# South Winnipeg Recreation Initiative:
Stakeholder consultation
& recommendations

## Final Report

Prepared for:

October 31, 2014

October 31, 2014

Dan Prokopchuk
Manager
City of Winnipeg, Community Services Department
Community Development & Recreation Services Division
395 Main Street
Winnipeg, Manitoba
R3B 3N8

Dear Dan:

**Re: SOUTH WINNIPEG RECREATION INITIATIVE:**
**STAKEHOLDER CONSULTATION**
**& RECOMMENDATIONS**

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Braid Solutions Inc. is pleased to deliver the final report for this project.

This consultation has clearly demonstrated that there is a strong interest and community commitment to pursue a new, innovative model for the delivery of recreational services in south Winnipeg that includes the development of a showcase community recreation campus.

This report sets out a number of recommendations on a process to align stakeholders on the steps to realize this vision. It also identifies a number of formative steps required by the City of Winnipeg to ensure that it is in a position to support this initiative.

We appreciate the opportunity to participate in this project and look forward to opportunities to engage with all stakeholders on the realization of the recommendations.

Sincerely,

**Braid Solutions Inc.**



Ian R. Shaw, MCIP
President

19 Whitehaven Road, Winnipeg MB Canada R3T 3W8 (204)470-4342

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# 1. Introduction

This report outlines the results of a stakeholder consultation focused on the realization of a regional recreation initiative in south Winnipeg.

It is a result of a jointly sponsored project conducted for the City of Winnipeg's Community Services and Planning, Property & Development Departments.

## *1.1. Objectives and scope*

The project was structured with five parallel objectives. These were to:

- Capture the opportunities and issues associated with the development of a regional recreation initiative in south Winnipeg;
- Gauge the perspective of the various stakeholder groups on the demand for specific recreational uses and infrastructure within this type of project;
- Develop a range of possible options for proceeding forward with the initiative by delineating the types of recreation facilities, services, programming and governance necessary to bring them to life;
- Assess the interest and capacity to support the realization of this initiative by the various key stakeholder groups; and,
- Define requirements of a process for taking the next steps in the planning for its realization.

Conducted from November 2013 to March 2014, the project incorporated participation from 40 participants representing some 15+ organizations and stakeholder groups with an interest in the delivery of recreation facilities and services in south Winnipeg.

Project participants were promised an opportunity to review all findings prior to the completion of this report. The project team reinforced the importance of this step to the integrity of the overall consultation process with project sponsors on several occasions.

It became clear throughout the project that there were a number of barriers preventing the development of a consensus perspective on next steps within the City of Winnipeg.

Because this review step would involve sharing sensitive information that could indirectly impact the project's eventual realization and/or significantly impact delivery costs, it was decided by the project sponsors that this participation step should be suspended until clear political direction could be established.

## *1.2. Organization of this document*

This report is organized into the following sections:

**Section Two** presents the key findings resulting from the stakeholder consultation. It also identifies a number of critical issues that need resolution by the City of Winnipeg in order to move this initiative forward.

**Section Three** sets out a number of lessons learned from the experience of other jurisdictions with respect to the delivery of recreation facilities and services.

**Section Four** sets out a number of recommendations for forward action.

**Appendices** have been included to provide detailed information where applicable. A full description of the overall project approach and methodologies applied to the analysis and presentation of findings is included in **Appendix A**.

# 2. Key findings and issues for resolution

This section outlines the summary findings of the stakeholder consultation. It also identifies a number of issues that need to be resolved by the City of Winnipeg in order to proceed with next steps on this initiative.

## *2.1. Key findings*

The findings of the stakeholder consultation can be summarized into the following areas:

1. **Stakeholders share a common interest and desire to establish a regional showcase facility combined with a rationalized program of recreational services delivered from satellite locations across south Winnipeg.**

   All participants cited the expectations on the part of the community for a high quality facility, limitations in the community's basic recreational infrastructure, evolving needs resulting from shifts in the socio-economic and cultural makeup of the neighbourhoods in south Winnipeg, and a strong willingness to collaborate amongst stakeholder groups as drivers for this type of initiative. They also highlighted the possibility of substantial economic synergies that could be realized through a coordinated plan to establish a new facility while making targeted reinvestments at other locations to improve recreational services at the neighbourhood level.

   The Greater Council Winnipeg of Community Centres' (GCWCC) Plan 2025 noted that the Riel Community Committee Area, and specifically Fort Garry South – neighbourhoods serviced by Richmond Kings, Waverley and St. Norbert Community Centres – were below the City of Winnipeg's Target Space to Population Ratio set out in its 2005 Recreation, Leisure and Library Facilities (RLLF) Policy. Faster than anticipated growth in the Waverley West neighbourhoods will have increased the need in the Fort Garry South area when compared to the RLLF target. This point was reinforced by stakeholders who indicated that existing recreational infrastructure has been stretched in recent years by a combination of new residents and changing demographics.

   All stakeholders were asked to confirm what types of facilities and services would be most appropriately targeted for delivery at the neighbourhood/community level in contrast to those appropriately delivered on a regional basis. To support this discussion, participants were provided with maps showing existing recreation facilities together with walking time buffers from key facilities. A sample of a section of this mapping shown below:

Facilities and neighbourhoods




Facilities and neighbourhoods with walking distance buffers to key sites



Stakeholders were also provided with information on existing facility locations as well as information on travel thresholds to various recreation activities as set out in the following table:

**Duration and Distance Thresholds to various recreational activities**

| | Duration-based threshold | | Distance-based threshold | |
|---|---|---|---|---|
| | 67% (min) | 90% (min) | 67% (km) | 90% (km) |
| Exercising, yoga | 14.0 | 25.0 | 4.19 | 12.81 |
| Golfing | 30.0 | 40.0 | 23.88 | 47.68 |
| Swimming | 15.0 | 31.5 | 4.94 | 15.28 |
| Football, basketball, and baseball | 18.1 | 31.8 | 12.31 | 26.50 |
| Bowling, billiards | 15.0 | 25.8 | 5.69 | 14.18 |
| Skating, skiing | 15.7 | 35.8 | 8.00 | 41.59 |
| Walking | 15.0 | 30.0 | 4.40 | 19.83 |

**Source: Spinney and Millward (2013), p. 484.**

The project team aggregated a list of uses based on this stakeholder feedback as follows:

## Community

- Daycare
- Exercise/workout basic
- Clubhouse
  - Hall
  - Kitchen
  - Meeting space
- Programming space
- Outdoor rinks
- Splash pads
- Skate parks
- Playground/play park
- Small court sports
  - Pickle ball, basketball
- Mini/youth soccer
- Trail/Walking/Outdoor work area
- Park/dog park

## Regional

- Health/wellness
- Library
- Transit hub/station
- Leisure aquatic center
- Swimming pool
- Exercise/workout advanced
- Arena (multiple, consolidation and renewal)
- Leisure ice surface
- Gymnasium (multiple)
- Indoor soccer
- Track (Indoor/outdoor)
- Competitive sports fields
  - 1st - Soccer, Cricket, Ultimate
  - 2nd - Baseball, softball
- Ancillary office/professional space
- Ancillary concession space
- Community theatre

Participants were also asked to assess the relative demand for these facilities. Based on this input, the uses identified by the majority of participants with the highest demand have been

identified in the following list (bold):

## Community

- Daycare
- Exercise/workout basic
- **Clubhouse**
  - **Hall**
  - **Kitchen**
  - **Meeting space**
- **Programming space**
- Outdoor rinks
- **Splash pads**
- **Skate parks**
- **Playground/play park**
- **Small court sports**
  - **Pickle ball, basketball**
- **Mini/youth soccer**
- Trail/Walking/Outdoor work area
- Park/dog park

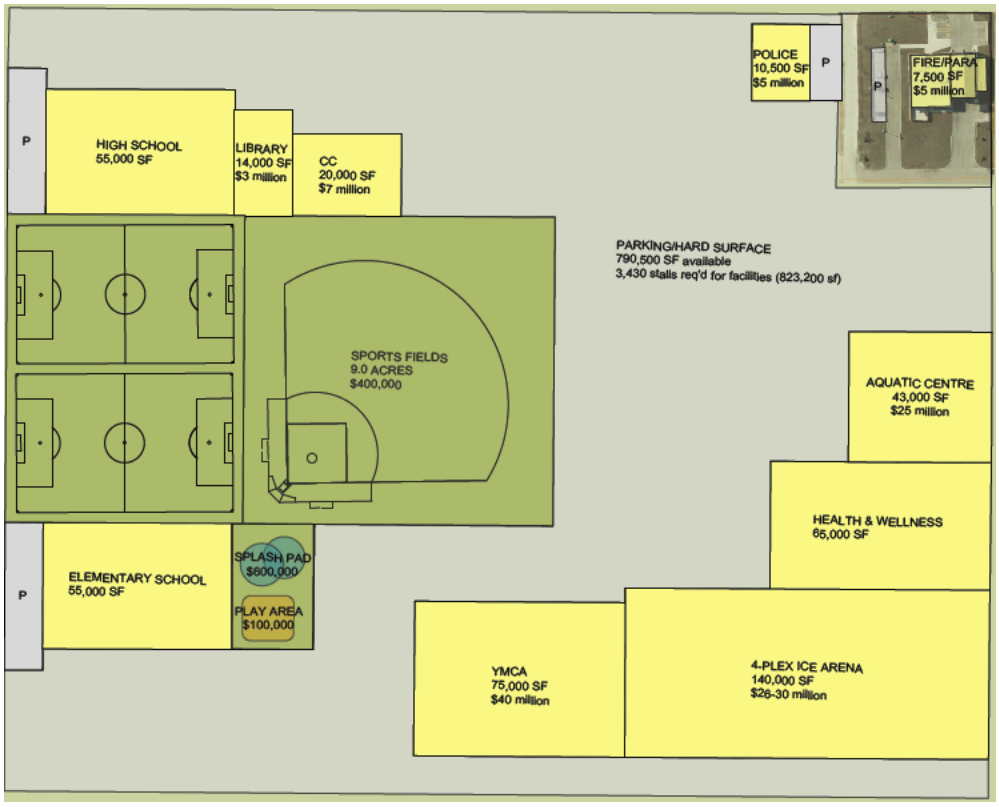
## Regional

- Health/wellness
- **Library**
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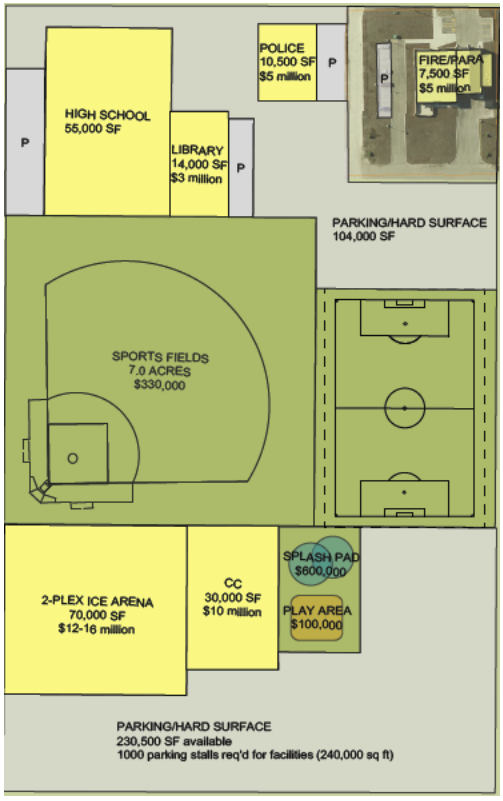
Depending on the number of uses included in the final building program and the synergies that could be developed in a final space plan, the required site would need to be between 15 and 25 acres. With the inclusion of a school, the required site would require a site between 40 and 50+ acres in size.

Planning, Property & Development staff prepared conceptual site plans for a community recreation campus at 10, 20 and 40 acres. These plans do not represent specific design proposals and are only intended to show how specific uses are aggregated to an overall land requirement. These conceptual plans also indicate representative costs for some of the facilities. These are all shown below at the same scale:

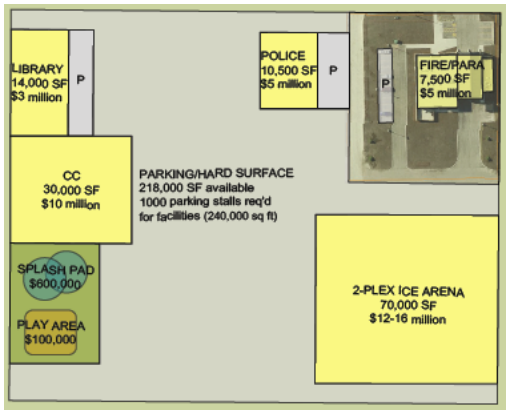
## 40 Acre Site




## 20 Acre Site




## 10 Acre Site



Community centre stakeholders identified requirements for reinvestment at existing locations that is required to ensure that these facilities are better positioned to deliver neighbourhood services as part of this strategy.

**2. An integrated recreational campus is the preferred delivery model for most stakeholder groups.**

An integrated campus provides for colocation of a number of compatible recreational facilities that are operated independently within a single site or on adjacent sites. This approach establishes a recreation hub that creates opportunities to leverage common infrastructure (e.g. parking, transit access, site services) while preserving a level of autonomy for organizations to execute their specific programming mandates.

Participants acknowledged that there may be additional synergies that could be realized through the development of a single integrated facility but cited concerns from their experience with common use agreements. Participants were particularly critical of existing shared use arrangements implemented by the City of Winnipeg and a number of school divisions including Pembina Trails School Division. Participants suggested that these agreements did not balance the programming interests of all parties and often are implemented by giving first priority to the facility owner. Accordingly, most stakeholder groups strongly favoured models that provided dedicated space and provided them with clear operational responsibility.

Pembina Trails School Division noted that there was no precedent or legal foundation for a school to be part of a shared facility but that there were many good examples for schools to be located adjacent to a campus site.

The University of Manitoba and Winnipeg Regional Health Authority confirmed their support for the campus concept but also noted their lack of capacity to engage as a primary stakeholder. The WRHA confirmed that its new Access Centre would be built on Pembina Highway. Similarly, the University confirmed that it would be placing strategic priority on campus renewal and its own campus projects including the new Active Living Centre being targeted at University students, staff and alumni. Both the WRHA and the University of Manitoba confirmed the potential for the alignment of future programming at some point in the future, however, no funding has been targeted for these initiatives at this time.

The City of Winnipeg and YMCA/YWCA of Manitoba have established a draft Memorandum of Understanding that would see the City of Winnipeg provide a serviced site and capital contribution towards the development of a 75,000 square foot facility in southwest Winnipeg. The MOU provides for the establishment of two additional facilities at other locations in the City overtime. YMCA/YWCA representatives confirmed they would be prepared to entertain proposals to increase the program of their planned facility provided that this was supported by their business plan and operating model. They indicated they would not operate facilities that were not under their direct control. City Council included a budget for the planning and development of this facility in the 2014 budget but this activity was not initiated. The MOU anticipates a Provincial funding contribution. As of the writing of this report, the Province of Manitoba has not confirmed its support for this initiative.

Winnipeg Public Libraries confirmed its planning guideline of establishing a branch library within 2.5 kilometres of every residence. Existing libraries service approximately 34,000 residents on average. Based on that demand, Waverley West would warrant construction of a new library facility independent of investment in other parts of south Winnipeg. Winnipeg Public Libraries' preferred approach would be to establish a new library as part of a community campus model. Winnipeg Public Libraries confirmed that it has extended its lease for the Pembina Trails Library on Pembina Highway to 2032.

South Winnipeg community centre stakeholders confirmed their support for a campus. They expressed a strong interest in ensuring that they would have sufficient control to meet their

programming requirements, particularly if the realization of a new facility would result in changes to the use or programming at existing facilities.

Whyte Ridge Community Centre indicated that it was in the process of revisiting its overall business plan and that it was not in a position to confirm its support or interest in a campus at this time.

Most participants were very critical of the City of Winnipeg for not establishing its own position for facility and service delivery in south Winnipeg. They highlighted a number of attempts by the City of Winnipeg to bring stakeholders together but noted that there has not been adequate follow through.

3. **There is a general consensus that the traditional community centre should not be adopted as the default delivery model for Waverley West.**

This finding contrasts the direction under the The City of Winnipeg's 2005 Recreation, Libraries, and Leisure Facilities Policy (RLLF) as well as the strategic direction set out in the Greater Council of Winnipeg Community Centre's (GCWCC) Plan 2025.

All south Winnipeg community centre participants highlighted that major sports programming has been integrated for a number of years.

Waverley Heights, Richmond Kings and St. Norbert Community Centre boards initiated an amalgamation process in 2013 in part as a recognition of this fact. Community centre executive members highlighted a number of anticipated benefits from the amalgamation. They also confirmed that an amalgamated delivery model would provide better support in the face of reduced volunteer time and program delivery leadership hours across south Winnipeg.

Throughout the course of this project, St. Norbert suspended its participation in the community centre amalgamation process. It is not clear as of writing if this decision has impacted this Board's perspective on the support for an integrated recreational campus.

Waverley Heights and Richmond Kings anticipate that the amalgamation will be completed by the end of 2015.

Most community centre participants highlighted that the building program for a standard community centre facility is based on a model established in the1970s or earlier. GCWCC representatives emphasize that all community centres should be developed to meet a specific programming need. The GCWCC target guideline for new community centres as follows:

**Target New Community Centre Concept - GCWCC**

Indoor amenities:

| | | |
|---|---|---|
| 1. | Full gym | 5,000 |
| 2. | 4 dressing rooms | 1,200 |
| 3. | MPR | 1,000 |
| 4. | office/boardroom | 500 |
| 5. | washrooms | 600 |
| 6. | zamboni/garage | 500 |
| 7. | kitchen/canteen | 500 |
| 8. | skate change area | 800 |
| 9. | lobby | 600 |
| 10. | manager's office | 300 |
| 11. | storage | 2,000 |
| 12. | support/crush space | 2,000 |
| | | Total = 15,000 |

Outdoor amenities:

1. Parking lot for 100 to 150 vehicles
2. 2 outdoor rinks
3. 1 ball diamond
4. 1 full soccer pitch
5. 1 mini soccer pitch

10 – 12 acres site

Based on current and anticipated population in the new Waverley West neighbourhoods alone, there is demand for an additional two or three of these standard community centre facilities.

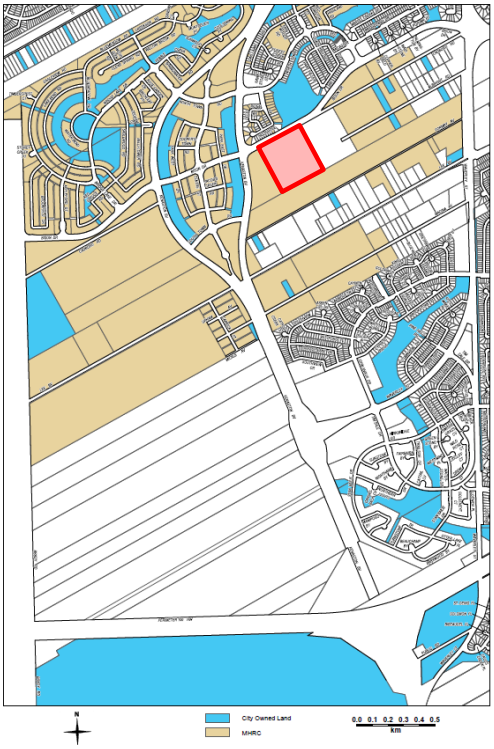
Most community centre participants highlighted requirements for re-investment in existing facilities that are needed to make them more relevant to current programming needs. In many cases, they suggested that these needs could be traced to the original building program. Issues identified most often with the traditional building program included:

- Limited programming and meeting space;
- Limited kitchen/catering facilities;
- Limited gymnasium space;
- Non-profit/community group offices and meeting space;
- Emphasis on baseball and other low participation field sports that could be better serviced on a regional basis;
- Orientation around outdoor ice rink facilities that are often underutilized and/or costly to maintain relative to the length of the season they are in service; and,
- Limited match with uses identified by cultural groups with different interests that traditional Canadian sports.

All community centre participants highlighted the opportunity that exists in south Winnipeg particularly because there has been no significant recreational facilities established in Waverley West to date.

4. **An opportunity exists to consolidate planning and development around a site purchased by Pembina Trails School Division in Waverley West.**

Pembina Trails School Division confirmed its March 31, 2014 acquisition of a 25 acre site on Cadboro Road in Waverley West Neighbourhood B as shown below:



This site was acquired in a purchase transaction from a private land owner at a cost of $107,000/acre.

The planned program for this location is to establish two schools – a K-8 school and a Vocational High School. Both facilities are planned to incorporate a day-care in line with established provincial policies.

Both the Public Schools Finance Board (PSFB) and Pembina Trails School Division confirmed their support for undertaking a coordinated planning project focused on the realization of a community campus.

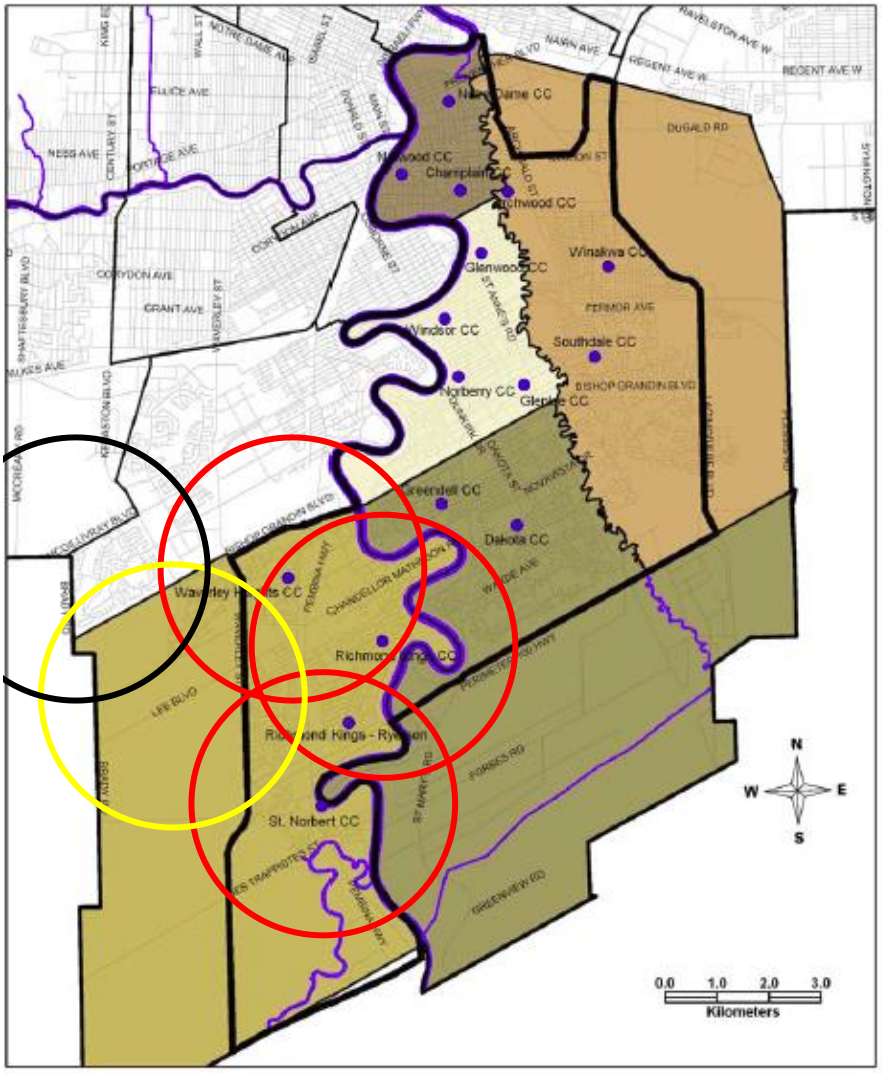
PSFB confirmed that the design and planning funding for this location was being targeted for the Fiscal 2015/16 provincial budget cycle.

Pembina Trails confirmed their willingness to consider expanding their planned school building programs to incorporate additional community access infrastructure. In this configuration, Pembina Trails would assume responsibility for the overall design, construction and maintenance of the expanded facility provided that appropriate capital and operating funding agreements could be established.

Pembina Trails identified a few key areas where there was interest in expanding the anticipated building program including, but not limited to, a community theatre, an expanded commercial kitchen and additional gymnasium space.

Pembina Trails confirmed that the design and building program for two additional K-8 schools in the South Pointe neighbourhood had been initiated. There were some opportunities to coordinate on fields and open space planning at those locations provided that the minimum school requirements are achieved.

The project team completed a basic proximity analysis from this site and those of the existing community centre locations based on standardized 5 km travel thresholds (Spinney and Millward, (2013)) as shown below:




Map Source: Urban Edge Consulting Inc. 2009

**5 KM radius from:**

**Existing SW Community Centres**

**Pembina Trails Site Location**

**Whyte Ridge Community Centre**

This analysis demonstrates that a community campus or regional recreation facility located adjacent to the Pembina Trails site can support the majority of neighbourhood level uses in Waverley West while meeting the majority of drive time requirements for a regional facility.

5. **There is conceptual support for repurposing or redeveloping existing assets to support the realization of an integrated campus as part of an overall recreation service model for south Winnipeg.**

   The following assets were identified as assets that might be repositioned as part of a broader strategy (in no particular order):

   - Waverley Heights Community Centre and the surrounding site;
   - Ryerson Ice Complex and site;

- Margaret Grant Pool and site;
- Redevelopment of part of the site at St. Norbert Community Centre;
- Redevelopment of St. Norbert Community Centre to an alternate use;
- Redevelopment of Richmond Kings Community Centre to an alternate use; and,
- Redevelopment/Relocation of Pembina Trail Library.

Community centre participants noted that there has been considerable discussion between the South Winnipeg Hockey Association (SWHA) and the Fort Garry Hockey Association (FGNHA) about the FGNHA's plans to establish another sheet of ice at Century Arena. City of Winnipeg Community Services staff confirmed that there have been no approved plans for this site at this time. They also highlighted the current City policy that no additional arena facilities would not be supported unless an existing arena could be closed. City officials confirmed that this policy is targeted at city owned facilities and would only apply in concept to Richmond Kings or St. Norbert Community Centres. The project team confirmed that there is conceptual support for relocating ice surfaces at Century Arena, Richmond Kings Community Centre and Charles A. Barbour Arena as part of a community campus provided that the new facility supported the aggregated demand.

Participants noted that any plans to repurpose these assets would need to have a clear and offsetting benefit to the community. Community centre participants confirmed their willingness to champion these changes if a well-defined strategy could be articulated.

6. **There is a potential opportunity to establish a coordinated active sports field strategy across the region.**

All participants noted that the majority of active sports fields are not constructed or maintained at a level necessary to support most sports programming. They noted that it is difficult to understand the true demand requirements for these facilities because most of these sports have relatively short, high peak demand seasons with low to non-existent offseason utilization.

Participants confirmed a requirement for fewer, well-maintained field sports facilities at central locations throughout the region. This would provide opportunities for redevelopment of existing sports fields into passive parks or for targeted redevelopment in some situations.

The City of Winnipeg and Pembina Trails School Division confirmed that there may be some operating cost savings associated with this approach but that there was no mandate to establish this type of infrastructure in their capital plans. Similarly, they noted that there is no funding in place to maintain fields at a competition standard except in circumstances where a special agreement has been established for that purpose.

The City of Winnipeg noted that it has been difficult to achieve a meaningful active field program in the Waverley West neighbourhoods as the developers have a strong preference to fulfil their open space dedication through passive parks and trails.

Sport Manitoba confirmed that there would be support from a number of sports organizations to realize a competitive level sports field facility in south Winnipeg including but not limited to soccer, cricket, ultimate, football, track and field, and baseball.

Most participants noted that one or more regional active field facilities could be established throughout the region by consolidating uses into a single location and it was not necessary for these to be part of the campus site.

7. **Fee or membership based models for core and expanded services are generally supported by most stakeholders.**

   All community stakeholders confirmed that there is a higher expectation of facility and service delivery than is being achieved in south Winnipeg. They identified facilities in other Canadian cities as well as those in many US jurisdictions as models for south Winnipeg.

   In almost all circumstances, stakeholders confirmed that there would be an expectation and willingness in the broader community to pay for high quality facilities and services.

   Stakeholders confirmed that there are many established programs to guarantee universal access and/or to provide income-based subsidy to improve participation. They shared a common perspective that these programs could be leveraged or expanded to ensure that a new facility would support the broader community as a whole.

8. **There is varying interest and capacity in various stakeholder groups to operate facilities or provide programming.**

   Stakeholders noted that there is a wide disparity between the capacities of different groups to manage a significant infrastructure footprint. In this respect, there was general agreement that they would most likely be satisfied with a fairly administered publicly operated facility as long as there were clear access rights and procedures to ensure that programming could be delivered effectively.

   For those stakeholders with a capacity to operate a facility, the critical interest was ensuring that there was an effective funding model to support day to day operating requirements. Community centre participants highlighted issues with the existing Universal Funding Formula as a model that does not ensure adequate support in relation to the programming need.

   YMCA/YWCA confirmed that it would not operate a City owned facility in Winnipeg.

   Pembina Trails School Division confirmed that it would not operate facilities it does not control because there is no framework for this situation in the relevant legislation and policies.

   The south Winnipeg community centres confirmed their interest and capability to deliver all of the sports and recreation programming for the entire region including existing community centre sites. They expressed concerns that City of Winnipeg recreation program delivery is not effective or well matched to community need. They also expressed concerns that City programs competed with those that could be delivered better at the community level.

   City Recreation Services Division staff suggested that its own program delivery has been well received as a valuable service and cited a 93% satisfaction rate from participants in City delivered programs. City staff identified several programming areas that were not being delivered effectively by community centres as well as indicating that access to facilities has also been a barrier to expand its own programming. They expressed concerns with a pure community centre model, noting that in many parts of the city, community centres are not being programmed to capacity. They provided recent examples of situations where the City has been asked to take a more active role in facility operations. City staff advocated for a partnership based model where community centres delivered programs where they had a strong delivery capacity and that the City provide programs where there are gaps in services. They suggested that this approach provides a better solution to ensure that the community benefits from a full menu of programs in sport, culture, fitness and other areas.

   Most participants advocated for a model that has a clear delegation of responsibility for program delivery to a limited number of groups. This would clarify responsibility and limit the impact of "competition" between programs that have similar objectives. It would also consolidate demand so that specialized programs could be delivered more efficiently and with a higher quality standard.

Most stakeholders noted that there would be value in establishing an advisory council or board that would be responsible for coordinating access, confirming program delivery needs and supporting overall coordination between entities operating on the campus and throughout south Winnipeg.

All stakeholders confirmed that a regional scale campus and regional facilities required professional management and operations support on a day to day basis.

9. **All stakeholder groups are committed to participating in a process to further develop an integrated recreation campus concept.**

   Stakeholders all noted that this process needed to be undertaken as a focused and managed activity. Most participants noted that the City of Winnipeg had not been effective moving these discussions forward despite a number of attempts.

   Stakeholders expressed a basic expectation that this type of process would incorporate a series of pre-defined milestones that would allow participating organizations to confirm expectations and/or resource commitments or to discontinue their participation. This was particularly critical for organizations who required opportunities to secure project approval within their own governance framework.

   All stakeholders confirmed their willingness to align existing funding sources with that of the City or other organizations to support this process. In this context, there is a clear opportunity to leverage design and planning phase funding associated with the new Pembina Trails School Division project in Waverley West Neighbourhood B and through the MOU between the City of Winnipeg and the YMCA/YWCA of Manitoba.

   All community-based stakeholders committed financial support to this process as a one-time investment to a feasibility, planning and design project ranging from $15,000 to $50,000+.

   Many stakeholders identified potential opportunities for private sector sponsorship and not for profit fundraising to support the construction and operation of an integrated recreation campus. It was not possible for the project team to verify the potential support levels but there is a clear track record of support for community based recreational facilities in Winnipeg and other cities.

   Most community based stakeholders and in particular the executive leadership of the three south Winnipeg Community Centres agreed to play a role as champions in community engagement and consultation activities.

   Participants suggested that a formal project structure be implemented with a program manager to guide the process. All stakeholders suggested that a steering or advisory group be established to work with the program manager.

   Participants suggested that a formal project structure be implemented with a program manager to guide the process. All stakeholders suggested that a steering or advisory group be established to work with the program manager through the feasibility, design and development phases of the project.

   Participants recommended that a structured community consultation process be included in the overall planning program. The highlighted that this would be particularly important when the implementation plan would make changes to existing services or facilities as part of a coordinated region wide plan.

## *2.2. Issues requiring resolution by City of Winnipeg*

All stakeholders were clear that the City of Winnipeg needs to demonstrate the leadership necessary to establish a direction for moving forward. They noted that coordinated action was not possible without a clear statement of the City's priorities and preferred strategic direction.

The project team agrees with this perspective.

Responsibility for the delivery of recreational services is clearly a civic mandate and it is critical that the City establish a clear position on this initiative in order to move this program forward.

The most pressing issues that require resolution in order for the City to establish a clear position on a south Winnipeg recreation initiative are, in no particular order, as follows:

1. **Confirming that the realization of a community campus the City's intended delivery strategy for Waverley West.**

   The project team believes that a community campus concept is the strategy that the administration would recommend to City Council.

   It is not clear why this recommendation has not been advanced. There have been a significant number of formal requests for direction.

   In addition to the items set out below in this section of the report, the project team has identified a number of factors that may be contributing to a lack of clarity on the preferred approach:

   - The responsibility for fulfilling the recreational facility and service mandates are shared between two departments and there is no single point of accountability for developing a position and recommendation to council;
   - There are a number of competing interests that are not easily reconcilable at an administrative level including resolution of the planned strategic relationship with YMCA/YWCA Manitoba and differences between councillors about the relative priority of projects;
   - Sensitivities associated with other land transactions undertaken by the City of Winnipeg;
   - Concerns that the cost of an community based facility are outside the ability of the City to support so that there is no basis for a recommendation; and
   - Perspective that the type of facility contemplated under a campus plan deviates from the City's policy of neighbourhood community centres and/or is not consistent with established RLLF policy so it cannot be advanced by default and/or it will establish an expectation that other areas of the City will demand in kind.

   The project team believes that it is a critical first step to normalize activities to plan and evaluate the feasibility of a community campus facility in contrast to delivery models established under existing Council policy.

2. **Confirming the "normal" community/recreational servicing standard for the Waverley West community together with the associated funding commitment.**

   Other levels of government expressed concerns that the City of Winnipeg has not established its own base level commitment for a south Winnipeg recreational initiative. This extends to confirmation of the servicing standard that will be provided by the City of Winnipeg within Waverley West if a broader regional strategy is not pursued.

   Without this basic commitment, there is a fairly widespread perspective that the City is looking to offset the entire funding responsibility.

   It is the opinion of the project team that clarifying what the City will provide for base service and facility delivery in Waverley West is critical to establishing the funding support from other levels of government.

3. **Defining the role that the City of Winnipeg will play in facility operations and program delivery in contrast to the capacity and interest of other groups operating in the community.**

   Three critical questions need to be clarified in this area:

- Is the City best positioned to be a provider of essential/basic recreation services?
- Is the City best positioned to be a program funder or an operator?
- Is the City best positioned to be a facility manager or a program delivery organization?

Stakeholders were nearly unanimous in their perspective that the City should move towards a role as a program funder and establish an expectation that program delivery be the supported by new or existing community based organizations.

The project team recommends that this direction be considered based on experience in other jurisdictions and the feedback from community stakeholders during this project.

**4. Defining the process and priority for planning the Waverley West Neighbourhood B**

The remaining Waverley West Neighbourhood B requires a Precinct Plan as a prerequisite to almost all other development work.

In Winnipeg, a Precinct Plan is typically initiated by a land owner with an interest in moving forward with a development plan or subdivision. This process can take an extended period of time up to 2 years in duration depending on the nature and number of issues associated with the property.

In this case, Waverley West Neighbourhood B has a significant number of land owners. The single largest land owner is the Province of Manitoba through the Manitoba Housing Renewal Corporation (MHRC). MHRC was the developer of the Bridgewater Neighbourhoods in Waverley West. MHRC has indicated that it may not be interested in pursuing the lead developer role for this neighbourhood. It is not clear if there is another party that has the interest or capacity to move this process forward.

There is precedent for the City to initiate a statutory development planning process in this situation.

The City of Winnipeg's Planning, Property & Development has confirmed that the initiation of a statutory plan for this area has not been established as a priority.

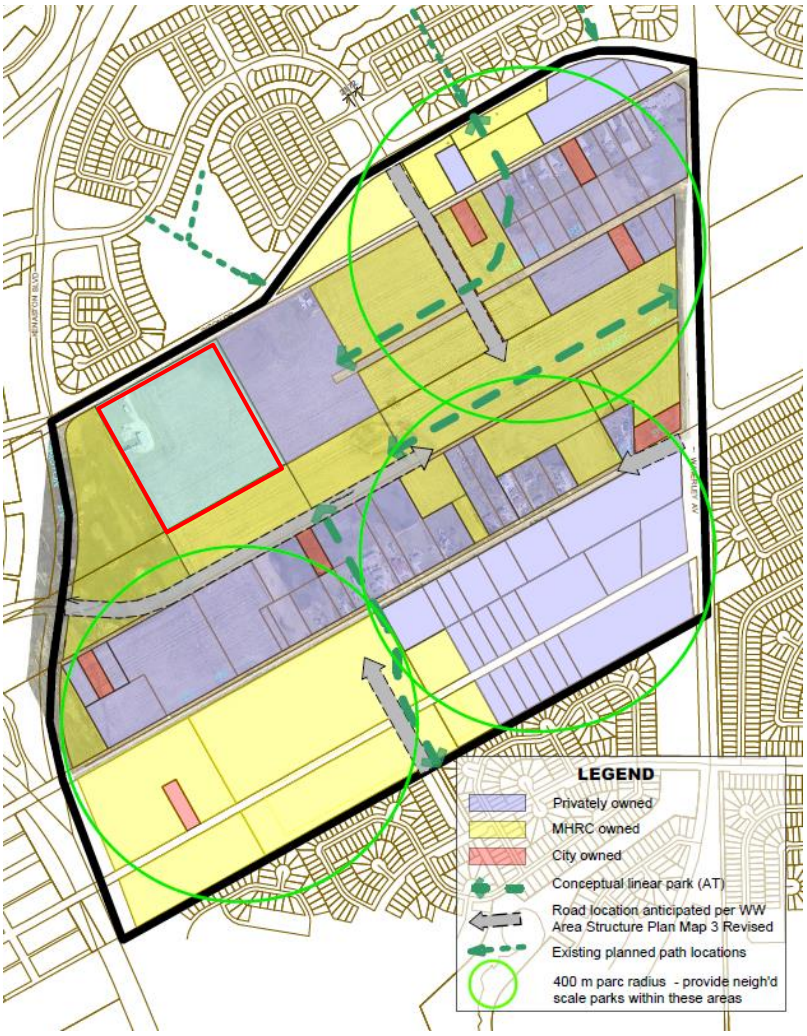
The project team strongly recommends that the City initiate a statutory planning process for this neighbourhood as a priority given the overall nature of the site and the nature of the recreational planning impact on all of south Winnipeg.

It is also recommended that opportunities to align the public consultation for the development of a recreational campus with the overall consultation on the Precinct Plan development should be considered.

**5. Establishing the approach, process and timing expectation for additional lands required to make up the recreation campus site**

Given the requirements identified by stakeholders for a community recreation campus, the incremental land area needed to fulfil the requirement in addition to those already secured by Pembina Trails School Division would be between 15 and 25 acres. In addition to the campus site, there is a requirement to provide for connectivity across and through the site to adjoining neighbourhoods as well as to plan for basic recreational services throughout the neighbourhood.

These requirements are outlined conceptually in the following diagram:




A strategy and plan to secure this land is required in addition to the normal land dedication for this neighbourhood.

From a gross land area perspective, the total land area required for recreational use in this neighbourhood is as follows:

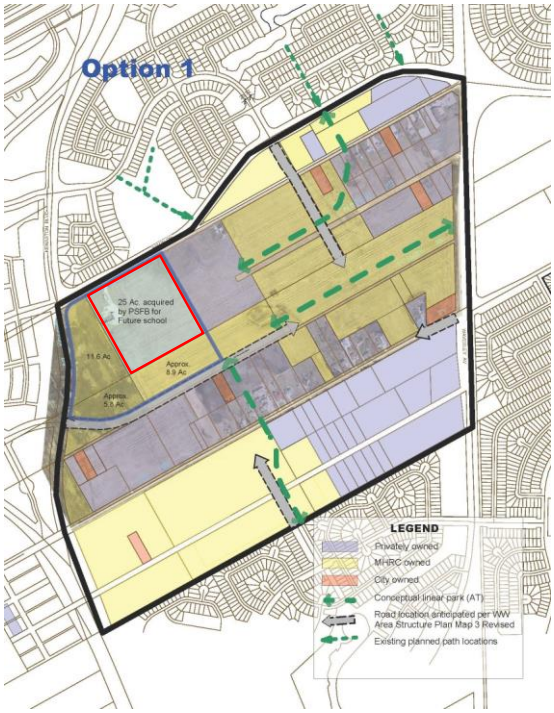
| | |
|---|---|
| • Total neighbourhood area | 470 ac |
| • Average empoundment | 25 ac |
| • Net neighbourhood area | 445 ac |
| • Parks dedication at 8% | 36 ac |
| | |
| • Estimated MHRC ownership | 275 ac |
| • Proportional empoundment | 15 ac |
| • Net MHRC land area | 260 ac |
| • Parks dedication at 8% | 21 ac |

Total recreation land area requirement for Neighbourhood B

| | |
|---|---|
| • Campus | 15 – 25 ac |
| • Linear parks | 10 ac |
| • Neighbourhood parks | 4 – 7 ac |
| • Total requirement | 29 – 42 ac |

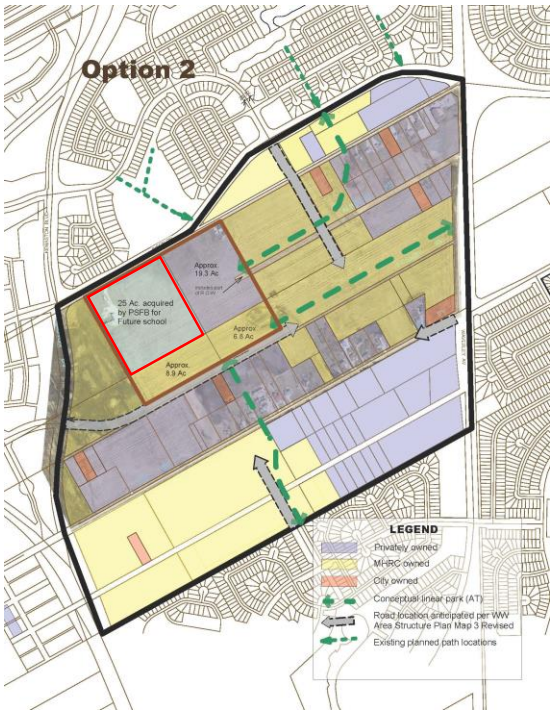
Because MHRC is a significant land owner, there may be an opportunity for the majority of the incremental campus lands to be secured through a transfer agreement or as part of the MHRC's dedication through the normal planning process.

In order to assess the issues associated with land acquisition, the project team developed two high level scenarios with support from Planning, Property & Development. These scenarios together with their relative assessment are as follows:




- Total campus area – 51 ac
- Total MHRC land area – 26 ac

- Fulfills MHRC requirement +
- Requires coordination only between City and MHRC
- Small residual purchase or land swap required to fulfill neighbourhood park requirement
- Some site access limitations from west
  - Likely shifts recreation uses to south resulting in more difficult transportation and bus/transit coordination




- Total campus area – 60 ac
- Total MHRC land area – 16 ac
- Total private land area – 19 ac

- Campus area at maximum size requirement
- Does not fulfill MHRC requirement
- Balance of MHRC requirement could be directed to neighbourhood parks
- Requires coordination between City, MHRC and third land owner
- Requires funding to support land acquisition
- Stronger site access and transportation coordination opportunities

Based on this analysis, the following conclusions can be reached:

- There is no scenario where all of the recreational land requirements can be achieved in Neighbourhood B without a net requirement to purchase additional lands.
- There are some scenarios where all of the MHRC's requirements can be fulfilled through standard dedication
- The most optimal site configurations involve land acquisition from a third party private land owner.

The project team supported Planning, Property & Development to engage MHRC in order to assess their perspective on a land acquisition potential strategy. The project team had not received feedback on MHRC's position as of writing this report.

The best practice for this type of transaction is to secure an interest to purchase the land subject to a due diligence and feasibility process through a confidential, staged process. This ensures that the opportunity for a seller to speculate on the value of lands needed for a development project is minimized wherever possible.

The project team strongly recommends that the City secure an option to purchase the necessary lands within Waverley West Neighbourhood B through an agreement with MHRC or directly with adjacent private sector land owners prior to formal disclosure of the potential campus location within the broader community.

It may be possible to meet the requirements at another location or as part of a multi-site strategy but these alternatives are suboptimal and were not evaluated by the project team.

# 3. Experience from other jurisdictions

A complete assessment of the recreational service delivery strategies in other jurisdictions was beyond the scope of this project.

The project did incorporate a limited review of initiatives in a few targeted communities and/or projects. The analysis was limited to online research and telephone interviews were conducted in some cases.

The primary jurisdictions and/or projects included in this review included:

- City of Calgary, Alberta
- City of Edmonton, Alberta
- City of Brandon, Manitoba
- City of London, Ontario

The purpose of this research was to establishing high level lessons learned that might inform next steps based on the feedback of the south Winnipeg stakeholder groups.

## *3.1. Lessons learned*

The lessons learned include:

- Alignment of the overall recreational delivery services strategy around **a network of community hubs with more focused neighbourhood based services;**
- Movement away from single purpose or limited use facilities to **significant multi-purpose facilities with broad, flexible programming capabilities**;
- **Development of impactful recreation destinations** that incorporate a wide range of sports, leisure and wellness activities (swimming, fitness, hockey, skating, gymnasium, field sports, allied health services, libraries, schools, etc.) with a wide range of compatible uses like retail and entertainment **to create a true community hub;**
- Delivering a **high quality design and user experience** with a wide range of amenities that integrate with the surrounding community and incorporate environmentally sustainable building practices;
- **Collocation of revenue generating spaces to support facility operational costs** including banking/ATM, food services, equipment and service retailers;
- Realization of **significant multi-use arenas or leisure pool complexes** that have capacity to delivery basic community needs and meet demand for city wide, regional or in some cases national scale needs;
- **A wide range of governance and operating models** including joint ventures, outsourced facility and program delivery and varied combinations of municipal/partner delivered services;
- Some evidence that **municipalities are looking to other organizations to be responsible for programming delivery**;
- Movement toward the establishment of **governance models that incorporate formal or advisory boards with oversight for program delivery and facility operation**;
- Evidence of **leveraged investment from the private and public sector working in partnership with community organizations** for both capital funding and operations;
- Incorporation of additional funding sources including **memberships, fee based services and other user pay models together with mechanisms for ensuring appropriate levels of universal community access**; and,

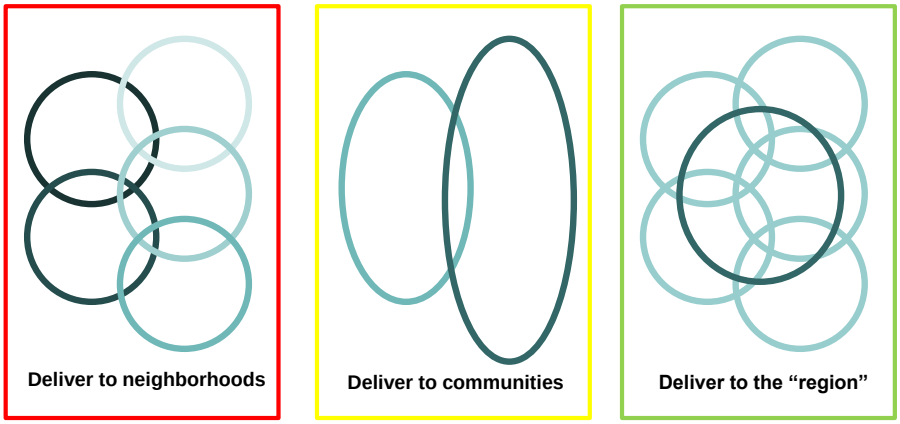
- **Confirmation of the critical nature of recreational service delivery** as a part of the overall municipal plan and service delivery strategy with support of the Mayor, Council and Senior Administrators.

# 4. Conclusion and recommendations

There is a strong desire, interest and commitment to the pursuit of a showcase community recreation campus as the hub of a regional recreation delivery strategy in south Winnipeg.

Stakeholders understand that this approach varies from the traditional community centre delivery model, but at the same time, they understand that it has the potential to form the cornerstone of a modernized approach.

This project has confirmed that stakeholders believe this strategic direction that has the highest probability of meeting current and future recreational needs. It is consistently supported as compared to strategies that would deliver basic services to specific neighbourhoods or focus on resolving service gaps in Waverley West and the South Fort Garry neighbourhoods independently.




Stakeholders believe that the realization of a regional campus facility will establish a framework to rationalize the delivery of recreational services in south Winnipeg and create a basis for undertaking targeted reinvestment at existing facilities. This strategy also creates an opportunity to repurpose existing facilities or to redevelop them entirely so that the proceeds could be redirected to the overall service delivery project.

There is a significant amount of work required to define the final form of the campus concept and to resolve issues centred on its governance, program delivery and financial program. It is not a realistic expectation for stakeholder groups to commit to the concept of a community concept until these details are finalized. Similarly, it is not clear how the realization of the campus will impact existing facilities and their programming capabilities.

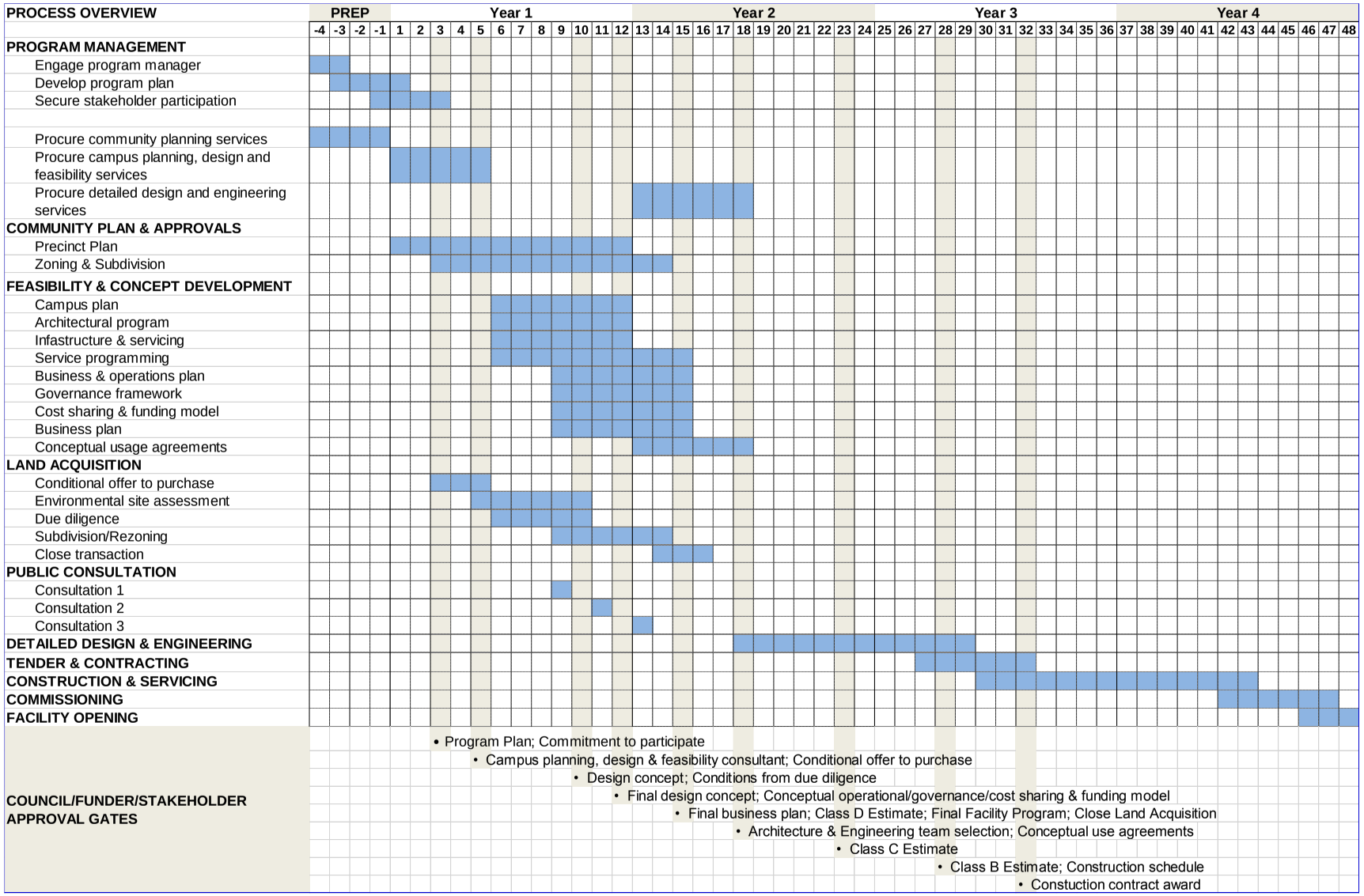
While recognizing this fact, stakeholders are committed to participate in a process to develop the concept and they are prepared to align both human and financial resources to participate.

All stakeholders confirmed their expectation that this process be focused and structured to deliver outcomes in within a 5 year timeframe.

Opportunities exist to align the feasibility, concept development and operational planning work associated with the community campus with the necessary work required to plan for the development of Waverley West Neighbourhood B.

Even with that alignment, the overall realization of a campus facility will require at least 4 + years from inception. Approaches that separate the campus feasibility and concept development work from the community planning process could increase these timeframes by an additional 18 months to 2+ years.

A conceptual process for undertaking this work is set out below. It incorporates a series of defined milestones that can be utilized to structure commitments between stakeholders to progress and participation on subsequent project phases.


PROCESS OVERVIEW
PREP
Year 1
Year 2
Year 3
Year 4
-4 -3 -2 -1 1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21 22 23 24 25 26 27 28 29 30 31 32 33 34 35 36 37 38 39 40 41 42 43 44 45 46 47 48
PROGRAM MANAGEMENT
Engage program manager
Develop program plan
Secure stakeholder participation
Procure community planning services
Procure campus planning, design and feasibility services
Procure detailed design and engineering services
COMMUNITY PLAN & APPROVALS
Precinct Plan
Zoning & Subdivision
FEASIBILITY & CONCEPT DEVELOPMENT
Campus plan
Architectural program
Infastructure & servicing
Service programming
Business & operations plan
Governance framework
Cost sharing & funding model
Business plan
Conceptual usage agreements
LAND ACQUISITION
Conditional offer to purchase
Environmental site assessment
Due diligence
Subdivision/Rezoning
Close transaction
PUBLIC CONSULTATION
Consultation 1
Consultation 2
Consultation 3
DETAILED DESIGN & ENGINEERING
TENDER & CONTRACTING
CONSTRUCTION & SERVICING
COMMISSIONING
FACILITY OPENING
COUNCIL/FUNDER/STAKEHOLDER APPROVAL GATES
• Program Plan; Commitment to participate
• Campus planning, design & feasibility consultant; Conditional offer to purchase
• Design concept; Conditions from due diligence
• Final design concept; Conceptual operational/governance/cost sharing & funding model
• Final business plan; Class D Estimate; Final Facility Program; Close Land Acquisition
• Architecture & Engineering team selection; Conceptual use agreements
• Class C Estimate
• Class B Estimate; Construction schedule
• Constuction contract award

This process requires adequate resourcing and the engagement of a lead program manager responsible for developing and implementing the overall planning and development program. All stakeholder organizations have committed to support this type of process through an appropriate governance framework.

## *4.1. Recommendations*

This section summarizes the key recommendations resulting from this project by area:

**With respect to the vision for a regional community campus and rationalized program of recreational services at satellite locations across south Winnipeg**

Consider opportunities to establish a showcase campus together with the financial, operational and programming synergies that could be achieved by this model.

Focus on the realization of a community campus that collocates a number of compatible recreational facilities on a single site or on adjacent sites.

Consider limitations of the traditional community centre and investigate opportunities to deliver a higher standard and improved user experience through the community campus.

Consider opportunities to redevelop, repurpose or sell existing recreational and community services assets to align with the community recreational campus or to generate a funding source for realization of the campus site.

Consider opportunities to establish a coordinated active fields strategy for the entire region. Evaluate opportunities to include fewer, well maintained facilities at the community campus or at central locations throughout south Winnipeg combined with a plan to reposition existing fields to passive parks or other uses with lower maintenance requirements.

Consider alternative financial models for campus services including fee or membership models combined with programs to guarantee universal access.

Consider opportunities to leverage programming delivery capability from within the community and in particular the capacity of south Winnipeg community centres to deliver all sports and recreation programming for the hub and neighbourhood sites.

**With respect to the resolution of key issues within the City of Winnipeg**

Confirm the City of Winnipeg's strategic intent to realize a community recreational campus in Waverley West and request the administration to prepare a recommendation on its realization in contrast to the provision of standard community centre facilities in these neighbourhoods. Appoint a lead department and assign a program manager responsible for this task. Establish a timeframe to receive the recommendation within a period no longer than 6 months after award of the project.

Confirm the basic service standard for standard community centre facilities in Waverley West and identify the capital and operating funding source to support this level of servicing.

Confirm the role of the draft MOU with the YMCA/YWCA in the realization of all or part of the campus services.

Clarify the role that the City of Winnipeg is expected to play in facility operations and program delivery as part of a regional model with a community campus. Consider models that define the City's role as a program funder and that anticipate program delivery from new or existing community based organizations.

Define and initiate a process to complete the required precinct plan for Waverley West Neighbourhood B as a statutory plan managed by the City of Winnipeg. Incorporate opportunities to align the public consultation for the development of a community recreation campus with the required consultation for the Precinct Plan.

Establish an approach, process and timing to secure additional lands required for recreational campus site. Consider the importance of securing an option purchase lands in Waverley West Neighbourhood B through an agreement with MHRC or with adjacent private land owners prior to disclosing the potential campus location within the broader community.

**With respect to a process for moving forward**

Undertake a feasibility and concept development project together with the planning process for Waverley West Neighbourhood B.

Consider engaging an external consulting team to undertake this work. Set the scope of this project to develop the precinct plan together with the site plan, architectural program and service delivery plan for the campus. Incorporate an operational planning, governance and funding requirement model as part of the scope of the engagement. Consider including an assessment of reinvestment needs at existing south Winnipeg Community centres as part of this program.

Require the work program to require establish milestones with key decision gates for all stakeholders.

Establish a program budget of $300,000 to $450,000 to support this activity with external resources. Consider opportunities to leverage funding support from community stakeholders and to align funding support from the YMCA/YWCA design program and the Pembina Trails School Division Architectural Program. Confirm and secure the City of Winnipeg's portion of the funding requirement. Consider opportunities for the City of Winnipeg to deliver some or all of the precinct planning work at a reduced cost.

Secure a commitment from key stakeholders to participate in the feasibility and planning project.

Establish an advisory board or steering committee with representation from all stakeholders. Ensure that at a minimum there is representation from Pembina Trails School Division, YMCA/YWCA Manitoba, and the south Winnipeg community centre boards.

**With respect to the completion of this stakeholder consultation process**

Initiate a process to review the findings of this report and next steps with the stakeholders included in this consultation on a priority basis following receipt and consideration of the recommendations in this report.

# Appendix A – Project Methodology and approach

## 1. Methodology and approach

This appendix describes the overall approach to the project as well as specific assessment methodologies that have been used.

### *1.1. Project work plan*

The project was organized into three phases of activity:

- **Phase One** consisted of a workshop with the project sponsors to confirm the overall objectives as well as proposed analysis methodologies and consultation plan. The identification and selection of other public sector jurisdictions for review was also completed during this session.
- **Phase Two** consisted of all detailed discovery activities including:
    - Initial issues and opportunities identification workshops with City of Winnipeg departments involved in the delivery of recreation facilities or services. These workshops were organized into two sessions as follows:
        - Community Services Department – Recreation & Leisure Services Division and Winnipeg Public Libraries Division; and,
        - Planning, Property & Development Department and Public Works – Parks & Open Spaces Division;
    - A stakeholder consultation with a focused group of 15 south Winnipeg recreation stakeholder organizations and a number of individual stakeholders;
    - High level research on recreation delivery models in a number of Canadian jurisdictions; and,
    - High level review of relevant City of Winnipeg policies together with submissions and background information provided by the various stakeholder organizations.
- **Phase Three** incorporated a structured analysis process to assess all findings with the intention of developing recommendations to guide all stakeholders towards the realization of south Winnipeg recreation initiative.

  All findings were summarized into a report and presentation describing the project and its core recommendations.

### *1.2. Stakeholder consultation methodology*

It is necessary to incorporate a range of stakeholders representing a wide range of perspectives and service delivery roles to understand the various perspectives surrounding a potential south Winnipeg recreation initiative.

Towards this end, a target stakeholder consultation list was developed with input from the project sponsors and finalized following the issue and opportunity identification workshops.

The final list placed priority on key community centres operating in the Riel Community Committee area, various recreation service and facility providers, non-profit groups representing various special interests in South Winnipeg, and other government organizations representing education, healthcare and other provincial interests. A number of individual informants were included in the final consultation plan based on stakeholder feedback or direction from the project sponsors.

The final interview program consisted of 40 participants in 17 separate sessions. All organizations that received an invitation participated in the project. All interviews were completed between November 15, 2013 and March 17, 2014.

Project participants were promised an opportunity to review all findings prior to the completion of this report. The project team reinforced the importance of this step to the integrity of the overall consultation process with project sponsors on several occasions.

It became clear throughout the project that there were a number of barriers preventing the development of a consensus perspective on next steps within the City of Winnipeg. Because this review step would involve sharing sensitive information that could indirectly impact the project's eventual realization and/or significantly impact delivery costs, it was decided that this participation step should be suspended until clear political direction could be established.

The consulting team recommends that the original commitment to validate the findings be fulfilled on a priority basis following the delivery of this report.

### 1.2.1. Participants

Stakeholder consultations were completed with the following organizations:

- Manitoba Local Government
- Manitoba Treasury Board Planning & Priorities
- Manitoba Public Schools Finance Board
- General Council of Winnipeg Community Centres (GCWCC)
- Waverley Heights/Richmond Kings/St. Norbert Community Centre
- Whyte Ridge Community Centre
- Pembina Trails School Division
- Winnipeg Regional Health Authority
- Pembina Active Living (55+)
- University of Manitoba
- YMCA/YWCA of Manitoba
- Sport Manitoba

### 1.2.2. Structured interview

All interviews were conducted on a confidential basis. Participants were assured that no proprietary information or opinions would be included in the final report except on a consolidated basis.

Interviews were planned for one to two hours in duration.

Interviewees were encouraged to discuss issues of relevance to their organization and the broader south Winnipeg community. Accordingly, each interview was allowed to follow its own course provided that each of the various subject areas was covered.

A copy of the interview guideline is included in **Appendix B**.

Wherever possible, interviews were conducted on site at the participating organization and included a site visit if this was applicable.

Some organizations and individual stakeholders requested that they not be identified as part of the final report. This request has been maintained by the project team however information shared in these interviews has not been included in the analysis if it could not be validated through additional research or documentation.

### 1.2.3. Other jurisdiction assessment methodology

A complete assessment of the recreational service delivery strategies in other jurisdictions was beyond the scope of this project.

The project did incorporate a limited review of initiatives in a few targeted communities and/or projects. The analysis was limited to online research and telephone interviews were conducted in a limited number of situations.

The key jurisdictions and/or projects included in this review included:

- City of Calgary, Alberta
- City of Edmonton, Alberta
- City of Brandon, Manitoba
- City of London, Ontario

The purpose of this research was to establishing high level lessons learned that might inform next steps based on the feedback of the south Winnipeg stakeholder groups. This information has been presented in an aggregate form only.

## *1.3. Submissions and key reference documents*

All participating organizations were invited to provide a written submission in any form or to provide more detailed information based on the content of their interview.

In some instances, participants requested that either the document itself, the contents of the document and/or the source of the document remain confidential to the project team. These submissions included internal briefing documents, business plans, facility use statistics and development plans as well as other similar documents of a confidential nature. The project team did not secure the right to redistribute these documents in total or in part.

The following documents represent some of the key public references included as part of the analysis by the project team:

Calgary Sport Council (2008) A Ten Year Plan for Sport Facility Development and Enhancement. City of Calgary.

City of Edmonton (2005) Recreation Facility Master Plan 2005 – 2015. City of Edmonton Recreation Department.

City of Winnipeg (2005) Recreation, Leisure and Library Facilities Policy. The City of Winnipeg.

GCWCC (2010) Community Centre Facility Utilization: GCWCC Presentation to the City of Winnipeg Community Services Department. General Council of Winnipeg Community Centres.

GEC Architecture (2012). The City of Calgary Recreational Facilities: Functional Program and Concept Design Report. The City of Calgary.

HarGroup Management Consultants, Inc. and K. Knight and Associates Ltd. (2010) Recreation Amenties Gap Analysis I & II. The City of Calgary Recreation Department.

Manitoba Public Schools Finance Board (No Date) School Site Policies & Requirements. Public Schools Finance Board, Manitoba Education, Province of Manitoba.

Spinney, J. E. L. and Millward, Hugh. (2013) Investigating thresholds for sports and recreation activities, Environment and Planning B: Planning and Design 2013, Vol. 40, pp. 474-488.

Urban Edge Consulting Inc. (2009) Plan 2025: Action Plan and Recommendations. General Council of Winnipeg Community Centres.

Welch, R. and Johnston, R. (2012) Guidelines for Developing Public Recreation Facility Standards. Ontario Ministry of Culture and Recreation Sports and Fitness Division (now Ministry of Tourism, Culture and Sport).

# Appendix B – Structured Interview Guideline

STRUCTURED INTERVIEW GUIDELINE

**Purpose of discussion and workshop**
Introductions
Review objectives and expectations for this project
Discuss objectives for discussion
Rules of engagement

**The organization and its perspective on SW Recreation Centre Initiative**
Tell me about your organization, mission and mandate

What are the challenges your organization faces delivering services in the south part of Winnipeg?

What are your priorities?
What are your constraints?

Who/what organization do you consider to be the lead for this type of initiative?

What resources do you have available to assist with the realization of this initiative?
- Initiation and planning stage
- Design stage
- Realization stage
- Commissioning stage
- Ongoing operations

What assets does your organization manage that could be contributed/reorganized/repositioned to make this initiative come to fruition?

Do you have any formalized plans or strategies that we could have to better understand your requirements or potential contribution your organization can make to this initiative?

**Initiative vision and scope**
Introduce conceptual model from orientation workshop

Where /how would your organization fit within this model?

Is this an accurate picture of the initiative you envision?
Where are there gaps? What are the strengths/weaknesses?

What is your perspective on what components should be included in the scope of the initiative?

What are core, secondary, tertiary uses from your perspective?

What should be considered the target geographic market for this initiative?
- Proximity of facilities to the community they serve
- Campus versus satellite

- Community/Local area, Neighbourhood, Regional

What are the timeframes over which this initiative needs to be realized in order to have focus and be achievable?

What "community" assets would be redundant if this initiative would be complete?
Is there support and commitment to close or repurpose these assets as part of a global strategy to get this initiative moving?
What barriers or issues do you believe are critical if this is part of the strategy to go forward?

Are there examples/jurisdictions where there is a model you think we should be targeting?
Please provide with evidence

What role could/should the private sector have in the realization of this initiative?

**Partnerships**
Do you partner with other organizations to deliver programs and services?
What makes an effective partnership?
What are the challenges?

What are your requirements for a partnership? Should it have any required operating procedures or a specific structure?

Who would you consider as partners?
Are there any organizations you would not work with? Why?

What role would existing providers of programs and services play?
By stakeholder

What would be required for your organization to be a lead driver or champion for this type of initiative?

Do you have any specific thoughts on how this type of organization might be funded?

What role should the government or other public sector organizations play (if any)?

What role would the private sector play (if any)?

**Community engagement**
What process do you envision for engaging the community?

Do you have a sense of the timing for this?

Are there key groups or stakeholders that you believe are critical to the success of this initiative? Why?

What role can your organization play as part of a process to build support and commitment for this initiative?

What are the most sensitive concerns with this type of initiative at this stage?

**Governance**
Discuss representative governance models

What type of governance structure do you envision?
How would this serve your organization better than other models?

How would you engage or support in a potential governance model?

Is it critical for your organization to be part of governance of:

- Strategy and direction of the initiative
- Planning, design and realization of the facilities and infrastructure
- Operational management and service delivery
- Programming and space utilization
- Other

What role should public sector stakeholders fulfill in the governance model?

What should the process be to determine a final governance model?

**Commitment to process going forward**

Review expectations for going forward

- Commitment to a process
- Written process
- Milestones with decision processes
- Recognition of need to support initiative as a “community based/lead initiative”
- Understanding that financial resources and other assets will be contributed to a shared plan

Is your organization in a position to make this commitment provided that the vision and process resulting from this process is acceptable?

What do you need to have in place to make this commitment?

Is there a process you need to go through to make this commitment?

Are there critical milestones or timelines that would impact the realization of this type of initiative from your organization’s perspective?

Who are the key decision makers or stakeholders that need to be engaged?

Who would be your organization’s key contact for this process?