(**X**) No

( ) Yes

Comment(s):

Human Resources Implications

(**X**) No

( ) Yes

Comment(s):

Financial Implications

() Within approved current and/or capital budget

(**X**) Current and/or capital budget adjustment required

Comment(s): The anticipated annual lost revenue and costs associated with this initiative is approximately $73,000. Although some new ridership may be gained, it is estimated that approximately $52,000 in additional tax-support funding will be required by the department to support this initiative.

Report

REASON FOR THE REPORT:

On April 11, 2006, the Standing Policy Committee on Infrastructure Renewal and Public Works passed the following motion:

> "The Standing Policy Committee on Infrastructure Renewal and Public Works referred the request from the Winnipeg School Division, Adult ESL Program to the Administration for report back with respect to the following:
>
> 1. A review, with an option of including, the Winnipeg School Division, Adult ESL Program to the list of educational institutions on the Transit Department's Post-Secondary Monthly Bus Pass program.
>
> 2. A review of current eligibility criteria of the Transit Department's Post-Secondary Monthly Bus Pass program.
>
> 3. And costs associated with the above noted options."

HISTORY:

On February 23, 2000, Council approved the report of the Working Group on Public Transportation Policy entitled "Direction to the Future – The Guide to Better Transit for Winnipeg" which recommended that a post-secondary pass, discounted at a value of 20% from the equivalent cost of full fare monthly bus passes, be implemented for the University of Manitoba, University of Winnipeg, and Red River College during the 2000/2001 academic year.

On May 23, 2001, Council approved that the Post-Secondary Monthly Bus Pass be made a permanent component of the transit fare structure, effective September 1, 2001. Appendix I provides the complete recommendations approved by Council but in summary, for equity reasons, eligibility for Post-Secondary Monthly Bus Passes was expanded to full-time and part-time students enrolled in credit courses leading to a recognized degree or diploma at:

- Universities and Colleges recognized by an Act of the Manitoba Legislature; and

- Private Vocational Schools in Winnipeg with a current certificate of registration issued by the Provincial Department of Education.

As well, adult students (over age 22) enrolled in courses leading to a High School diploma at Adult Education Centres operated in Winnipeg were also deemed eligible.

On October 12, 2005, Executive Policy Committee directed that Applied Linguistics Centre be added to the list of institutions on the Post-Secondary Monthly Bus Pass program.

On April 11, 2006, the Winnipeg School Division, Adult EAL program, also requested to be added to this list, and the Standing Policy Committee on Infrastructure Renewal and Public Works referred the matter to the Administration for report.

DISCUSSION:

The Province of Manitoba notes on its Immigration and Multiculturalism website that the goals of Adult English as an Additional Language (EAL) are to assist learners to:

- develop communicative competence in EAL; and
- acquire necessary, appropriate and timely settlement information

to pursue their personal, academic, and employment goals and live lives of dignity and purpose in Canada.

Newcomers to Canada come with varying educational and language learning experiences, as well as goals and needs. As such, current Adult EAL programs in Manitoba are delivered in a number of ways. Listed below are the different forms of Adult EAL program offerings in Winnipeg with students who may be interested in participating in the Post-Secondary Monthly Bus Pass program:

1. Full-Time Programs – these are presently offered by Red River College, Applied Linguistics Centre, University of Winnipeg, University of Manitoba and Heartland International English School;

2. Part-Time Programs – these are presently offered by Winnipeg School Division Adult EAL Day program, Winnipeg School Division Adult EAL Evening program, St. Vital Adult EAL program, Louis Riel Division Adult EAL Evening program and St. Boniface College;

3. Community Based Language Training Programs – these programs change regularly, but there are currently 22 Community Classes for Women at 10 locations throughout the City;

4. Winnipeg Transition Centre Program – this is a self-directed program where students can go as much as they want within the hours of operation; and

5. Workplace – these are job-specific English language classes offered on-site at the workplace.

Appendix II provides information on each of these programs. In total, this market represents approximately 5,000 participants.

Expansion of Eligibility Criteria

Since the implementation of the Post-Secondary Monthly Bus Pass program in 2001, the few inquiries that the Transit Department has received regarding expansion of eligibility have been on behalf of students enrolled in EAL programs. In discussions with the Province of Manitoba and the various groups offering the Adult EAL programs, very positive support was expressed to extend the Post-Secondary Monthly Bus Pass eligibility to students in these programs. Experience with the Applied Linguistics Centre indicates that approximately 40% of its EAL students are participating in the Post-Secondary Monthly Bus Pass program. Many individuals in these programs have limited resources and, consequently, the discounted passes would be highly valued. In fact, for many, public transit is their primary means for getting around the city.

On this last point, however, that being the case, the potential to gain additional ridership by extending eligibility for the pass to these students is limited. When the Post-Secondary Monthly Bus Pass program was trialed in 2000/2001, it was concluded that ridership amongst participating students increased approximately 5%. It is doubtful that such an increase would be realized by students registered in Adult EAL programs, however.

Presently, the Province of Manitoba does not have EAL training certification requirements. Under the existing Post-Secondary Monthly Bus Pass program, this was a significant basis for determining which institutions would be eligible to participate. As such, for consistency reasons, it is recommended that eligibility be extended to students attending EAL programs at institutions already eligible to participate in the Post-Secondary Monthly Bus Pass program under existing eligibility criteria.

If the purchasing behaviour of those EAL students who are currently participating (Applied Linguistics Centre) in the Post-Secondary Monthly Bus Pass program were to be similar to other EAL students, it is estimated that the annual value of costs and lost revenues as a result of extending the eligibility to EAL students would be $73,000. This would be partially offset, however, by new revenues generated from those EAL students who are not current transit users, but who would shift to transit as a result of the

discounted pass. It is estimated that annual offsetting revenues of $21,000 would be generated, resulting in a net annual shortfall of $52,000 that would require additional tax-supported funding.

If eligibility were extended only to students enrolled in the Winnipeg School Division EAL program, the additional tax-support funding required would be $15,000. For reasons of equity, however, it is recommended that eligibility be extended to students enrolled in EAL program at any institution currently eligible to participate in the Post-Secondary Monthly Bus Pass program.

This recommendation would not exclude the Applied Linguistics Centre as this institution was approved on its own by Executive Policy Committee on October 12, 2005. This recommendation is not designed to supersede that decision.

Notwithstanding this, eligibility criteria needs to be established to ensure equitable and consistent application is made.

Other Changes to Eligibility Criteria

One of the eligible groups of participants include adult students (aged 22 years or more) enrolled in courses leading to a high school diploma at Adult Education Centres operated in Winnipeg school divisions. Since the establishment of the Post-Secondary Monthly Bus Pass program in 2001, a number of mergers and restructuring of Provincial school divisions has taken place. As such, some of the school divisions noted in the original recommendation (see Appendix I) no longer exist.

It is recommended that this portion of the eligibility criteria be updated to reflect the current school division organization in Winnipeg. Specifically, that students enrolled in courses leading to a high school diploma at Adult Education Centres operated in Winnipeg by Louis Riel School Division, Pembina Trails School Division, River East Transcona School Division, St. James-Assiniboia School Division, Seven Oaks School Division, Winnipeg School Division and la Division scolaire franco-manitobaine be eligible for participation in the Post-Secondary Monthly Bus Pass program.

Financial Impact Statement

Date: December 4, 2006

First Year of Program **2007**

Project Name: Post-Secondary Monthly Bus Passes for Institutions Teaching English as an Additional Language (formerly English as a Secondary Language)

	2007	2008	2009	2010	2011
Capital					
Capital Expenditures Required	$ -	$ -	$ -	$ -	$ -
Less: Existing Budgeted Costs	-	-	-	-	-
Additional Capital Budget Required	$ -	$ -	$ -	$ -	$ -
Funding Sources:					
Debt - Internal	$ -	$ -	$ -	$ -	$ -
Debt - External	-	-	-	-	-
Grants (Enter Description Here)	-	-	-	-	-
Reserves, Equity, Surplus	-	-	-	-	-
Other - Enter Description Here	-	-	-	-	-
Total Funding	$ -	$ -	$ -	$ -	$ -
Total Additional Capital Budget Required	$ -				
Total Additional Debt Required	$ -				
Current Expenditures/Revenues					
Direct Costs	$ 5,000	$ 5,000	$ 5,000	$ 5,000	$ 5,000
Less: Incremental Revenue/Recovery	(47,000)	(47,000)	(47,000)	(47,000)	(47,000)
Net Cost/(Benefit)	$ 52,000	$ 52,000	$ 52,000	$ 52,000	$ 52,000
Less: Existing Budget Amounts	-	-	-	-	-
Net Budget Adjustment Required	$ 52,000	$ 52,000	$ 52,000	$ 52,000	$ 52,000

Additional Comments: The anticipated annual lost revenue and costs associated with this initiative is approximately $73,000. Although some new ridership may be gained producing approximately $21,000 in revenue, it is estimated that approximately $52,000 in additional tax-support funding will be required by the department to support this initiative.

Original Signed by Paul D. Olafson

Manager of Finance & Administration

IN PREPARING THIS REPORT THERE WAS:

Internal Consultation With and Concurrence By:
N/A

External Consultation With:
Labour and Immigration, Adult Language Training Branch, Province of Manitoba
Winnipeg School Division No. 1
Red River College
St. Boniface College
St. Vital Adult ESL program, Louis Riel Division Adult ESL Evening program;
Community EAL Classes for Women
ESL for Seniors; Winnipeg Transition Centre
Heartland International English School

THIS REPORT SUBMITTED BY:

Department: Transit
Division: Finance and Administration
Prepared by: Paul Olafson
File No.

Appendix I

Post-Secondary Monthly Bus Pass Program Establishment

On May 23, 2001, Council approved the following recommendations:

1. That the Post-Secondary Monthly Bus Pass be made a permanent component of the transit fare structure, effective September 1, 2001;

2. That the Post-Secondary Monthly Bus Pass be priced at 80 percent of the value of the Adult Monthly Bus Pass;

3. That the Post-Secondary Monthly Bus Pass be offered for sale to eligible students during all months of the year;

4. That eligibility to purchase and use the Post-Secondary Monthly Bus Pass be extended to:

    a. Any full-time or part-time student enrolled in credit courses leading to a recognized degree or diploma at any of the following post-secondary institutions:

        i. Universities and colleges in Winnipeg officially recognized by an act of the Manitoba Legislature, including the University of Manitoba, le Collège Universitaire de Saint-Boniface, the University of Winnipeg, Canadian Mennonite University, Red River College, Winnipeg Technical College, the William and Catherine Booth Bible College, and Yellow Quill College.

        ii. Private vocational schools in Winnipeg in possession of a current Certificate of Registration issued by the Department of Education of the Province of Manitoba under The Private Vocational Schools Act and Manitoba Regulation 182/88.

    b. Any adult student enrolled in courses leading to a High School diploma at Adult Education Centres operated in Winnipeg by Winnipeg School Division No. 1, St. James-Assiniboia School Division No. 2, Assiniboine South School Division No. 3, St. Boniface School Division No. 4, Fort Garry School Division No. 5, St. Vital School Division No. 6, River East School Division No. 9, Seven Oaks School Division No. 10, Transcona-Springfield School Division No. 12 or la Division scolaire franco-manitobaine no. 49 on condition that:

Appendix I, continued

1. Any eligible student, when using the pass to pay a transit fare, be required to show a current valid student photo ID card approved for such purpose by the Director of Transit; and

2. Accredited educational institutions in Winnipeg be required to implement those administrative arrangements deemed reasonable and necessary by the Director of Transit to ensure that the Post-Secondary Monthly Bus Pass is sold only to, and used only by, eligible students.

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

Appendix II

Information on Current EAL Programs

Program Offerer	Course Specifics	Student Population
Red River College	8:50 AM to 3:10 PM, Monday to Friday, September to January and February to June	300 to 350 students per term
Applied Linguistics Centre	9:00 AM to 2:45 PM, Monday to Friday on a continuous intake basis	200 students at all times
University of Winnipeg	9:00 AM to 3:00 PM, Monday to Friday, January to April and May to August and September to December	120 to 250 students per term
University of Manitoba	9:30 AM to 3:30 PM, Monday to Friday on a continuous intake basis	125 students, increasing to 300 to 400 in summer
Heartland International English School	9:00 AM to 3:00 PM, Monday to Friday on a continuous intake basis. Students typically do not remain in Winnipeg after session completed	300 students annually
Winnipeg School Division Adult EAL Day program	9:15 AM to 12:15 PM or 12:45 PM to 3:45 PM. Monday to Friday on a continuous intake basis	600 students annually
Winnipeg School Division Adult EAL Evening program	5:15 PM to 7:15 PM or 7:30 PM to 9:30 PM. Monday to Thursday or 6:30 PM to 9:30 PM Monday and Wednesday or Tuesday and Thursday on a continuous intake basis	500 students annually
St. Vital Adult EAL program	9:00 AM to 11:30 AM Monday to Friday or 1:00 PM to 3:00 PM Tuesday to Thursday on a continuous intake basis	115 students annually
Louis Riel Division EAL Evening program	7:00 PM to 9:30 PM, Monday and Wednesday, September to December, January to March and April to June	20 students monthly
St. Boniface College	Two hours, two afternoons per week plus a 1 ½ hour tutorial.	
Community Classes for Women	Different community groups sponsor classes for women who may also have child care responsibilities. Twenty-two classes at ten locations.	300 to 400 students annually
Winnipeg Transition Centre	Offers English for business and professionals. Self-directed programs	800 students annually
Workplace and Businesses	Employer sponsored programs	