
2.0 POLICY FRAMEWORK

2.1 Introduction

Overall strategic direction for this study was provided through Plan Winnipeg Vision 2020. The A.C.T.I.V.E. Policy Framework was developed and subsequently adopted by Council to specifically address recreation, leisure and library services, programs, and infrastructure. The A.C.T.I.V.E. policy framework established that all remaining and new building infrastructure be maintained at a level of care known as “managed care.” The Municipal Aboriginal Pathways (MAPS) was also used as a basis of the formulation of the strategic blueprint.

The following sections in this chapter include the relevant excerpts from Plan Winnipeg 2020 Vision, a complete reprint of the A.C.T.I.V.E. Policy Framework, and a brief synopsis of the Municipal Aboriginal Pathways Strategy (MAPS).

2.2 Excerpts from Plan Winnipeg 2020 Vision

“Plan Winnipeg is City Council’s long range policy plan. It is intended to guide Winnipeg in to the twenty first century by addressing the broad physical, social, economic and environmental conditions in the city.”

The following are the broad headings from the key sections of Plan Winnipeg 2020 Vision that will be impacted by the outcome of the Public Use Facility Study. As can be seen, the impact will be felt throughout all five of the policy categories.

1. Downtown and Neighbourhoods

- 1A-02 Encourage Downtown Living
- 1A-04 Promote the Excitement of Downtown
- 1B-01 Support Neighbourhood Revitalization

2. Government and the Economy

- 2A-01 Commit to Citizen Engagement
- 2A-02 Promote Equitable Access to Facilities and Services
- 2A-03 Promote Self-Reliant Aboriginal Communities
- 2A-04 Address the Needs of New Winnipeggers
- 2A-05 Provide Leadership in Addressing Social Concerns

- 2B-01 Commit to Sustainability
- 2B-03 Commit to Responsive Government
- 2B-04 Provide Sound Municipal Management
- 2B-05 Meet High Standards of Service Delivery
- 2C-03 Capitalize on Comparative Advantages
- 2C-10 Encourage Activities Beneficial to the Winnipeg Economy
- 2D-01 Promote Higher Educated Workforce
- 2D-02 Promote Coordinated Delivery of Job Training Programs

3. Planned Development, Transportation and Infrastructure

- 3A-01 Promote Orderly Development
- 3A-05 Promote Regional Consistency in Planning and Development
- 3B-01 Promote Vibrant Neighbourhoods
- 3B-02 Guide the Development of New and Existing Residential Areas
- 3D-01 Commit Foremost to the Maintenance and Renewal of Existing Infrastructure
- 3D-02 Invest Strategically in New Infrastructure

4. Public Safety, Health and Education

- 4A-01 Engage Communities in Building Safe Neighbourhoods
- 4A-04 Address Emerging Problems of Safety and Security
- 4A-05 Provide Support for People at Risk
- 4B-01 Integrate Safety into Overall Planning and Urban Development
- 4C-01 Support Effective Public Health Services
- 4D-01 Support Education Initiatives
- 4D-02 Provide High-Quality Library Services

5. Environment, Image and Amenities

- 5A-01 Promote Environmentally-Responsible Decision-Making
- 5D-01 Promote Active Living
- 5D-02 Provide Leisure Facilities
- 5D-03 Support Unique Attractions
- 5D-04 Recognize Importance of Arts, Entertainment, and Culture

2.3 A.C.T.I.V.E

The following is a copy of the A.C.T.I.V.E. Policy framework in its entirety.

“To be a vibrant and healthy city which places its highest priority on the quality of life for all its citizens” *Plan Winnipeg- 2020 Vision*

If the heart of every great city is its downtown; then its people are its soul. The vitality, energy and diversity of a city’s residents breathe life into the bricks and mortar of the urban environment – they are the essence of a healthy and vibrant city.

It is an inherent public belief that recreation and library services contribute directly to quality of life. Research has also demonstrated that these services are essential to personal health and well-being, help to reduce self-destructive and anti-social behavior as well as healthcare, social service and policing costs, build strong families and healthy communities, and are significant economic generators in a community. To be a creative, contemporary and competitive city, we want to attract and retain talented people, who in turn will help to bolster our economic prosperity. Quality of life issues factor strongly into this equation. People will be attracted to our Winnipeg not only if we are able to supply a vibrant labour market, but as importantly if we are able to offer quality recreational and leisure opportunities, libraries, universities, parks, diversity and cultural attractions.

Winnipeg boasts a rich history of leisure and library service provision. The traditional cornerstone of Winnipeg’s recreation delivery is the neighbourhood – starting in the 1940’s with the community centre movement, and continuing through the 1960’s and 70’s with the expansion of the recreation infrastructure to include indoor pools, arenas and leisure centres. Winnipeg Public Library’s history of service to the community dates from 1888. A steady growth of branches dating from 1915 and through the rapid suburban growth of the 1950’s and 60’s culminated with the unification of 21 branches in 1979 to serve the needs of children through seniors. Currently, Winnipeg has over 270 recreation

<p>Public Use Facilities* Include:</p> <p><i>Libraries (20)</i></p> <p><i>Indoor Pools (13)</i></p> <p><i>Wading Pools (96)</i></p> <p><i>Leisure Centres (9)</i></p> <p><i>Recreation Centres (22)</i></p> <p><i>Community Centres (71)</i></p> <p><i>Arenas (19)</i></p> <p><i>Joint Use Agreements (over 100)</i></p> <p><i>* As of 2003</i></p>
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buildings and libraries — all of which support a diverse array of services provided by civic staff, service agencies and volunteers.

However, much of the recreation, leisure and library infrastructure (public use facilities) is now over 30 years old, and is badly in need of refurbishment or, in some cases, replacement. Moreover, existing facilities are primarily single use, lack the amenities and flexibility of space to address the changing needs and preferences of the population, and in some cases are no longer appropriately located relative to users.

At the same time, the face of Winnipeg’s population is changing. Over the next ten years, the aging “Baby Boomers” will continue to influence the greatest changes in demographics, resulting in a large increase of Winnipeggers between the ages of 45 and 65. There will also be a significant increase in people between the ages of 10 to 22, the “Echo” of the Baby Boomers.

**Plan Winnipeg
Principle:
Sustainability**

“Making certain that the choices available for future generations are not impaired by decisions made today.

...making decisions that do not compromise the environment and recognizing that long-term goals are more important than short-term goals”.

Winnipeg embraces its unique diversity and cultural mosaic, a mosaic that is continually changing with the added focus on immigration. Additionally, Winnipeg is home to Canada’s largest Urban Aboriginal population. Over the coming years, this segment of the population is expected to grow at a rate about four times that of the non-Aboriginal population. Emerging from this will be a fundamental shift in the type of services required to meet the needs of the new Winnipeg.

These factors – the infrastructure deficit, current and anticipated shifts in Winnipeg’s demographics, as well as the changing citizen needs and preferences – combine to underscore a critical need to develop a strategic plan in order to address physical deficiencies in the existing system and to ensure the appropriate type and distribution of facilities to better respond to the current and emerging recreation, leisure and library service needs of Winnipeg’s residents.

THE POLICY FRAMEWORK: AN ‘A.C.T.I.V.E.’ STRATEGY

The ‘A.C.T.I.V.E.’ Strategy represents a policy framework that will guide the City of Winnipeg in its decision-making around public use facilities infrastructure. Consistent with the provisions within Plan Winnipeg, the guiding principles espoused in this framework will also serve as the critical policy foundation for the development of a long-term and sustainable strategy for a recreation, leisure and library infrastructure plan that better meets the service needs of our citizens – today and into the future.

AFFORDABLE:

- 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.

COMMUNITY 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.

TACTICAL 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.

INTEGRATED 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.

Public Use Facilities

- 20 Libraries
- 13 indoor pools
- 11 outdoor pools
- 96 wading pools
- 9 major leisure centres
- 22 minor recreation centres
- 71 community centres (some with satellite sites)
- 19 arenas
- 110 Joint Use Agreements

VIABLE Solutions:

- Opportunities will be provided for citizen input that will ensure that our strategic plans are viable from a community perspective and reflect its values.

EFFECTIVE 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’.

AFFORDABLE PUBLIC USE FACILITIES

Guiding Principles:

- 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.

Strategies:

Develop a long-term blueprint for action for the management of public use facilities that considers the following:

- An analysis of the current state of public use facilities.
- Long term operating and capital budget requirements.
- Opportunities for facility rationalization and consolidation
- Partnership opportunities as a means to leverage civic resources and maximize investment. (Eg. partnerships in the development of strategically located ‘regional’ multi-use facilities).
- Strategies for revenue generation.

**Plan Winnipeg Policy Statement:
Provide High-Quality Library Service**

The City shall provide high-quality library services... by improving access to library services by exploring partnership opportunities, introducing new technologies, and regularly reviewing current facilities and hours in consultation with the community.

COMMUNITY NEEDS-BASED PROGRAMMING

Guiding Principles:

- 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.

Strategies:

Provide leadership for an ongoing process of assessing community need and collaborative planning that involves the following:

- Defining demographic characteristics and trends in the market.
- Developing and maintaining a database for the existing facilities that reflects demographics of the catchment areas, Community Characterization Areas, and wards.
- Conducting surveys / focus groups to determine priorities of users and providers.

**Plan Winnipeg Policy Statement:
Provide Leisure Facilities**

The City shall provide leisure facilities for the use of residents and visitors by... developing a strategic leisure facility master plan with public participation to maximize the use of existing facilities including converting or consolidating leisure facilities to meet emerging community needs and minimize operating costs.

- Linking demographics, ethnic and cultural characteristics to need.
- Overlaying demand with costs and facility conditions.
- Consulting with community organizations in the overall planning process.

TACTICAL APPROACH

Guiding Principles:

- 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.

Strategies:

- Utilize a ‘decision toolset’ that aligns programming needs with the facility inventory in order to guide decision-making and strategy for public use facilities and that considers the following:
 - Criteria for asset categories – i.e. regional, community, neighbourhood
 - Benchmark data including current asset conditions and future predictions, facility usage, user needs, and programming trends.
 - A re-evaluation of the toolset on an every five year basis

Plan Winnipeg Principle: Partnership and collaboration
“Working cooperatively with people, other governments, the not-for-profit sector, and the private sector. The intent is to leverage resources to maximize advantage and to provide the most effective and efficient services to citizens.”

INTEGRATED

Guiding Principles:

- 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.

Strategies:

- Pursue strategic and partnership opportunities for the integration of service provision within multi-use and intergenerational facility settings.

VIABLE SOLUTIONS

Guiding Principles:

- Provide opportunities for citizen input that will ensure that our strategic plans are viable from a community perspective and reflect its values.

Strategies:

- Design and implement an ongoing public engagement process that utilizes a variety of techniques to gather input from the citizens of Winnipeg and leisure and library users regarding public use facilities and the services provided within them. Techniques to be utilized include:
 - Citizen surveys
 - Focus groups
 - Public forums
 - Consultation with elected representatives
 - Involvement of key stakeholders

EFFECTIVE SERVICES

Guiding Principles:

- 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’.

Strategies:

- Evaluate the effectiveness of recreation, leisure and library services and facilities based upon key performance indicators and that considers:
 - Effectiveness of the Asset Management Strategy

- A Managed Care' set of standards for facilities
- Citizen satisfaction with service and facilities
- Effectiveness of Partnership agreements
- Efficiency of services and facilities

2.4 Municipal Aboriginal Pathways

Under the auspices of Plan Winnipeg 2020 policies, which promote self-reliant Aboriginal communities, First Steps: Municipal Aboriginal Pathways was created. It includes a series of strategic initiatives that identify policies and actions aimed at enhancing the well-being of Winnipeg's Aboriginal community. Five 'Pathways' are identified including Employment, Safety, Economic Development, Quality of Life, and Outreach and Education.

The Quality of Life Pathway is intended to provide policies that will recognize the need for Winnipeg's growing Aboriginal population to participate fully in sport, recreation and leisure activities. It identifies three strategic initiatives, including the need to review the feasibility of establishing a Multi-Purpose Community Facility in the North End of Winnipeg. Responsibility and timing are identified along with an implementation mechanism.