REPORT OF THE

COMMITTEE ON PROTECTION, PARKS AND CULTURE

DATED MARCH 8, 1993

On motion of Councillor O'Shaughnessy, the Report of the Committee on Protection, Parks and Culture, dated March 8, 1993, was considered clause by clause.

Moved by Councillor O'Shaughnessy,
That the Consent Agenda items, clauses 1,2,3,4,5,6 and 7 be adopted.

469 - Councillors Boychuk and Thomas asked to be recorded as having voted against clause 6 in accordance with Rule 50.7 of the Procedure By-law.

The motion for the adoption of the Consent Agenda, clauses 1,2,3,4,5,6, and 7 was put and declared carried.

Her Worship the Mayor and Councillors:

Program for Cleaning of Gravel and Sand from Residential Boulevards.
File PB-1

470 - 1. On June 9, 1992, the Lord Selkirk-West Kildonan Community Committee referred the following recommendation to your Committee on Protection, Parks and Culture for investigation and possible inclusion in next year's budget:

> "the advisability of implementing a `spot clearing program' for `worse case scenarios' and special circumstances, i.e. handicap persons, no other able-bodied person residing in the home, and financial constraints, similarly as the City does for refuse collection, i.e. if there is an ill person residing in a home, the refuse is collected right at the door provided there is no other able-bodied person living in that home."

On June 22, 1992, your Committee on Protection, Parks and Culture requested the administration investigate and report prior to the 1993 spring cleanup.

The Parks and Recreation Department conducts an annual spring clean up program of turf boulevards from approximately April to May, a process that utilizes the majority of Parks resources for the duration of that program. Each Community Recreation and Parks Branch operates 2 or 3 mechanized crews, using specialized equipment, working both day and night shifts, to clean as much of the winter sand and gravel from boulevards as possible. If the spring weather during this time is favourable to drying, and no major delays are encountered in the critical 4 to 5 weeks, the spring cleanup crews can complete:

- Regional Street and Image Route boulevards, the first priority;

- Collector Streets, designated major residential streets, and residential street corners, the second priority, where accumulations of sand and gravel are greatest;

- Spot cleaning of excessive accumulations of sand from residential boulevards, as deemed necessary, according to the Boulevard Maintenance By-law.

Inevitably, however, late frosts or wet weather cause delays in the program, and the Department is unable to clean all lower priority areas.

Based on previous years' experience, all the Regional Streets and Image Routes are usually cleaned, as are many residential street corners; residential boulevards, however, usually remain undone unless raked by the homeowners. As outlined in the Boulevard Maintenance By-law, residents "shall care for and maintain boulevards that abut or flank" their property.

The start of the boulevard spring cleanup program could suffer further delays, as it overlaps the conclusion of the

outdoor rink operation, which requires the same equipment and staff. Most Community Parks sections are responsible for taking down and removing outdoor rinks from school and community centre grounds and, depending on progress through late March and April, there may be an impact on the start of spring boulevard cleaning. Some Branches (Lord Selkirk-West Kildonan and City Centre-Fort Rouge) must dismantle 15 - 20 rinks each, a task usually requiring up to a month. The timing of this rink service is important due to safety and liability concerns; rinks left up for too long often get damaged and become school-ground hazards for children.

At the same time as the boulevard cleanup is underway, all Branches are involved in spring cleanup of community parks, and some staff and equipment must be diverted to this task.

The end of the cleanup program is dictated by spring growth of turf; around the middle of May, when grass begins to grow, the staff and equipment must be reassigned to the boulevard mowing and repair (reseeding) services, effectively terminating the spring cleanup program.

Pilot Program

The recommended pilot program would be similar to the boulevard mowing service currently provided by the Parks and Recreation Department; residents who cannot mow or pay for mowing their boulevard can register to have the service provided by City Parks forces at no cost. This process involves a signed declaration by the resident, stating that no one in the household is capable of performing the work, nor can they pay for the work. The City then schedules the service as regularly as possible, and whenever feasible.

If this registration system was implemented for boulevard cleanup, and residents registered well in advance for the service, it would be an administrative and scheduling matter to:

- inspect the boulevard, evaluate the extent of the abrasive accumulation and determine the need for City involvement;

- route day-time crews to the addresses when "in the neighbourhood", and a minimum delay to the regular boulevard cleanup program would be encountered.

No additional costs would be incurred, but it could be expected that the overall boulevard cleaning program would fall a little further behind. This customer service approach would no doubt be appreciated by residents unable to clean the boulevard themselves.

This system would need to be monitored for a season to determine its feasibility, and to measure the impact of providing the additional residential boulevard cleaning service. If requests for the service proved overwhelming or higher priority commitments were left untended, the program would have to be re-evaluated, and possibly changed in future years. Additional funding may eventually be the only alternative.

The process proposed would work within existing resources for the majority of resident requests, but it could not guarantee service to every registrant. A number of factors such as time limitations, weather, and the condition of the boulevards would determine the extent to which this service can be provided.

Your Committee on Protection, Parks and Culture recommends as follows:

1. That a pilot program be implemented in 1993 at no additional cost to clean sand and gravel, as schedules permit, from the residential boulevards of households where there are no able-bodied persons available, and financial constraints prohibit the residents from hiring someone to carry out the cleaning.

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

Adopted by consent.

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Program Change to the 1992 Capital Program - Terry Sawchuk Arena. Files PR-2.1(20) & FC(1992)

471 - 2. The 1992 Capital Estimates adopted by Council (page 206) approved $63,000.00 for modification and addition to the existing ice re-surfacer garage at Terry Sawchuk Arena to allow outside dumping of snow shavings as recommended by the Energy Management Co-ordinator. This would provide ready access to the exterior for dumping snow and ice shavings collected from the ice re-surfacer.

The present operation involves dumping the ice shavings inside the existing garage over a sump pit and then using hot water to melt the snow, thereby utilizing considerable and unnecessary amounts of water. A Project Officer from Civic Buildings was assigned during the summer and, after discussions with the East Kildonan-Transcona Community Parks and Recreation Branch; preliminary plans were prepared.

On September 8, 1992, a report was received by the Structural Engineer from Civic Buildings indicating that it would be impractical to build on this site due to construction restrictions for building on a landfill. The report indicates that digging out existing refuse and installing mechanical ventilation equipment would probably triple the construction budget. The alternative, to raise the new addition's floor slab some 750 mm (29") above existing grade, would also be impractical. There are three indoor arenas in the East Kildonan-Transcona Community, namely, Terry Sawchuk, Roland Michener and River East Arenas. A similar program was approved for the Roland Michener Arena in the 1990 Capital Budget.

To support a garage extension at Terry Sawchuk Arena, at perhaps a "triple the budget" figure, is not justifiable. The payback, relative to savings on water and gas utilities, would never justify the initial capital expenditure required for the program.

The recommendation to transfer the approved Capital Project to the River East Arena, located at 1410 Rothesay Street in North Kildonan, would achieve the objective of creating energy efficiencies at two arenas in East Kildonan-Transcona. Terry Sawchuk Arena would be excluded from the program due to their site location on a landfill site.

The new extension at River East Arena would be constructed on the north-west end of the arena, affording easy dumping of snow shavings into the adjacent athletic field site. It is anticipated that this would take place in the summer of 1993.

Your Committee on Protection, Parks and Culture recommends that the 1992 Capital Works Project identified for Terry Sawchuk Indoor Arena, located at 901 Kimberly Avenue in the East Kildonan-Transcona Community, be transferred to the River East Arena, located at 1410 Rothesay Street, for an identical purpose.

Adopted by consent.

Appointment of Citizen Members to the St. Boniface Museum Board. Files PR-9.3(Vol. 4) and GC-7

472 - 3. Council at its Organizational Meeting held on November 10, 1992, requested your Committee on Protection, Parks and Culture to recommend the appointment of 4 citizen representatives to the St. Boniface Museum Board for a two-year term, expiring November, 1994 and 3 citizen representatives for a one-year term, expiring November, 1993.

Acting on the recommendation of the Riel Community Committee, your Committee on Protection, Parks and Culture recommends that the following citizens be appointed to the St. Boniface Museum Board for the term shown hereunder, namely:-

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Two (2) year term expiring November, 1994

Real J. Cloutier, 66 Handyside Avenue, R2M 0M7

Neil Gaudry, 666 rue St. Jean Baptiste, R2H 2Y3

Jeanne Tardiff, 620 Windsor Avenue, R3L 1B3

Rene Piche, 899 Autumnwood Drive, R2J 1C3

One (1) year term expiring November, 1993

Guy Prefontaine, 13 - 1894 St. Mary's Road, R2N 2H6

Jacques Rollier, 1132 rue des Trappistes, R3V 1B9

Gary Tessier, 495 Cherrier Street, R2J 0M1

Adopted by consent.

Interim Grants to Cultural Organizations.
File FG-1.1

473 - 4. On November 7, 1984, Council established the Winnipeg Arts Advisory Council and delegated it with the responsibility for screening of applications, definition of criteria and recommendations as to appropriate grant levels for cultural organizations. The Winnipeg Arts Advisory Council transmits its recommendations to your Committee on Protection, Parks and Culture.

On March 8, 1993, your Committee on Protection, Parks and Culture considered recommendations from the Winnipeg Arts Advisory Council for interim operating grant funding to cultural organizations.

Your Committee, in recognizing the possible reduction to Cultural Grants in the City's operating budget, authorized that interim operating grants to cultural organizations be approved to those organizations recommended by the Winnipeg Arts Advisory Council, in an amount not to exceed 30% of the total provision for operating grants approved to the organization in 1992.

Pursuant to delegated authority, Committee approved the interim operating grants as submitted in Appendix "A" and submits for favourable consideration the following recommended interim grant allocations which exceed $50,000.00 per individual grant.

Your Committee on Protection, Parks and Culture therefore recommends:

I. That interim operating grants be approved for payment to the following cultural organizations:-

Organization	Category	Interim Grant
Royal Winnipeg Ballet	Dance	$ 77,912.70
Winnipeg Art Gallery	Museums & Galleries	$116,042.40

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

Adopted by consent.

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

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Five-Star Community Awards Program.
File GC-8

474 - 5. On January 22, 1992, Council referred a motion to your Committee on Protection, Parks and Culture requesting preparation of a submission for recognition of the City of Winnipeg, within the 1992 Five-Star Community Awards, Recreation Category, to the selection committee for these awards.

A compressed time frame between the Council motion and the submission deadline date to the national awards office negated the opportunity for the in-depth consultation required between the administration and groups serving persons with a disability to ensure a creditable 1992 Winnipeg submission. Written responses from several community groups indicated that a submission in 1992 would be premature given the enormity of the task.

On April 15, 1992, Council adopted a recommendation from your Committee on Protection, Parks and Culture that the City of Winnipeg not proceed with a submission to the Five-Star Community Awards Program in 1992. Council further directed that a submission for recognition be prepared in 1993.

The Five-Star Community Awards offer Canadian communities an opportunity to demonstrate their commitment to accessibility and integration of persons with a disability and to be recognized for their accomplishments in these areas.

Jointly sponsored by the National Access Awareness Week Committee, the Federation of Canadian Municipalities and the Department of the Secretary of State, these awards are difficult to attain and are the most prestigious awards a community can receive for accomplishments in integrating persons with a disability into community life. Municipal governments apply for awards on behalf of their entire communities, as making a community accessible is a shared responsibility. Municipal representatives are expected to take a leadership role by ensuring total community input through extensive consultations with community groups, non-profit organizations, agencies and administrative bodies serving persons with a disability.

Since the Spring of 1992, the Administration has taken a leadership role in the preparation for the awards submission by inviting community input into the process. Staff of the Parks and Recreation Department have consulted with interested representatives of groups serving persons with a disability - non-profit organizations, agencies and administrative bodies. Detailed information relevant to a demonstrated commitment to accessibility and the integration of persons with a disability into community life has been obtained. Information pertaining to the "Winnipeg, An Accessible City by 1993 Program" and other initiatives of municipal government pertinent to the award have been gathered for submission.

The document prepared for submission to the selection committee is comprehensive and detailed, and articulates input from all interested groups. Appropriate supporting documentation, a critical section of the submission, includes relevant brochures, booklets, manuals, action plans, policies and letters of support for the Winnipeg submission. The submission will be forwarded directly from the office of the Commissioner of Protection, Parks and Culture, ensuring arrival in Ottawa by the March 31, 1993 deadline date.

Awards are given to selected communities during National Access Awareness Week in June. Should the City of Winnipeg be honoured with an award in the "Five-Star Community Award, Recreation Category", the accomplishment would be acknowledged during the Parks and Recreation Department centennial celebrations and during the celebrations of National Access Awareness Week.

Your Committee on Protection, Parks and Culture recommends:

I. That the City of Winnipeg proceed with a submission to the Five-Star Community Awards Program in 1993.

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

Adopted by consent.

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Terms and Conditions relative to a Proposal Call for the Contracting Out of City Owned Indoor Arenas. File PR-2

475 - 6. The City of Winnipeg operates eighteen indoor arenas under the administration of its Parks and Recreation Department. These facilities operate within the terms and conditions of several policies and agreements, most notably:

a. **the Fees and Charges Policy** - which establishes the subsidized rental rates for the use of City arenas;

b. **the Indoor Arena Ice Allocation Policy** - which dictates the amount of rental time which must be allocated to each user group;

c. **the Master Agreement with Winnipeg School Divisions** - which allows for the free use of arenas by school groups during school hours;

d. **the City's Collective Agreement with the Canadian Union of Public Employees**;

e. **the City's contracts with Concessionaires (or agreements with Community Groups for the operation of concessions).**

The primary users of the City's arenas are youth ice skating sports (ie: hockey, ringette, and figure skating); with these groups utilizing over half of the available prime time ice. Most of the remaining ice time is utilized by adult "contract" renters (recreational adult leagues), major junior teams, and by the Parks and Recreation Department (for public skating and learn to skate programs).

"COMMUNITY CENTRE" ARENAS:

Within the City of Winnipeg there are 8 Community Centre operated indoor arenas. These sites, generally built on lands adjacent to Community Centres, are operated under the authority of volunteer boards of directors affiliated with those Centres. All paid staff are employed in the actual operation and/or management of the facilities.

There are several important differences between the operations of City operated arenas and those of Community Centres. These differences include the following:

a. **Community Centres are not compelled to adhere to any pricing restrictions** in the sale of their rental time. As a result, the average price for ice rental to youth in 1992 was approximately 28% higher at Community Centre arenas (as compared to City facilities). Adult rates were also slightly higher on average.

b . **Community Centre arenas have only limited allocation restrictions**. They are generally allowed to sell their product to the most profitable combination of rental clients.

Community Centres with their own arenas do not have their teams included in the allocation requirement in City rinks. As such they are required to provide for themselves to that extent. They are not, however, required to make any accommodation for any other Centre's teams, or for figure skating, public skating, schools, skating lessons, etc.

That is not to imply that these groups do not, from time to time, arrange to rent ice time at Community Centre arenas. It simply means that those arenas are in no way required to make that rental time available and do so entirely at their own discretion.

c. **Community Centre rinks do not rely entirely upon arena revenues to support the arena operations**.

Some Community Centre operated arenas have depended, in part, on alternative sources of revenue (not directly related to arena revenues) to supplement their arena operations. In some cases this has resulted in the need for community fund raising efforts to maintain their financial viability.

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CONTRACTING OUT OF ARENA OPERATIONS:

It has been suggested that up to two arenas should be contracted out.

Informal communication between your Committee on Protection, Parks and Culture and the administration has focused on West Kildonan and Kinsman Allard Arenas as being the sites to be considered for contracting out.

It should, however, be noted that the West Kildonan Arena is physically part of the structure which houses the West Kildonan Community Centre. Your Committee has been advised by the Parks and Recreation Department that any attempt to contract that site to any organization other than that Centre has the potential for operational difficulties.

In order for this alternative to be workable within the timelines required by the arena's traditional customers, **it is imperative that the decision to pursue this alternative be made no later than April 1st of any given year.**

Within this context the following headings represent the **general terms** recommended for consideration and inclusion in any proposal call that may be issued for the contracted operation of one or more City arenas.

i) **Adherence to the portion of the Ice Allocation Policy which governs the allocation of ice time to community youth programs.**

ii) **Adherence to portions of the Fees and Charges Policy.**

This belief is based upon the fact that Community Centre operated arenas generally charge significantly higher rental fees to youth teams than does the City. It is logical to assume that an unrestricted contractor of City arenas would do likewise.

iii) **Consideration may be required to either purchase under a conditional sales agreement or lease major equipment associated with the operation of the arena in question. Alternatively groups may provide their own equipment for these purposes.**

iv) **Bidders must represent a non-profit organization within the City of Winnipeg.**

v) **Bidders must demonstrate capability to assume an arena's operation.**

vi) **Contractors must maintain the arena operations for ice skating programs and activities (during the traditional operating season of the arena in question).**

vii) **The successful Bidder must accept the level of maintenance as defined by the City.**

viii) **Right of inspection.**

In order to protect both the safety of the public and the physical integrity of the structures the City should retain the right of regular inspection of the contracted facilities.

ix) **Performance Bond.**

The contractor may be required to post a performance bond in an amount specified by the City Solicitor.

x) **Term of contract.**

The proposal call for the contracted operation of two City arenas should be for a period of one year, with a renewal option for one year at the City's discretion.

The decision to renew would be based upon an operational assessment of the contractor's first year of operation.

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Contractors should be made aware that their responsibility for the facilities extends into the summer "off-season" of the arena. This is important since some of the operational costs for the arenas winter activities extend into the summer months (eg: plant maintenance, facility clean up, demand billing for hydro).

xi) **Off season activities.**

Contractors should be allowed to pursue the profitable use of the facilities throughout the off- season subject to City bylaws and zoning regulations.

xii) **City Access to facilities.**

Advantages of Contracting out City Arenas

1. **The City of Winnipeg expects to reduce its tax based support for the contracted arenas.**

2. **A community based non-profit organization may be better positioned to quickly respond to individual community needs in the operation of the arenas.**

The City's operation of these facilities, in accordance with previously referenced policies and restrictions is designed to provide equitable service on a City wide basis. This may, at times, result in less responsiveness to local needs.

3. **A contracted operation may be more innovative in its revenue generation.**

The City of Winnipeg has traditionally been quite conservative in its marketing of arena services. A contracted operation may be better positioned to accept the risk associated with such innovative ventures in return for the potential benefits.

4. **A non-profit contractor may be able to solicit community fund raising efforts in support of the arena operations.**

As indicated earlier, several Community Centre arenas currently rely on fund raising to subsidize their arena operations. This has never been an option for the City in its operation of arenas, but may be a strategy available to a contract operator in these sites.

Disadvantages to Contracting Out

1. **The City would lose direct control of contracted sites.**

By operating an inventory of eighteen indoor arenas the City has been able to ensure that City residents have consistent, virtually uninterrupted access to these facilities. The policies governing the operation of the sites have allowed for the accommodation of special events and circumstances, the equitable distribution of rental ice, affordable user fees (and the accommodation of those citizens who could not afford to pay), and a variety of other "efficiencies of scale" related to the operation of multiple sites.

It is extremely unlikely that the same will be true of contracted sites.

2. **Fees will likely increase at contracted arenas.**

Contractors will be placed in a position where a self-sustaining operation is required. This will likely result in rates charged being higher than those charged by the City. Existing community centre arenas, on average, charge more than City operated rinks.

3. **Traditional contract renters of ice time at contracted arenas may be bumped from their ice time.**

While this report calls for the protection of youth renters in contracted sites, it stops short of extending the same protection to adult customers since such restrictions were felt to unreasonably prejudice a contractor’s freedom of operation. A contractor may therefore choose to rent more of the available rental product to teams affiliated with its operations, at the expense of unprotected traditional customers.

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4. **Lay-offs of City staff are likely.**

It is extremely unlikely that a contractor would opt to maintain the current staff structure and the corresponding requirements to honour the wage scale and benefits owing to that staff under the terms of their collective agreement with the City of Winnipeg. Unless that staff could be absorbed within the remaining city structure their lay-off would be required.

This would involve three permanent full time positions at each arena, as well as temporary part time labourers and cashiers at each site.

Other Influencing Factors:

Legal questions regarding the contracting out of arenas have been reviewed with the Law Department. Subject to the appropriate provisions of the Collective Agreement being complied with and that the control of the arenas contracted out is left to the successful contractor according to the terms of the Tender agreement, the Parks and Recreation Department could proceed with contracting out arenas.

A final decision must be received by April 1, 1993, in order that this method of operation be implemented for the 1993/94 operating season.

Your Committee on Protection, Parks and Culture recommends:

1. That proposal calls be issued for the contracted operation of the West Kildonan and Kinsman Allard Arenas in accordance with the following general terms and conditions:

   A) Adherence to the portion of the Ice Allocation Policy which governs the allocation of ice time to community youth programs.

   B) Adherence to portions of the Fees and Charges Policy.

   C) Consideration may be required to either purchase under a conditional sales agreement or lease major equipment associated with the operation of the arena in question. Alternatively groups may provide their own equipment for these purposes.

   D) Bidders must represent a non-profit organization within the City of Winnipeg.

   E) Bidders must demonstrate capability to assume an arena's operation.

   F) Contractors must maintain the arena operations for ice skating programs and activities (during the traditional operating season of the arena in question).

   G) The successful Bidder must accept the level of maintenance as defined by the City.

   H) The City retains the right of regular inspection of the contracted facilities.

   I) The contractor may be required to post a performance bond in an amount specified by the City Solicitor.

   J) Term of contract.

      The proposal call is for a period of one year, with a renewal option of one year at the City's discretion, based upon an operational assessment of the contractor's first year of operation, which includes responsibility for the summer "off-season".

   K) Contractors be allowed to pursue the profitable use of the facilities throughout the off- season subject to City bylaws and zoning regulations.

   L) City Access to facilities.

2. That the Purchasing Department and the Parks and Recreation Department do all things necessary to have the required contracts in place by June 4, 1993.

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

Adopted by consent.

(Note: See Minute No. 469 for opposition recorded by Councillors Boychuk and Thomas)

Request for an Extension of Time - Fee Schedule - "Down Under" Exhibit.
File PR-7.1.1

476 - 7. Council at its meeting held on February 24, 1993, referred the following motion to your Committee, namely:-

Moved by Councillor O'Shaughnessy,
Seconded by Her Worship Mayor Thompson,

> "Whereas Council has passed amendments to Clause 11 establishing annual pass fees for the Assiniboine Park Zoo and establishing a free admission program for Tuesdays during the Down Under exhibit;
>
> And Whereas the original fee schedule was worked out in co-operation with the Manitoba Zoological Society in order to attempt to ensure the financial viability of the Down Under project;
>
> And Whereas the fee schedule is to be put in operation on Monday of next week;
>
> And Whereas there is not sufficient time to re-work the agreement with the Zoological Society prior to the fees being put in place on Monday;
>
> Therefore Be It Resolved that the Committee on Protection, Parks and Culture be directed to bring to the next regular meeting of Council a proposed course of action to avoid any negative impact of the aforementioned amendments on the Zoological Society."

Your Committee on Protection, Parks and Culture at its meeting held on March 8, 1993, laid over consideration of the matter pending receipt of an administrative report in this connection.

Your Committee on Protection, Parks and Culture therefore requests Council grant it an extension of time of 30 days in which to consider this matter and report to Council.

Adopted by consent.