GENERAL COUNCIL OF WINNIPEG COMMUNTIY CENTRES RECREATION AND LEISURE FACILITY POLICY REPORT TO CITY OF WINNIPEG COUNCIL MEMBERS

November 22, 2005

The General Council of Winnipeg Community Centres would like to take this opportunity to update Council Members on the implementation of the Recreational Leisure Facility Report as it relates to the City of Winnipeg Community Centres.

Staffing

- GCWCC hire 1 Full Time Community Centre Facility Development Planner (Term Position) Start date: November 28, 2005
- GCWCC hire 1 Full Time Office Worker (Term Position) Start date: November 28, 2005

Project Applications

Project Applications will be considered, in keeping with the policy as adopted by Council.

1. A facility hierarchy that provides general guidance around the provision of facilities, including facility to population ratios, in that there is a commitment to sustaining existing, programmable, recreation and leisure square footage while encouraging a reconfiguration of facilities over time.
2. A commitment to sustaining existing, programmable recreation and leisure square footage while encouraging a reconfiguration of facilities over time.
3. A commitment to a "managed care" level of maintenance for new facilities and where possible for existing facilities.

The District Planning will address:

- Hierarchy of facilities (Neighbourhood 1, Neighbourhood 2)
- Long term vision of the district

- Short term direction
- Coordination of program delivery
- Potential expansion projects, mergers, renovations
- Prioritize projects recommended for approval

District Board will require:

- Education on policy implications and planning expectations
- Base information on which to plan
    - latest population figures by neighbourhood /district
    - square footage by district of those facilities as identified within the policy
    - current programming provided within the district service providers
    - condition of existing facilities

District Planning Support – to be provided by the General Council of Winnipeg Community Centres and the City of Winnipeg.

Application Flow:

Note: The process for applications (other than item 4) follows the process as the existing GCWCC Capital Grant.

1. Community Centre prepares application for submission to the District Community Centres Board. (With the assistance of the GCWCC Community Centre Facility Planner.)
2. District Community Centre Board reviews all applications, in consideration of the District Plan.
3. District approved applications will be submitted to GCWCC for approval.
4. GCWCC submits project recommendations to EPC.

Project Evaluations:

Applications will be evaluated based on:

- Areas of greatest need (socio-demographic considerations)
- Safety issues
- Consistency with GCWCC mandate as per the Policy
- Rationalization of existing space/sustainability

- Overall benefit to the community

Following you will find a summary of the meetings and information that has been discussed with representatives of the General Council, the District Community Centre Boards and Community Centres.

Summary of Meetings:

June 2005

- GCWCC attended the 5 District Community Centre Board Meetings to update the member centres on the Recreational Leisure Facility Policy. (Appendix I)
- GCWCC met with the board of Bronx Park C.C. and a representative of Kelvin Community Centre to discuss the proposed redevelopment of Bronx Park C.C. and the possibility of partnership with Kelvin C.C.
- GCWCC and City met with Park City West C.C. Building Committee to discuss the centres plans for redevelopment.

July 2005

- GCWCC/City met with Glenlee C.C. Board of Directors to discuss the centre's proposed BCI project(s) and the possibility of partnership with Norberry Community Centre.
- GCWCC met with Councillor Steeves, Councillor Swandel and representatives of Dakota Community Centre to discuss the centre's proposed redevelopment project.
- GCWCC and City representatives met with Southdale C.C. to discuss the centre's proposed redevelopment project.
- GCWCC boundary review

August 2005

- GCWCC and City representatives met with representatives of Sinclair Park C.C. to discuss the proposed Boyd Park Site BCI project.

September 2005

- GCWCC reported to the 5 District Community Centre Board Meetings (Appendix 2)
- GCWCC/City met with Notre Dame C.C. to discuss the centre's proposed BCI project
- GCWCC/City, Councillor Smith met with Isaac Brock C.C. Board Members to discuss the centre's BCI project

- GCWCC met with Winakwa C.C. representatives to discuss their re-development project
- River Heights/Sir John Franklin/Tuxedo meet to discuss the possibility of amalgamation/redevelopment

October 2005

- GCWCC representatives attending 4 District Community Centre Board Meetings
- GCWCC Special Meeting – Implementation of policy
- GCWCC requested to attend a meeting on the 25th to discuss the possibility of partnership (Southdale/Winakwa/Archwood)
- GCWCC requested to attend a meeting on the 26th to discuss the possibility of partnership (Glenlee/Norberry/Windsor)

November 2005

- GCWCC representatives to attend District 4 Community Centre Board Meeting

APPENDIX I

June 1, 2005

To: Presidents and Members of the
City of Winnipeg Community Centres

From: General Council of Winnipeg
Community Centres

Re: ***The City of Winnipeg Recreation and Leisure Facilities Policy***

You will recall that in October of 2001, the General Council at the request of the District Community Centre Boards formed a Community Centre Review Task Force. The purpose of the Task Force was to review the status of the City of Winnipeg Community Centres.

In reviewing the findings of the report it was clear that many of the 71 Community Centre facilities were literally crumbling and in desperate need of upgrading. It was also evident that Community Centres were facing increased competition for limited funding, volunteers, and program participants.

Subsequently, the Public Use Facility Study (PUFS) also identified many of the same issues and recommended that a number of Community Centres close in favour of a "Community Campus" concept.

City Council took PUFS under advisement but also considered the Community Centre Task Force Report and recently adopted a new policy on Recreation and Leisure Facilities. The new policy places some limitations on what we can do in an effort to make the community centre model more sustainable, however in doing so it also creates new opportunities. Most importantly the new policy allows the community to make decisions rather than have decisions imposed upon them.

We recognize that there will be some tough choices and that it will take time. But if we agree to work together, the community will be better served in the end. Plans that have been on hold can be revisited and decisions can be made.

The GCWCC has been receiving a number of inquiries for information about the new policy. Attached you will find a quick summary of frequently asked questions that you may find helpful.

Representatives of the General Council will be attending the District Community Centre Board meetings during the month of June. We look forward to meeting you there and speak to any questions you may have.

Sincerely,

Steve Bemrose

Steve Bemrose
President, GCWCC

<u>The City of Winnipeg Recreation and Leisure Facility Policy</u>

<u>Questions & Answers</u>

What's the new policy about?

There are 3 main points to the policy:

1. That we can't add to the total square footage of Community Centre and Recreational Facility space already in existence except where there is real growth in the city's population. However, unlike what was recommended in the PUFS report, we won't be losing any Community Centre space either. And, the existing space can be reconfigured through mergers to better serve the needs of the community, as long as everyone affected agrees to it.

2. That we will not lose any of the UFF grant money as a result of mergers and that any property sold by the City as a result of a merger, the money will be reinvested in City of Winnipeg Community Centres.
3. That the GCWCC will lead the discussions with Community Centres around the possible reconfiguration of space, including merger opportunities. The GCWCC is given additional resources to provide more assistance to individual Community Centres on an ongoing basis. And, the GCWCC reports directly to the City of Winnipeg's Executive Policy Committee allowing us to take issues and recommendations forward.

What about those of us who have plans to expand?

Those plans now have to be revisited in light of the new policy.

Why can't we go ahead with our plans when we've already got funds in place?

The problem is that the City can't afford to maintain the facilities we have. It's been estimated that it would take about $40 Million to get all of our Community Centres into decent condition. Even if that were to occur, the City would then have to significantly increase the annual maintenance budgets just to keep them in that condition. We need to look at things differently. This new policy is necessary in order to make our system more sustainable (and stronger) over the long run.

Every situation now has to be looked in light of the new policy. There may be new opportunities now and the GCWCC will be supporting Community Centres in identifying and assessing these opportunities. The Community Centre model needs to move in a more sustainable direction – it is not going to be easy but we are confident that by working together, we can deliver good results that benefit the community.

So what do we do now?

We will have to begin discussions with all Community Centres and will need to develop plans on a district by district basis. This will take some time. There are many issues to sort out but you will have plenty of opportunity to share your ideas and concerns. We know we must immediately begin discussions with those Community Centres whose projects have been on hold for some time in order to find workable solutions. And, we have to figure out the best process by which to make decisions, including a role for the District Community Centre Boards.

What the $10 Million fund all about?

You'll recall that the Mayor decided to redirect $43 Million that was originally proposed for rapid transit to recreation and leisure facilities. Of that $43 M, a few major projects related to Community Centres have been singled out for funding: $7.0 M toward a recreation and leisure facility in the North End (still undefined), $3.9 M for Bronx Park Community Centre, and $2.7 M for Sargent Park Recreation Complex. Furthermore, a $10 M Investment Fund has been created for Community Centres. This fund will be available for projects that have been recommended by the GCWCC, although City Council has the final say. We will immediately begin to sort out a process for input and decision making with respect to these funds.

What if we don't want to change?

No one is going to force a closure or merger. If your Community Centre is content to stay as it is and sees no benefit in being part of a reconfiguration of space within your district then you will continue business as usual. Other Community Centres cannot make a decision on your behalf. However, if at any point in the future you see opportunities to do things differently, then those

ideas will be welcome and will be discussed within the context of other proposals being considered within your District.

Why would any Community Centre agree to merge with another?

Many Community Centres are currently struggling to deliver programs with inadequate facilities, a low population base, and a lack of volunteers. Mergers may allow for newer, more contemporary facilities to be built. It provides for a stronger volunteer base and a larger population for programming. Since fewer, and newer, facilities reduce maintenance costs and make the system more financially sustainable, the community benefits. Past Community Centre mergers have proven to be a plus for the community.

APPENDIX II

General Council of Winnipeg Community Centres

RECREATION AND LEISURE FACILITY POLICY

Presentation to the City of Winnipeg
District Community Centre Boards

September 2005

Recreation and Leisure Facility Policy

SUMMARY

The Recreation and Leisure Facility Study was adopted by City Council in May of 2005. The Policy outlines a process by which decisions will be made and the criteria that must be respected when making decisions on the reconfiguration of recreational and leisure space.
Under the umbrella of this policy are:

- Aquatic facilities including outdoor pools, indoor pools, and wading pools, aquatic facilities such as water parks, spray parks, etc.
- Sport facilities including field houses and arenas, indoor soccer pitches and skateboard parks.
- Multi-use facilities including community centres, recreation centres, leisure centres, senior centres and libraries.

The policy identifies a larger leadership role for the General Council of Winnipeg Community Centres (GCWCC) and the District Community Centre Boards as it relates to Community Centres. It empowers the General Council of Winnipeg Community Centres and the Community Centres to look at alternatives for the delivery of recreational and leisure needs that are responsive to local needs.

KEY ISSUES

Many of the 71 Community Centres were built decades ago and now in a state of considerable disrepair. As a result many facilities are nearing a crisis state.
A number of community centres facilities do not have the amenities to meet the recreational needs of the community.
Demographics of the neighbourhood areas have changed considerably over the years.
Many centres are finding their volunteer base is shrinking.

Neighbourhood population numbers have changed which indicate that community centre boundaries require reviewing.
Programming needs are not being met in all neighbourhoods due to a smaller population base, changing demographics and socio economic need.

POLICY COMPONENTS

The Recreation and Leisure Facility Policy includes the following components:

- A facility hierarchy that provides general guidance around the provision of facilities, including guidelines for facility to population ratios.
- A stronger leadership mandate for the GCWCC to optimize the community centre model in Winnipeg.
- A commitment to sustaining existing, programmable recreation and leisure square footage while encouraging a reconfiguration of facilities over time.
- A commitment to consultation.
- A commitment to a "managed care" level of maintenance for new facilities and where possible for existing facilities.
- A reinvestment strategy.

GCWCC Management Agreement

The following parameters will form the basis of a more detailed Management Agreement between the City of Winnipeg and the GCWCC.

1. GCWCC will have a leadership mandate to strengthen and optimize the Community Centre model in Winnipeg
2. GCWCC will operate through district boundaries that match the City's Community Committee Boundaries.
3. GCWCC to be governed by a Board representing Community Centres. The Board will include City appointed community representatives that will ensure financial, asset management, and legal expertise.

4. GCWCC will report to Council through Executive Policy Committee.
5. GCWCC will provide to Council an annual 3 year business plan and audited financial statements.
6. GCWCC will be authorized to run those Neighbourhood Community Centres and Community Recreation and Leisure Centres that are within its mandate where it is not possible to sustain a volunteer board and programming.
7. GCWCC will work in close collaboration with the City to ensure that efforts regarding programming and facility operations are complementary.
8. GCWCC will facilitate consultation processes regarding opportunities to reconfigure and optimize centres within the limitation of maintaining existing square footage of Community Centre space as set out in the policy.
9. GCWCC will keep Councillors informed as to consultation activities and project proposals in their respective wards.
10. programming to maximize GCWCC will make recommendations for new capital projects once a year as part of its annual business plan, reporting to Council through EPC.
11. GCWCC will advise on, coordinate, infrastructure grant applications.
12. GCWCC will assist in providing day-to-day administrative support to Community Centres and will collaborate with the City to optimize the support provided to Community Centres.
13. GCWCC will facilitate the coordination of Community Centre coverage and minimize duplication in efforts.

BEGINNING COMMUNITY PLANNING AND CONSULTATION

Moving forward to ensure that we have a more sustainable Community Centre Structure in place for the future is a challenge that will be shared by the City, GCWCC and the Community Centres.
GCWCC began consultation with the District Community Centre Boards in June of 2005. Over the summer months representatives of the GCWCC

and City of Winnipeg met with several Community Centres to discuss the Policy and how it related to their future development plans.
In September 2005 GCWCC and City Representatives will continue to meet with the District Community Centre Boards and individual Community Centres to ensure everyone is aware of the Policy and to discuss the process for reviewing project proposals.

CHALLENGES

1. The net square footage for recreational and leisure programming space will be sustained at the current level (city-wide) but will not be increased. This equates to "heated square footage" as defined in the Universal Funding Formula. (Pool areas, indoor arena ice, indoor soccer pitches are not included in this component of the policy.) The net square footage will be increased only when there is a real population growth (city-wide), and then in keeping with the facility to population ratios. (Neighbourhood – 12,000-15,000 – Community Recreation and Leisure Centres 35,000 – 50,000)

2. Community Centres that have plans to expand may have to be revisited in light of the new policy.
3. The Community Center model needs to move in a more sustainable direction – this is not going to be an easy task, but by working together we can deliver results that benefit the Community Centre movement and the community at large.
4. Looking at opportunities of Community Centre mergers where centres are currently struggling to deliver programs with inadequate facilities, a low population base, a lack of volunteers. Where change is desired, the mix and number of facilities will be guided by the facility to population rations facility hierarchy. These ratios facilitate a match between facility size and market demand; recognize population

growth, unique inner city needs, and geographic barriers; and move communities in a more sustainable direction. In communities where change is not desired, existing facilities will be maintained as best as can be done within the confines of approved budgets.

APPENDIX III

PROPOSED COMMUNITY CENTRE BOUNDARY CHANGES

(TO MEET CURRENT COMMUNITY COMMITTEE BOUNDARIES)

Brooklands	Assiniboia	None	This centre has not been in operation since October 12, 2004. Weston Community Centre currently provides recreational and leisure services to the residents of Brooklands. However, Weston is located in the LS/WK Community Committee has been serviced by Weston C.C. which is located in the Lord Selkirk-West Kildonan Community Committee. **Challenges:** As Weston C.C. is located in the Lord Selkirk West Kildonan Community Committee Area, the residents of Brooklands would fall into the boundary area of Bord-Aire C.C. which would present a geographical challenge for the residents of Brooklands.
Burton Cummings	LS-WK / City Centre	West Boundary – Sargent Proposed Change: West Boundary - Notre Dame	The centres boundaries take in both Community Committee (City Centre and LS-WK). The proposed West Boundary change would place the centre in the LS/WK Community Committee. **Challenges:** The centre would lose a portion of their population base.
Central	LS/WK / City Centre	South Boundary – Portage Avenue to Main Street Proposed Change:	This boundary change would result in the centre losing the Forks Area.

		South Boundary - Fort to Graham, Graham to Water. Pioneer to the River	**Challenges:** None
Clifton	City Centre / Assiniboia	West Boundary – St. James St Proposed Change: West Boundary - CPR Tracks	This change would result in the centre losing the Polo Park Industrial Area. **Challenges:** Minimal impact.
Isaac Brock	City Centre / Assiniboia	West Boundary – St. James St Proposed Change: West Boundary - CPR Tracks	This change would result in the centre losing the Polo Park Industrial Area. **Challenge:** Minimal impact.
Robert A Steen	City Centre / Assiniboia	West Boundary – St. James St Proposed Change: West Boundary CPR Tracks	This change would result in the centre losing a small-populated area from St. James Street to the St. James Cemetery. **Challenge:** Minimal impact
Sir John Franklin	City Centre / Assiniboia	West Boundary – Kenaston from Wilkes, North to Grant Ave, West on Grant to Edgeland North along Edgeland to River Proposed Change: West Boundary - Kenaston from CPR tracks to River	This change would result in the centre losing a populated area from Kenaston to Edgeland. **Challenge:** Some impact due to loss of population base.
Tuxedo	Assiniboia / City Centre	East Boundary – Edgeland Blvd South to Grant, to Kenaston to Wilkes Proposed Change: East Boundary - Kenaston from CNR tracks to River	This change would result in the centre acquiring the populated area from Kenaston to Edgeland. **Challenge:** None
Westridge	Assiniboia / City Centre	West Boundary – Brady Road Proposed Change:	This change would result in the centre losing its current amalgamation with Westridge C.C.

		West Boundary -Kenaston	**Challenge**: Realignment of surrounding Community Centre Boundaries.