Minutes – Executive Policy Committee – May 18, 2005

REPORTS

Minute No. 367 Recreation and Leisure Facilities Policy
File PR-1

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

The Executive Policy Committee concurred in the administrative recommendation and recommends to Council:

1. That the document entitled "The City of Winnipeg Recreation, Leisure, and Libraries Facilities Policy" attached as Appendix 'A' be adopted as City Policy.

2. That an additional $50,000.00 operating grant be provided to the General Council of Winnipeg Community Centres (GCWCC) as interim funding for 2005.

3. That an increase of $150,000.00 to General Council of Winnipeg Community Centre's annual operating grant for 2006 and beyond be referred to the 2006-2008 budget process subject to GCWCC's provision of a business plan approved by Council.

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

DECISION MAKING HISTORY:

Moved by Councillor De Smedt,

That the administrative recommendation be concurred in and forwarded to Council.

Carried

COUNCIL:

On September 29, 2004, Council adopted the following recommendation of the Executive Policy Committee, namely:

1. That the re-allocation of $43 million from the Funding Agreement be approved, in principle, toward community recreation and leisure facility projects that are eligible under Federal Infrastructure Programs, in accordance with the process for fund allocation to be informed by the current Public Use Facility Study process, and directed the Chief Administrative Officer and the Executive Policy Committee Secretariat to report to Council through the Executive Policy Committee with a plan for the allocation of the funds.

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On July 14, 2004, the Executive Policy Committee received as information the Consultant's Report entitled "A Strategic Framework for City of Winnipeg Public Use Facilities".

REPORT

RE: The City of Winnipeg Recreation, Leisure, and Libraries Facilities Policy

FOR SUBMISSION TO:	**Executive Policy Committee**
ORIGINAL REPORT SIGNED BY:	**Annitta Stenning, Chief Administrative Officer**
REPORT DATE:	**May 16, 2005**

RECOMMENDATIONS:

1. That the document entitled "The City of Winnipeg Recreation, Leisure, and Libraries Facilities Policy" attached as Appendix 'A' be adopted as City policy.
2. That an additional $50,000 operating grant be provided to the General Council of Winnipeg Community Centres (GCWCC) as interim funding for 2005.
3. That an increase of $150,000 to GCWCC's annual operating grant for 2006 and beyond be referred to the 2006-08 budget process subject to GCWCC's provision of a business plan approved by Council.
4. That the Proper Officers of the City of Winnipeg be authorized to do all things necessary to implement the intent of the foregoing.

REPORT SUMMARY:

Key Issues:

From the time the Public Use Facilities Study (PUFS) was released publicly 10 months ago there has been considerable concern in the community about the future of various recreation, leisure, and library facilities because the business case analysis included scenarios under which certain facilities might be closed. The attached policy on recreation, leisure, and library facilities does not identify specific facilities for enhancement, replacement, or closure. Rather, this policy outlines a process by which those decisions will be made and criteria that must be respected when making those decisions. Generally, it is intended that such discussions be led by the community. As part of this policy, there will be an enhanced role for the General Council of Winnipeg Community Centres. As a result, additional resources are identified for the GCWCC to assume these new responsibilities.

By introducing new facility types and by encouraging communities to reconfigure their recreation, leisure, and library space over time, this policy will facilitate the provision of a more contemporary set of facilities for Winnipeggers. Furthermore, by placing limitations on the manner in which recreation, leisure, and library facilities will evolve in the future, by establishing a mechanism for accountability in decision-making, and by providing a means for re-investment into the system, this policy will move, over time, toward a more financially sustainable model for Winnipeg.

Implications of the Recommendation(s):

General Implications

☐ None

☒ For the organization overall and/or for other departments

☒ For the community and/or organizations external to the City of Winnipeg

☐ Involves a multi-year contract

Comment:

This new policy will alter the provision of recreation, leisure, and library facilities in Winnipeg. This crosses departments, affecting, in particular, Community Services, Public Works, and Planning, Property, and Development. Furthermore, many such facilities are built, maintained, or programmed through partnerships with other levels of government and community groups. With regard to Community Centres, this policy formalizes a relationship with the General Council of Winnipeg Community Centres (GCWCC) providing it with greater responsibility in coordinating community-based discussions and recommendations.

Policy Implications

☐ No

☒ Yes

Comment:

This report recommends the adoption of a new policy for recreation, leisure, and library facilities, one that is consistent with, but builds upon, existing policy contained in Plan Winnipeg 2020 Vision (adopted by Council in December 2001) and in the A.C.T.I.V.E. Policy Framework (adopted by Council in January 2004).

Environmental Implications

☐ No

☒ Yes

Comment:

The recommended policy promotes sustainable practices by maintaining the current square footage of recreation and leisure space. Furthermore, by encouraging a reconfiguration of facilities, energy consumption should improve with newer, more energy efficient equipment and energy sources. There is also the potential for recycling older buildings.

Human Resource Implications

☐ No

☒ Yes

Comment:

An expanded role for the GCWCC may necessitate a realignment of responsibilities within the Community Services Department. Discussions with CUPE will have to follow to ensure that there are no labour issues.

Financial Implications

☐ Within approved current and/or capital budget

☒ Current and/or capital budget adjustment required

Comments:

1. The adoption of this policy could result in the reallocation of existing funding. Projects and programs may need to be realigned through discussions with the community if they are deemed to be inconsistent with this new policy.
2. This policy commits to the reinvestment of proceeds of sales that may arise as a matter of facility rationalization.
3. This report recommends an increase in the operating grant provided to the General Council of Winnipeg Community Centres.

REASON:

At its meeting of **September 29, 2004** Council adopted the following clause of a broader motion regarding Rapid Transit:
"That the re-allocation of $43 million from the Funding Agreement be approved, in principle, toward community recreation and leisure facility projects that are eligible under Federal Infrastructure Programs, in accordance with the process for fund allocation to be informed by the current Public Use Facility Study process, and direct the Chief Administrative Officer and the Executive Policy Committee Secretariat to report to Council through the Executive Policy Committee with a plan for the allocation of the funds."

As indicated within this clause, it was deemed necessary to bring to conclusion a decision regarding the Public Use Facilities Study in order to provide the parameters within which decisions for the reallocation of funds could be made.

HISTORY:

On **April 17, 2002** Executive Policy Committee approved the following mandate for the administration: "to develop a long-term sustainable strategy and fiscally sound business case for managing the City of Winnipeg's Public Use Facilities that supports an appropriate level of community-based service."

In **May 2003** the Public Use Facilities Study (PUFS) was launched when the Chief Financial Officer approved the Award of Professional Consulting Services to the consultant team of ERA (Chicago) / ND LEA (Winnipeg) / Number 10 Architects (Winnipeg) with the final deliverable of a Strategic Framework and Business Case due in May 2004.

On **January 28, 2004** City Council adopted the A.C.T.I.V.E. Policy Framework for the City of Winnipeg Public Use Facilities, a set of guiding principles for the long-term provision of recreation, leisure, and library facilities in Winnipeg, acknowledging that the current situation is unsustainable.

On **May 3, 2004** the Standing Policy Committee on Protection and Community Services received the Community Centre Review Task Force Report and referred the recommendations of that review to the Public Use Facilities Study process.

On **July 16, 2004** Executive Policy Committee received the Public Use Facilities Study (PUFS) as information.

DISCUSSION:

What facilities are we talking about?

The scope of this policy is wide-ranging. It includes all recreation, leisure, and library facilities under the jurisdiction of the City of Winnipeg. Most of these are operated and maintained by the City of Winnipeg, however, some of them, Community Centres in particular, are managed through operating agreements with community groups. There are also implications in this policy for recreation and leisure facilities not under the jurisdiction of the City of Winnipeg, namely, school facilities to which the City has access through Joint Use Agreements with the School Divisions.

Under the umbrella of this policy are:

- Aquatic facilities including outdoor pools, indoor pools, and wading pools, together with new emerging aquatic facilities such as water parks, urban oases, spray parks, and spray pads.

- Sports facilities including field houses and arenas, together with relatively newer sports facilities such as indoor soccer pitches and skateboard parks.

- General multi-use facilities including community centres, recreation centres, leisure centres, senior centres, and libraries.

What's the problem?

There are over 300 facilities in the City of Winnipeg's inventory. Many of these were built decades ago and are now in a state of considerable disrepair. Despite the need for increased maintenance, fiscal pressures have resulted in diminished maintenance budgets. As a result, the average condition of the City's facilities is nearing a crisis state and the level of maintenance funding has been described as "crisis response".

It has been estimated that the current challenge is such that $183 M of investment would be needed immediately just to get these facilities in decent (not great) condition. Even if that were to occur, existing maintenance budgets would need to be increased by over $11 M a year just to keep the facilities in that condition. In short, the City of Winnipeg's current inventory of recreation, leisure, and library facilities can be characterized as financially unsustainable.

Furthermore, the fact that much of the existing inventory of facilities is decades-old means that many facilities do not reflect the current needs of the community. The desire for change is also toward the provision of a more contemporary set of recreation, leisure, and library facilities.

How was this policy developed?

Following the release of PUFS, the services of the PUFS consultant were enlisted to meet with each of the Councillors individually in order to fully explain the report and its implications. The potential impact on the Councillor's ward was emphasized. This occurred through August and September and culminated in a Council seminar held to further clarify the report's recommendations and to have some direction provided to the administration.

To ensure that the expertise of the service providers was heard, inter-departmental groups were assembled from Community Services, Public Works, and Planning, Property and Development early on and contributed to the development of the policy over a period of several months.

In recognition of the pivotal role of the Community Centre movement in Winnipeg, the General Council of Winnipeg Community Centres was consulted beginning in November and had considerable input into the Community Centre component of the policy. The GCWCC's Task Force Report was an important source of information. As well, public concerns and opinions were monitored throughout the process.

A follow-up seminar with Council was held in April. In the end, this policy is a reflection of the direction provided by Council with particular attention paid to the role of Community Centres and the need to have local residents involved in the decisions that will affect their communities.

The Public Use Facilities Study was a valuable source of information in the development of this policy. It provided a comprehensive review of the City's recreation, leisure, and library facilities. In the study, each of the City's facilities was analyzed in terms of a demographic assessment of the community it serves, its utilization rates including attendance comparisons and programming analysis, and its overall condition including the level of investment needed to get the facility into

a decent state of repair. Furthermore, PUFS stimulated considerable public debate, building awareness of the challenges and offering options to address them. All of this was a necessary foundation upon which to build a recreation, leisure, and library policy but, in the end, PUFS was but one source of information among many others.

What's in the policy?

There are seven components to the new policy on recreation, leisure, and library facilities:

1. A facility hierarchy that provides general guidance around the provision of facilities, including facility to population ratios.
2. Direction for existing facilities and for the introduction of new facility types.
3. A stronger leadership mandate for the General Council of Winnipeg Community Centres to optimize the community centre model in Winnipeg.
4. A commitment to sustaining existing, programmable recreation and leisure square footage while encouraging a reconfiguration of facilities over time.
5. A commitment to consultation.
6. A commitment to a 'managed care' level of maintenance for new facilities and where possible for existing facilities.
7. A reinvestment strategy.

What difference will the new policy make?

It is clear that something needs to change. Council acknowledged this need by directing the administration to undertake this review and by adopting the A.C.T.I.V.E. Policy Framework. This policy clarifies how change will occur.

By introducing new facility types and by encouraging communities to reconfigure their recreation, leisure, and library space over time, this policy will facilitate the provision of a more contemporary set of facilities for Winnipeggers. Furthermore, by placing limitations on the manner in which recreation, leisure, and library facilities will evolve in the future, by establishing a mechanism for accountability in decision-making, and by providing a means for re-investment into the system, this policy will move, over time, toward a more financially sustainable model for Winnipeg.

The outcome of this policy will be a community empowered to reconfigure its recreation and leisure facilities in a way that is more responsive to local needs while improving overall financial sustainability. In many ways, this policy is a partnership agreement between the City of Winnipeg and the community to work together in finding a solution to the challenges we face.

Financial Impact Statement

Date: May 16, 2005

Project Name:

The City of Winnipeg Recreation, Leisure, and Library Facilities Policy

First Year of Program: 2005

	2005	2006	2007	2008	2009
Capital					
Capital Expenditures Required	$ -	$ -	$ -	$ -	$ -
Less: Existing Budgeted Costs	-	-	-	-	-
Additional Capital Budget Required	$ -	$ -	$ -	$ -	$ -
Funding Sources:					
Debt - Internal	$ -	$ -	$ -	$ -	$ -
Debt - External	-	-	-	-	-
Grants (Enter Description Here)	-	-	-	-	-
Reserves, Equity, Surplus	-	-	-	-	-
Other - Enter Description Here	-	-	-	-	-
Total Funding	$ -	$ -	$ -	$ -	$ -
Total Additional Capital Budget Required	$ -				
Total Additional Debt Required	$ -				
Current Expenditures/Revenues					
Direct Costs	$ 50,000	$ 150,000	$ 150,000	$ 150,000	$ 150,000
Less: Incremental Revenue/Recovery	-	-	-	-	-
Net Cost/(Benefit)	$ 50,000	$ 150,000	$ 150,000	$ 150,000	$ 150,000
Less: Existing Budget Amounts	50,000	-	-	-	-
Net Budget Adjustment Required	$ -	$ 150,000	$ 150,000	$ 150,000	$ 150,000

Additional Comments:

The additional operating grant to GCWCC for 2005 can be dealt with within existing budgets. The funds required for 2006 and beyond are to be included in the 2006-2008 budget process.

(Orig. signed by C. Rempel for A. Abeysekera)

Manager of Finance & Administration
Corporate Services Dept.

IN PREPARING THIS REPORT, THERE WAS CONSULTATION WITH AND CONCURRENCE BY:

Community Services Department
Planning. Property and Development Department
Public Works Department

THIS REPORT SUBMITTED BY:

Department: CAO Secretariat
Division: Strategic Management Division
Prepared by: Connie Walker, Gerry Couture
File No:

APPENDIX 'A'

The City of Winnipeg

RECREATION, LEISURE, AND LIBRARY FACILITIES POLICY

OUTCOME:

The outcome of this policy will be a community empowered to reconfigure its recreation, leisure, and library facilities in a way that is more responsive to local needs, leading to a more contemporary and financially sustainable mix of facilities. In many ways, this policy is a partnership agreement between the City of Winnipeg and the community to work together in finding the solution to the challenges we face.

PURPOSE:

This policy provides direction for the provision and maintenance of recreation, leisure, and library facilities owned by the City of Winnipeg. This policy covers:

- Aquatic facilities including outdoor pools, indoor pools, and wading pools, together with new emerging aquatic facilities such as water parks, urban oases, spray parks, and spray pads.
- Sports facilities including field houses and arenas, together with relatively newer sports facilities such as indoor soccer pitches and skateboard parks.
- General multi-use facilities including community centres, recreation centres, leisure centres, senior centres, and libraries.

Over time, this policy is intended to address two primary objectives:

A. To provide Winnipeggers with more contemporary recreation, leisure, and library facilities,

B. To move toward a more financially sustainable mix of recreation, leisure, and library facilities.

SUPPORTIVE POLICY:

In *Plan Winnipeg 2020 Vision*, adopted by City Council in December 2001, the City of Winnipeg acknowledges its commitment to recreation services through policy statement 5D-01 Promote Active Living and 5D-02 Provide Leisure Facilities.

In January 2004, City Council adopted the A.C.T.I.V.E. Policy Framework which includes a series of strategies structured around the following six principles:

- **A**ffordable

- City of Winnipeg recreation and library services and its facility infrastructure must be affordable, accessible and sustainable.
- The provision of programs and services will be supported by a combination of municipal taxes, funding mechanisms from other levels of government and Council approved user fees.
- The City of Winnipeg will explore public-public partnership opportunities as well as public-private partnership opportunities in order to provide efficient and affordable public use facilities.

- **C**ommunity Needs-Based
  - The City of Winnipeg will provide a leadership role in the planning and delivery of recreation and library services within Winnipeg.
  - Demographic analysis, user needs and current and emerging programming trends will guide service planning and provision.
- **T**actical Approach
  - Recreation, leisure and library services and facilities will be provided based on a tiered approach – regional, community, and neighbourhood. Regional facilities will be strategically located within Winnipeg.
  - A set of established decision tools will serve as a framework for decision-making to ensure that facilities and programs continue to meet the needs of our citizens.
- **I**ntegrated Service Delivery
  - The City of Winnipeg will integrate services with every strategic opportunity in order to provide for multi-use and intergenerational facilities and services.
  - The City will actively seek strategic partnerships.
- **V**iable Solutions
  - Opportunities will be provided for citizen input that will ensure that our strategic plans are viable from a community perspective and reflects its values.
- **E**ffective Services
  - The City of Winnipeg will provide effective, contemporary and responsive recreation and library services.
  - Recreation, leisure and library facilities inventory will be maintained in accordance with sound asset/risk management standards.
  - The Asset Management strategy will include criteria for decommissioning, redevelopment or disposal.
  - Recreation, leisure and library facilities will be managed to an industry standard of care defined as ‘Managed Care’.

RECREATION, LEISURE, AND LIBRARY FACILITIES POLICY:

In support of the principles in the A.C.T.I.V.E. Policy Framework, this policy on recreation, leisure, and library facilities includes the following components:

A. A facility hierarchy that provides general guidance around the provision of facilities, including guidelines for facility to population ratios.

B. Direction for existing facilities and for the introduction of new facility types.

C. A stronger leadership mandate for the General Council of Winnipeg Community Centres to optimize the community centre model in Winnipeg.

D. A commitment to sustaining existing, programmable recreation and leisure square footage while encouraging a reconfiguration of facilities over time.

E. A commitment to consultation.

F. A commitment to a 'managed care' level of maintenance for new facilities and where possible for existing facilities.

G. A reinvestment strategy.

1. A Facility Hierarchy

The facility hierarchy provides a guide for decision-making. It is intended to:

- Recognize a broad range of recreation, leisure, and library facilities. The hierarchy describes facility types that currently exist as well as new facility types that may be introduced over time and which are described later in this policy.

- Recognize that the size and, as such, the focus of facilities differs. Some facilities focus on the neighbourhood level, providing services to a relatively small population base, while others focus on the community, regional, or city-wide level.

- Provide facility to population ratios that will facilitate, over time, a more sustainable mix of City owned facilities. The ratios are guidelines to ensure adequate coverage within the community while matching the scale of the facility and market demand for the programming the facility might offer. The facility to population ratio provides for an increase in facilities when there is real population growth.

- Identify the role of the City in providing recreation, leisure, and library facilities in Winnipeg (including where the City will not be a direct provider). The hierarchy highlights the full range of providers, including the private and not-for-profit sector that must be considered in assessing community needs.

The facility types, focus, and facility to population ratios are described in the table below.

This facility hierarchy will guide decisions. Rare exceptions to the distribution ratios may be necessary to address unique needs in the inner city or where there are significant geographic barriers (rivers, major thoroughfares, etc.) in communities.

Focus	Facility	Private or Not-for-Profit	Public Sector Governance	
			City/Community Partnership	City Run
Neighbourhood	**Neighbourhood Community Club** (1 per 12,000–15,000 people)		GCWCC	✓
	Spray Pads/ Wading Pools/ Beginner Skateboard lots (approx. 1 per 10,000 people)			✓
Community	**Community Recreation & Leisure Centres** (1 per 35,000-50,000 people)	✓ e.g. YMCA	GCWCC e.g. Dakota	✓ e.g. Sargent Park
	Spray Parks/Outdoor pools (approx. 1 per 50,000 people)			✓
	Skateboard parks (1 per 35,000-50,000 people)			✓
	Indoor soccer pitch (approx. 1 per 50,000 people)	✓	GCWCC	
	Indoor arena (1 per 15,000 - 20,000 people)	✓	GCWCC	✓
	Libraries (1 per 30,000 – 50,000 people)			✓
Regional (approx. 1 per 150,000 – 300,000 people)	**Urban Oasis/ Indoor Pools**	✓		✓
	Sports Complexes (4-plex indoor soccer, etc.)	✓		
City –wide (all citizens, tourists)	**Major Sport/ Entertainment Venues**	e.g. MTS Centre		
	Water Park	✓		

2. Direction for Existing Facilities and Introduction of New Facility Types

In some communities existing facilities may not be meeting the recreation, leisure, and library needs of residents. This policy intends to support those communities interested in achieving a more contemporary and sustainable mix of facilities.

The following describes new facility types. The transition to a new mix of facilities will occur over time, as opportunities arise for communities, and with consultation.

Where change is desired, the mix and number of facilities will be guided by the facility to population ratios in the facility hierarchy. Again, 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.

2.1 Community Centres
Neighbourhood Community Clubs and Community Recreation and Leisure Centres

Community Centres are an important and unique component of the recreation and leisure experience in Winnipeg. Today, Community Centres are evolving, with some community centres focusing on the neighbourhood level and others focusing more broadly on the community level. This evolution will be encouraged to continue.

To differentiate between the two levels of Community Centres, the smaller centres are called Neighbourhood Community Clubs and the larger centres are called Neighbourhood Recreation and Leisure Centres. Over time,

communities may want to reconfigure their Community Centre space in order to optimize their mix of smaller Neighbourhood Community Clubs and larger Community Recreation and Leisure Centres.

The following guidelines will support this interest toward a more sustainable mix of Community Centre facilities over time.

a. Neighbourhood Community Clubs will serve the local neighbourhood by providing a range of sport, culture, and 'drop-in' play, youth and seniors programs. Neighbourhood Community Clubs may have athletic fields, gyms, multi-purpose space and outdoor rinks. Neighbourhood Community Clubs are intended to serve a population of approximately 12,000-15,000 people.

b. Community Recreation and Leisure Centres will serve a broader community at a ratio of 1 per 35,000–50,000 people. These Centres will provide more extensive sport, culture, seniors, drop-in, children's play, youth, and fitness programs. Amenities may include indoor ice, indoor soccer, outdoor rinks, athletic fields, gyms, and multi-purpose space.

A new governance model, described in Section 3, will facilitate this evolution.

2.2 Wading Pools Spray Pads

The inventory of wading pools will be rationalized over time in keeping with the facility to population ratio. Facilitating this rationalization will be the introduction of a better wading pool or Spray Pad in the vicinity, or the development of a Spray Park or Urban Oasis in the community. The City will proceed slowly in introducing Spray Pads so as to fully assess community acceptance and the impact on operating costs.

A Spray Pad is a small outdoor aquatic facility that stimulates interactive and creative play. The components of a Spay Pad may include combinations of spray columns, cannons, ground sprays, spray faces, spirals, loop-throughs, and themed structures such as flowers, trees, animals, nautical, etc. The Spray Pad structure can be any shape and size, depending on budget. With zero water depth and a flat surface, a Spray Pad is handicap accessible and eliminates the risk of drowning. A Spray Pad typically ranges between 1,000 and 3,000 sq. ft and services the 0-10 age group.

2.3 Outdoor Pools Spray Parks

As Urban Oases and Spray Parks are developed in communities, outdoor pools will be closed.

A Spray Park replicates the concept of a Spray Pad (described above) but incorporates more components over a larger area. A Spray Park typically ranges between 3,000 and 6,000 sq. ft. and services the 0-10 age group.

2.4 Indoor Pools
Urban Oases

The existing inventory of indoor pools will either be converted into Urban Oases or rationalized in coordination with development of new Urban Oases and in keeping with facility to population ratios.

The Urban Oasis is a multi-faceted aquatic centre that combines the benefits of a traditional lap pool with a recreational leisure pool. The Urban Oasis can incorporate both an indoor and outdoor component. The indoor component combines an aquatic facility used for training and lessons, essentially a traditional indoor pool, together with many leisure pool amenities including such things as zero-depth entry, a lazy river, a water slide, spray stands, etc. The outdoor component of the Urban Oasis is essentially the same as the Spray Park (described above). It allows residents to enjoy the aquatic activity outdoors during the summer months.

2.5 Senior Centres, Recreation Centres, Leisure Centres
Community Recreation and Leisure Centres

No new stand-alone senior, recreation, and leisure centres will be added to the City's inventory. Where possible, the inventory of existing facilities will be incorporated into Community Recreation and Leisure Centres (whether these are governed by the GCWCC or run directly by the City) and rationalized over time in keeping with facility to population ratios.

2.6 Skateboard Parks

Where possible, Skateboard Parks will be co-located with Community Recreation and Leisure Centres or regional facilities to facilitate access to washrooms. Furthermore, they will be located in close proximity to transit. Because of the different age demographic generally associated with a Skateboard Park, it should not be co-located with a wading pool or Spray Pad.

A Skateboard Park is an outdoor facility designed to meet the specialized needs of skateboarders. It tends to include a concrete bowl together with a series of ramps and rails that accommodate a range of skill levels from developmental to seasoned.

In recognition of growing demand, particularly in the inner city, smaller, developmental facilities (beginner skateboard lots) consisting of 1 or 2 ramps and rails could be integrated into park or Community Centre sites independent of the provision of a Skateboard Park.

2.7 Arenas

The City will review the provision of arenas with the intent to eliminate or reduce its role as a direct provider over time, while ensuring that the number of arenas remains within the facility to population ratio.

2.8 Indoor Soccer

The City will support the development of indoor soccer pitches in line with the facility to population ratio identified in the facility hierarchy. The City will not be a direct provider.

2.9 Libraries

There will be no net increase in the number of libraries unless there is real population growth.

Where possible, a new library will be co-located within a Community Recreation and Leisure Centre in order to take full advantage of joint programming opportunities. However, in doing so, the new library should replace at least one existing facility. Where it may not be possible to incorporate a new library within a Community Recreation and Leisure Centre, a new stand-alone library will be developed only if it results in a consolidation of two or more branches or if there is a positive business case supporting the replacement of an existing facility.

2.10 Joint Use Agreements with the School Divisions

Joint Use Agreements with the School Divisions should continue to be pursued in order to provide drop-in facilities for basketball, volleyball, and other gym oriented sports. However, to the greatest degree possible, the agreements and their implementation will be standardized across the City in order to ensure equitable access. It may be possible, if supported by a positive business case, to share in the costs of enhancing existing or proposed school facilities in order to better accommodate local demand for recreation and leisure space.

3. The General Council of Winnipeg Community Centres (GCWCC)

To facilitate a strong and more sustainable Community Centre model in Winnipeg, the following parameters will form the basis for a more detailed Management Agreement between the City of Winnipeg and the GCWCC.

3.1 Governance

i. GCWCC will have a leadership mandate to strengthen and optimize the Community Centre model in Winnipeg.

ii. GCWCC will operate through district boundaries that match the City's Community Committee boundaries.

iii. GCWCC will be governed by a Board representing Community Centres and the Board will include City appointed community representatives that will ensure financial, asset management, and legal expertise.

iv. GCWCC will report to Council through Executive Policy Committee (EPC).

v. GCWCC will provide to Council an annual 3 year business plan and audited financial statements.

vi. GCWCC will be authorized to run those Neighbourhood Community Clubs and Community Recreation and Leisure Centres that are within its mandate where it is not possible to sustain a volunteer board and programming.

vii. GCWCC will work in close collaboration with the City to ensure that efforts regarding programming and facility operations are complementary.

3.2 Capital Investments

viii. 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 section 4. GCWCC will consult with Community Centres to identify and prioritize capital investments, considering the needs of the local community, the district, the city overall, and in keeping with their mandate and the parameters of this policy.

ix. GCWCC will keep Councillors informed as to consultation activities and project proposals in their respective wards.

x. GCWCC will make recommendations for new capital projects once a year as part of its annual business plan, reporting to Council through EPC.

xi. GCWCC will advise on, and coordinate, infrastructure grant applications.

3.3 Operations

xii. 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.

3.4 Programming

xiii. GCWCC will facilitate the coordination of Community Centre programming to maximize coverage and minimize duplication in efforts.

4. Sustaining Square Footage

The net square footage of City owned space for general recreational and leisure programming will be sustained at the current level (city-wide) but will not be increased. This limitation applies to those facilities identified in sections 2.1 and 2.5 and generally equates to ‘heated square footage’ as defined in the Universal Funding Formula. Pool areas, arena ice, indoor soccer pitches, and libraries are not included in this component of the policy.

Recreation and leisure space can be reconfigured to better serve the needs of the community, provided the amount of net square footage of space on a city-wide basis does not increase. The net square footage of recreation and leisure space will be increased only when there is real population growth and, then, in keeping with the facility to population ratios.

5. A Commitment to Consultation

Moving toward more contemporary and sustainable facilities is a challenge shared by the community and the City. Ideas and opportunities generated by the community will be key to finding workable solutions.

There will be consultation when decisions on recreation, leisure, and library facilities are needed (an expansion or merger, a new facility, priorities, options, and trade-offs).

While the process for consultation will vary depending on the needs of a community and the issue at hand, the goal is always to seek meaningful, timely input from the full range of people that may be affected by a decision.

Consultation processes will be designed to provide stakeholders with the information they need to participate in a meaningful way and will provide decision-makers with the information they need to make balanced, informed decisions.

Consultation processes involving the reconfiguring and optimizing of Community Centre space will be part of the leadership mandate of the GCWCC.

Communities will be encouraged to be proactive in identifying opportunities and possible solutions.

6. A Commitment to Managed Care

A 'Managed Care' level of maintenance will be required for all new facilities. Business plans are to reflect this requirement.

Council will strive to attain this level of maintenance for existing facilities. Existing capital and operating maintenance dollars may need to be prioritized for investment in existing facilities that are at, or close to, the Managed Care level so as to prevent significant decline in those facilities.

The term 'Managed Care' is derived from a maintenance hierarchy developed by a leading authority in the subject of asset management. Under a Managed Care program, the recommended facility maintenance operating budget (not including utilities) is 3.5% of Current Replacement Value (CRV), with a corresponding Facilities Condition Index (FCI) of between 0.10 and 0.20. The latter indicator means that the amount of deferred maintenance must not be greater than 20% of the current replacement value in order for the Managed Care funding level to be effective.

The Managed Care level of maintenance is considered a 3 in the spectrum of 5 maintenance levels. By comparison, level 1 maintenance investments equate to a 'Showpiece Facility' where the facility is kept in 'almost new' condition. At the other end of the spectrum, a maintenance level of 5 is considered 'Crisis Response' where normal usage and deterioration continues unabated, eventually leading to forced closure or complete replacement of the facility. Under Crisis Response, repair is basically instituted for life safety issues only.

7. Reinvestment Strategy

With respect to Neighbourhood Community Clubs and Community Recreation and Leisure Centres that are governed by the GCWCC,

- the total Universal Funding Formula grant will not be reduced if there are Community Centre mergers; and

- proceeds from property sales that may arise as a result of Community Centre mergers will be reinvested in the Community Centre system. A reserve fund will be established for such proceeds.

With respect to recreation, leisure, and library facilities that are run by the City,

- any proceeds from property sales that may arise as a result of facility rationalization will be reinvested into City-run recreation, leisure, and library facilities. A reserve fund will be established for such proceeds.

With respect to capital funds and within the parameters of this policy, the following are some of the criteria that will be considered in priority-setting:

1. Consider areas of greatest need.
2. Consider opportunities to move toward a more sustainable and more contemporary mix of facilities (i.e. investments that will facilitate the rationalization of facilities, etc.).
3. Consider community driven solutions and readiness for change.
4. Consider the degree to which other funds and efforts can be leveraged.
5. Consider the condition of facilities and immediate risks.