CONSIDERATION OF REPORT OF THE
COMMITTEE ON WORKS AND OPERATIONS

The Executive Policy Committee has had before it the Report of the Committee on Works and Operations, dated March 10th, 1992, has concurred in the recommendations contained therein and submits same to Council for approval and adoption.

On motion of Councillor Duguid, the Report of the Committee on Works and Operations, dated March 10th, 1992, was considered clause by clause.

North Committee Room,
Council Building, Winnipeg.
March 10th, 1992.

His Worship the Mayor and Councillors:

Your Committee on Works and Operations submits the following Report and recommends:

Transit Service to Assiniboia Downs
File TT-1

714 1. Special transit service has been operated to Assiniboia Downs since June 1964 on the condition that operating costs be offset by recovered revenues.

Service Provided During 1991

During the 1991 Thoroughbred Season, races were held on Wednesdays, Fridays, Saturdays, Sundays, and Holidays during the May to October time period. During the summer months of July and August, races were also held on Mondays. On each of these race days, the following services were operated:

Race Track Express:

Prior to the start of the races, three express buses operated between downtown and Assiniboia Downs on the routing shown in Figure 1. Departing downtown at 5:10 p.m., 5:35 p.m., and 6:00 p.m. on weekdays and Saturdays (12:00 noon, 12:25 p.m., and 12:45 p.m. on Sundays and Holidays), the express buses observed all stops in the downtown area and the bus stops at transfer points (at Sherbrook, Maryland, Arlington, Valour, Polo Park, Berry, Whytewold, and Ronald) on outbound trips to Assiniboia Downs.

At the conclusion of the races, one express bus usually operated from Assiniboia Downs to downtown. If required, a second express bus sometimes operated to downtown after the races.

The current fares for the Race Track Express are $2.90 cash, or Monthly Adult Pass plus $1.75, or Senior/Child/Student Pass plus $2.25.

Race Track Shuttle:

Between two hours prior to post time and the end of the races, the Race Track Shuttle operated at 30 minute intervals between Cavalier and Ashern and Assiniboia Downs on the routing shown in Figure 1. One bus was used on the route.

The current fares for the Race Track Shuttle are $1.20 cash, or an adult ticket ($1.10).

Ridership and Productivity

During the last few years, attendance has declined for the races at Assiniboia Downs. As a consequence, ridership on the special race track transit services has also decreased. The following table provides a summary of average ridership and service productivity per race day in 1991:

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	No. of Passengers /Race Day	No. of Passengers /Bus Trip	Revenue/ Cost Ratio
Service			
Race Track Express	85	21	46%
Race Track Shuttle	85	6	26%

Service Options

There are two ways to improve the productivity of the special race track services.

The first approach is to increase fares. To enable the existing service to break even, however, fares would be required to increase by more than 50 percent. Such an increase would further reduce an already low level of ridership. Consequently, this approach is not proposed.

The second approach is to re-structure the service to improve productivity.

A review of the 1991 season showed that ridership on the three express buses that operated from downtown prior to post time was quite low. Passenger loads averaged between 10 and 20 passengers per trip. On the other hand, passenger loads on the return trip to downtown at the conclusion of the races were reasonably high. The number of passengers for this trip ranged between 35 and 45 passengers throughout the season.

Ridership on the Race Track Shuttle was quite low. The shuttle service provides flexibility for those passengers who wish to attend only specific races on a particular race day. During the time period when the races are being contested, the shuttle provides connections to/from regular transit service operating on Portage Avenue. To turn around, the shuttle bus operates via Cavalier to the loop located at Cavalier and Ashern. Passenger counts show that very few boardings or lightings take place on Cavalier, however.

On weekdays and Saturdays, most of the Race Track Express routing duplicates regular transit service provided on the 21 PORTAGE RED EXPRESS and the 22 PORTAGE GREEN EXPRESS routes. On Sundays and Holidays, the Race Track Express duplicates regular service provided on the 11 PORTAGE route. Very frequent service is provided between downtown and Portage and Ronald on these regular Portage Avenue routes. West of Portage and Ronald, the regular Portage Avenue routes branch or short turn into separate legs.

To provide a more productive transit service to Assiniboia Downs, it is proposed that the service duplication provided by the Race Track Express be eliminated and that the Race Track Shuttle be re- structured. More specifically, it is proposed that the following changes be implemented:

1. The Race Track Express be cancelled. Passengers travelling to Assiniboia Downs from downtown could use the frequent Portage Avenue service (Routes 11, 21, or 22) to travel to Portage and Ronald. Passengers could then transfer to a revised Race Track Shuttle (see below) to complete their trips to Assiniboia Downs.

2. The routing of the Race Track Shuttle be changed to operate between Portage and Ronald (Courts of St. James) and Assiniboia Downs. Shown in Figure 2, the revised routing would provide convenient transfer connections with buses operating from downtown on Routes 11, 21 or 22. On each race day, the revised shuttle service would start operation approximately one hour prior to post time and would operate until the conclusion of the races.

3. Extra buses (depending on passenger demand and as determined by a Transit Inspector) be operated on the 11 PORTAGE - DOWNTOWN route at the conclusion of races on each race day. This service would replace service currently operated on the Race Track Express after the races. Under normal circumstances, the bus operated on the revised Race Track Shuttle would be used to provide the return service to downtown on Route 11 at the conclusion of the races.

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This revised service would maintain flexibility for current users of the race track special services. The revised Race Track Shuttle would continue to operate during the races at intervals of approximately 30 minutes. Therefore, passengers could continue to travel to Assiniboia Downs at times convenient to them. It is recommended, however, that the Race Track Shuttle commence operation only one hour prior to post time. The current shuttle service begins two hours prior to post time. Passenger counts show that only five people use the service on the two trips that would be eliminated.

It is estimated that ridership on the Race Track Shuttle would increase substantially. Therefore, the productivity of the service would necessarily improve. Because most shuttle passengers would be transferring from regular service, it would be appropriate to cancel the Special Fares for the race track service. Regular transit fares (including transfers) would be accepted on the revised Race Track Shuttle service and on the extra service operating from Assiniboia Downs on 11 PORTAGE - DOWNTOWN at the conclusion of the races.

The service changes will result in lower operating costs and lower passenger revenues. The revised service will result in a net saving of approximately $11,200.00 for the 1992 Thoroughbred Season.

Your Committee on Works and Operations recommends that effective with the start of the 1992 Thoroughbred Season, the following changes be made to the special transit service provided to Assiniboia Downs:

1. The Race Track Express be cancelled.

2. The routing of the Race Track Shuttle be changed to operate between Portage and Ronald (Courts of St. James) and Assiniboia Downs. Shown in Figure 2, the revised routing will provide convenient transfer connections with buses operating from downtown on the 11 PORTAGE, 21 PORTAGE RED EXPRESS, and 22 PORTAGE GREEN EXPRESS services. On each race day, the revised shuttle service is to start operation approximately one hour prior to post time and is to operate until the conclusion of the races.

3. Extra buses (as required) be operated from Assiniboia Downs on the 11 PORTAGE - DOWNTOWN route at the conclusion of races on each race day.

4. The Special Fares for the Race Track Express and the Race Track Shuttle be cancelled.

5. Regular transit fares (including transfers) be accepted on the revised Race Track Shuttle service and on the extra buses operated from Assiniboia Downs on 11 PORTAGE - DOWNTOWN at the conclusion of the races.

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

Moved by Councillor Duguid,
Adoption of the clause.

Carried.

"Request Stop" Program - Transit
File TT-1

715 - 2. On November 12th, 1991, the Committee on Works and Operations considered a communication dated November 5th, 1991, from Councillor J. Eadie, submitting an advertisement from the Hamilton Spectator of Hamilton, Ontario, regarding the "Request Stop" Service that is available to public transit users in that particular Ontario City. This matter was referred to the Transit Department for a report.

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A "Request Stop" program allows senior citizens, children and women travelling alone to alight from the bus at locations other than regular bus stops during late night hours. The main objective of this program is to address the issue of safety and security for transit patrons travelling alone at night.

The "Request Stop" program was initially tested in the Scarborough Area of Metropolitan Toronto by the Toronto Transit Commission (TTC). The original trial was for six months and was deemed to be such a success in its first three months that the program was expanded to cover the entire Metropolitan Toronto Area on all bus routes. TTC staff have indicated that the program has had very little negative impact on schedule adherence and has not caused any significant disruption to bus service.

The Hamilton Street Railway Company (HSR) is also currently testing a "Request Stop" program, designed along the same criteria as Toronto's program. The test will be for six months and will end in March 1992. The program will then be evaluated to determine the long-term viability of continuing such a service. The operations staff in Hamilton have reported that their program also has had very little negative impact on schedule adherence and that the overall level of service has not deteriorated.

Program Description

The "Request Stop" Program will operate as follows:-

- "Request Stop" service is for patrons travelling alone or in a small group (two to three people) who wish to alight the bus at a non-bus stop area. It is not a "flag-stop" service as bus operators will not pick up passengers between designated stops.

- The passenger is required to verbally make a request to the bus operator, at least one stop in advance and indicate the area where they wish to be let off. The passenger must exit via the front door only.

- The bus operators will use their discretion about stopping at a "Request Stop" site and will consider factors such as the ability to stop the bus safely at the requested site. Bus operators will not allow passengers to disembark in the second lane where parked cars prevent the bus from gaining access to the curb lane.

Implementation of Program

It is proposed that a "Request Stop" Program be implemented in Winnipeg effective May 1st, 1992 on a twelve month trial basis. This program would be in effect City-wide after 9:00 p.m. seven days a week.

The key to a successful implementation of this program will be an effective promotional program. The promotional program will highlight how the "Request Stop" Program works and will also encourage passengers to call Telebus prior to leaving their homes.

The "Request Stop" Program will be closely monitored and revisions will be made if deemed appropriate, based on experience.

Your Committee on Works and Operations has endorsed this proposal which recommends that effective May 1st, 1992, Winnipeg Transit operate a "Request Stop" Program after 9:00 p.m. daily throughout the City on a twelve month trial basis, and submits same to Council as information.

Moved by Councillor Duguid,
Adoption of the clause.

Carried.

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Water Pipe Thawing Charge
Files WW-2.3 and WW-2.4

716 3. Council, at its meeting on January 22nd, 1992, referred the following motion to your Committee, namely:

"WHEREAS the substantial increase in water pipe thawing charges is onerous;

AND WHEREAS homeowners in the City of Winnipeg have never been informed by the Utility how to avoid frozen pipes and the mailing of Utility bills provides a vehicle for communicating this information;

AND WHEREAS the Administration has said that simple maintenance avoids most freezing and argues the fees are necessary to have neglectful people absorb the cost rather than those who maintain their pipes;

BE IT RESOLVED that the Commissioner of Works and Operations communicate with Water Utility customers to explain what is required to avoid frozen pipes and the costs of thawing charges;

BE IT FURTHER RESOLVED that the water pipe thawing charge only apply to improperly maintained pipes, and the regular cost of the service for thawing be absorbed into the Water Utility Rate."

Inasmuch as this matter has been referred to the Administration for report (which is still pending) the Committee on Works and Operations requests a 60-day extension of time in which to report on this proposal.

Moved by Councillor Duguid,
Adoption of the clause.

Carried.

Proposed Amendments to Streets and Traffic By-laws with respect to "in-line" rollerskating or "rollerblading".
Files ST-5.2 and ST-5.3

717 4. Council, on July 10th, 1991, referred the following motion to your Committee, namely:

"WHEREAS Section 2.12 of the City of Winnipeg Streets By-law No. 1481/77 states:

'2.12 COASTING
No person shall slide, coast, toboggan, or use or ride any skateboard or similar device upon, onto or over a street. Nothing in this section shall be construed as prohibiting the pulling of a toboggan or sleigh on a sidewalk or along a boulevard in areas where there is no sidewalk.';

AND WHEREAS Section 6 of the City of Winnipeg Traffic By-law No. 1573/77 states:

'6. COASTERS, SKATEBOARDS, ETC., PROHIBITED ON ROADWAYS
No person shall ride upon or use any coaster, skateboard, sleigh, skis, skates, toy vehicles, or similar device on a roadway.';

AND WHEREAS 'in-line' rollerskating or 'rollerblading' should be viewed as a legitimate recreational activity and alternative mode of transportation that is quickly growing in popularity;

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THEREFORE BE IT RESOLVED that this matter be referred to the City Administration for drafting an appropriate amendment to the aforementioned Streets and Traffic By-laws that would exempt 'in-line' rollerskating or 'rollerblading', where it can be considered safe to do so."

On July 30th, 1991, the St. Boniface-St. Vital Community Committee recommended to the Committee on Works and Operations that rollerblading be allowed in the City's regional parks between the hours of 8:00 a.m. and 10:00 a.m.

Council on November 27th, 1991, granted your Committee a 60- day extension of time in which to respond to Committee's proposal, and on January 22nd, 1992, a further 60-day extension was granted. Inasmuch as your Committee on Works and Operations is awaiting a further report in this matter, another 60-day extension of time is requested in which to report back to Council in this regard.

Moved by Councillor Duguid,
Adoption of the clause.

Carried.

Task Force to Review the Handi-Transit
Issue File TT-1.3

718 5. Council, at its meeting on January 22nd, 1992, referred the following motion to your Committee, namely:

"THAT A Task Force consisting of Council representatives, members of the community who are physically handicapped and members of the Transit Administration be established to review the Handi-Transit issue with respect to adequate funding levels, provincial funding participation, the impact of including a separate Seniors' Transportation Service, improved access to regular transit eligibility rules, etc."

Inasmuch as this matter has been referred to the Task Force appointed by the Committee on Works and Operations for a report back, following discussion on the terms of reference and composition of the Committee, the Committee on Works and Operations requests a 90-day extension of time in which to report on this proposal.

Moved by Councillor Duguid,
Adoption of the clause.

Carried.

COMMITTEE ON WORKS AND OPERATIONS
CONSIDERATION OF BY-LAWS

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

> By-law No. 5898/92, a By-law of the City of Winnipeg to close part of Isabel Street between Logan and Alexander Avenues. File No. DAC 22/91.
>
> By-law No. 5899/92, a By-law of the City of Winnipeg to close the most northerly portion of Gaylene Place and to open a portion of the cul-de-sac on the northern terminus of Gaylene Place. File No. DAOC 2/92.

On motion of Councillor Duguid, the following By-laws were each read a first, second and third time, the rule being suspended for the third reading of each by-law, and were passed and ordered to be signed and sealed, namely:-

> By-law No. 5913/92, a By-law of the City of Winnipeg to widen the southeast corner of Cumberland Avenue and Hargrave Street. File No. DAO 8/90.
>
> By-law No. 5914/92, a By-law of the City of Winnipeg to widen the southeast corner of Notre Dame Avenue and St. James Street. File No. DAO 5/92.

On motion of Councillor Duguid, the rule was suspended and By-law No. 5928/92, a By-law of The City of Winnipeg closing portions of Fournier Street between Panet Road and Warman Road, was read a first time. File No. DAC 1/89.

Councillor Duguid moved that this constitute the first reading of By-law No. 5928/92, which motion was carried.

QUESTION PERIOD

720 Councillor Kaufmann asked that, in view of the fact that less than 30% of the newspaper is being recycled and currently paper takes up 30% of the landfill, if the Chairman will advise Council what the objection was to BFI, in conjunction with 7-11, getting additional paper for recycling.

Councillor Duguid reviewed consideration of the issue at Committee on Works and Operations, and advised that Committee felt the proposal did not meet the needs of the times. As well, Committee received representation from the recycling community, small business people, some local paper processors, Manitoba Soft Drink Recycling Inc., who were opposed to the proposal. The thrust of representations was that accepting the proposal would put the local processors out of business; that there was no local economic development component; and the proposal only involved one material, albeit a rather large one.

COMMITTEE ON WORKS AND OPERATIONS – QUESTION PERIOD (continued)

Councillor Kaufmann inquired if a one year trial period might have been tried, to which Councillor Duguid replied that the proposal was for 3 years. Councillor Duguid reiterated concerns for the affect on the local economy, and advised that the proposal did not look at the broader economic development issues, nor the wider picture in recycling. The Committee instructed himself as Chairman to prepare a proposal in conjunction with the administration and bring it back to the next meeting.

Councillor Fraser reiterated a question he had asked at the last regular meeting of Council as to why the City was initiating or continuing with an application for licensing of asphalt and concrete components of the central works yard when Council has passed a capital budget which does not provide for those components.

Councillor Duguid replied that while he did not recall making a commitment to Councillor Fraser, he had made a commitment to Councillor Mitchelson to table a document at the next meeting of the Committee on Works and Operations on the Environmental Impact Assessment for the proposed works yards and this will be done next Tuesday. He also drew Councillor Fraser's attention to the fact that it is Council policy to replace the yard, and it is provincial government legislation that the City has to have a license to operate the plant. He offered to provide written documentation outlining the facts and figures to Councillor Fraser.

Councillor Fraser suggested that the documentation be read into the record, and the Speaker replied that under Council's process, a written reply to questions that are taken as notice is also in order, and it goes to all members of Council. He suggested Councillor Duguid will undertake to do so.

Councillor Fraser referred to questions asked by Councillor Kaufmann regarding recycling, and advised that it is his understanding that the Advisory Committee on Recycling had advised the Standing Committee to ask for bids with respect to establishment of depots and to move newspapers out of the waste stream and into recycling. He asked why, if the BFI proposal was unacceptable, a proposal from the other bidders for the concept originally proposed was not accepted.

Councillor Duguid replied that the Committee had one proposal to consider, with a recommendation from the administration, and Committee did not approve that recommendation. He advised that he was asked by Committee to bring something further forward for consideration. He stated that there is no question that the City will have a depot program; multi-material; co-operative with other organizations, agencies and governments with, hopefully, a local economic development component; and it may also have a social services component.

Councillor Golden referred to a news report on CBC National News that in Ontario, it is costing $150.00 to $300.00 a tonne to run the "blue box" program while the materials are sold for $20.00 to $40.00 a tonne. He asked if the City has any reports on the experience of private operators in Winnipeg, as to a similar ratio of expense and revenue. He also asked if the City is considering a "blue box" program in Winnipeg.

Councillor Duguid advised that he is aware of three such programs in the City, and information is not shared because of competition. He is aware that the Ontario government is revisiting the whole "blue box" issue in light of some of the concerns expressed by Councillor Golden. In Manitoba, the situation is somewhat different having a recognition that the distributors and producers of the materials have an input into the process.

Councillor Golden referred to an issue he had raised in Council, to the effect that one of the largest recyclers of Winnipeg had been closed because of the surcharge on sewer rates. He asked if any action has been taken on the possible re-opening of the plant.

COMMITTEE ON WORKS AND OPERATIONS – QUESTION PERIOD (continued)

Councillor Duguid referred to the complexity of a business closing, and advised that he is not aware of the cause of this particular closing being due to City sewer rates. He suggested that the closing may have had more to do with markets for the products. Councillor Duguid agreed to pursue the issues and advise Councillor Golden.

Councillor Timm-Rudolph referred to the issue of the central works yards, and asked whether the community located adjacent to the proposed location would be entitled to receive intervenor funding with respect to the environmental hearings.

Councillor Duguid referred to discussions in Standing Committee over the Provencher Bridge issue, at which time he expressed the view that community groups should be entitled to intervenor funding. As it stands now, the issue comes under provincial jurisdiction and a provincial committee is responsible for eligibility for intervenor funding.

Councillor Mitchelson referred to an earlier remark by the Chairman of the Committee on Works and Operations to the effect that only one proposal was presented for Committee consideration regarding recycling when, in fact, seven bids were received, one of which was recommended by the administration.

Councillor Duguid confirmed the fact that seven bids were received, but that only one was before Committee to accept or not accept. He also clarified that rather than bids, this was a proposal call process, and that items in the other proposals ruled them not eligible to be accepted.