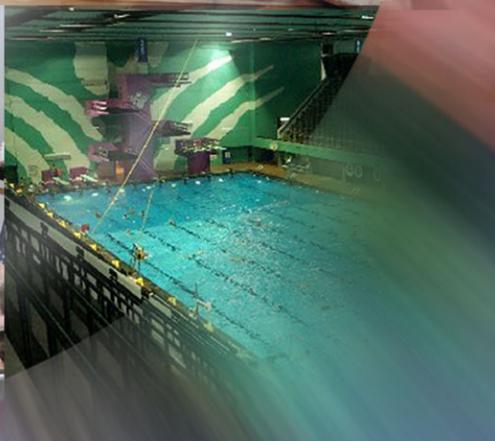




Winnipeg

An A.C.T.I.V.E. Policy Framework for City of Winnipeg Public Use Facilities

**Affordable
Community-based
Tactical
Integrated
Viable
Effective**



“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*

FOREWORD

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 wellbeing, help to reduce self-destructive and anti-social behavior as well as healthcare, social service and policing costs, enhance the educational and literacy standards of a community, 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, educated 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 neighborhood – 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

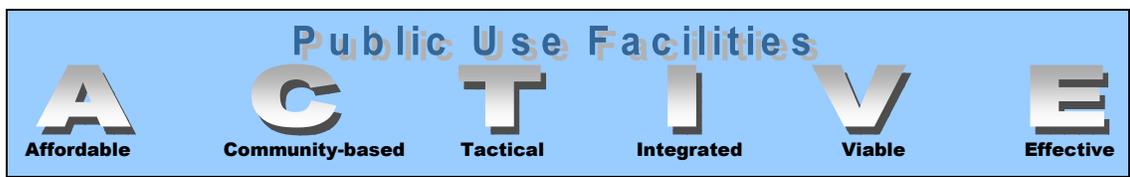
buildings and libraries — all of which support a diverse array of services provided by civic staff, service agencies and volunteers. However, much of the recreation, leisure and library infrastructure (public use facilities) is now over 30 years old, and is badly in need of refurbishment or, in some 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.

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 – 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.

Public Use Facilities* include:
Libraries (20)
Indoor Pools (13)
Wading Pools (96)
Leisure Centres (9)
Recreation Centres (22)
Community Centres (71)
Arenas (19)
Joint Use Agreements (over 100)
* As of 2003



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 Council in its decision-making around public use facilities. 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 and 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.

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'.



**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”.

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 and public-private partnership opportunities in order to provide efficient and affordable public use facilities.*

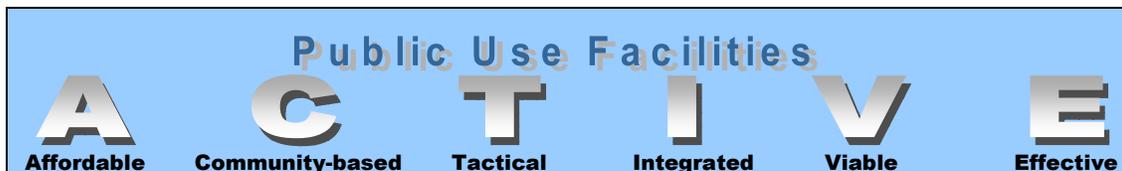
Much of the City of Winnipeg’s recreation, leisure and library facilities are in need of significant infrastructure reinvestment. The declining state of facilities has resulted in an increase in citizen dissatisfaction and public concern. Aging facilities have also created additional challenges to ensure: acceptable standards of maintenance; reliability and predictability in the facility performance; accessibility for persons with disabilities; adherence to health and safety requirements; environmental stewardship;

and cleanliness as a consequence of limited fiscal resources.

The City of Winnipeg must ensure a long term AFFORDABLE, cost-effective, and sustainable plan for its public use facilities. In doing so, it is imperative to address all current and future operating costs throughout the facility lifecycle. Policy makers must know which facilities are worth the assignment of reinvestment dollars, which facilities need to be converted to alternative uses, and which facilities would be better sold or demolished. Capital funding requirements must be clearly articulated and be based upon a comprehensive analysis of present facility conditions and future programming and facility requirements. The development of a 10 -20 year strategic ‘blueprint for action’ is essential to ensuring the affordability of our plan.

Partnerships with other levels of government and the private sector are important elements in ensuring the affordability of a sound municipal public use infrastructure reinvestment strategy. For example, it is recognized that citizens within the Capital Region have ready access to City of Winnipeg facilities. There is an opportunity for the City of Winnipeg to explore a public – public partnership and cost-sharing arrangement with senior levels of government and Capital Region municipalities to develop a win-win strategy that ensures AFFORDABLE and ACCESSIBLE public use facilities for all citizens within Winnipeg and the surrounding Capital Region.

In addition, the City of Winnipeg must further explore new governance models and potentials in partnering (financial and service partnerships) with other community service providers. In Municipalities across North America, there are many examples of successful public-private partnerships including building, managing and programming public use facilities.



The program delivery must also be cost effective. Decisions for both capital investment and ongoing operations must have an eye on revenue resources. Because the underpinnings of city management are based on fiscal responsibility, it is critical that budgeting decisions balance priorities and needs with their costs and affordability. Investment and related ongoing costs (debt and operations) must be weighed against the community benefits. These can be defined by such measures as:

- Use / benefits
- Income / expenses
- Income / expenses per user
- Subsidy / revenue linked to facility
- Subsidy / revenue linked to users
- Expected / ranked preservation or replacement costs.

By ensuring that services are affordable, the City will be able to maintain a competitive amenity package, and will have resources so that future generations have access to these assets.

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.

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.*

Winnipeggers value their public services. The 2003 Prairie Research Associates Citizen Survey revealed that recreation programs received a 96% approval rating, with Library Services receiving a 93% approval rating. This trend is also apparent in facility use patterns.

At the same time, new recreation opportunities such as skateboarding, indoor soccer, ultimate, and snowboarding are also in demand. Library patrons want to be able to hold meetings, attend programs, study and socialize in 'civic spaces', buy a coffee, and enroll their child in a reading program while they find a book. These user needs and emerging programming trends must figure into our planning efforts.

Community organizations are looking to the City of Winnipeg to play a leadership role in the overall strategic planning for recreation and library services, as well as to have opportunities for participation in those planning efforts.

Understanding our demographic and diverse cultural environment is essential for the following reasons:

- To understand the market areas being served



- To determine and anticipate changes and to identify emerging trends that are occurring in Winnipeg's demography and neighborhoods,
- To consider the City of Winnipeg's program mandate and resource capacity in relation to the demographic profile of the City.

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

***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.

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.*

Current leisure facilities and libraries have catchment areas that can be defined as regional, community or neighbourhood. To adequately invest and tailor programming to the market demands, there must be a characterization of the demographic nature of the catchment area around the existing facilities. Facility recommendations must look at geographic level of service, program demand and community needs and be implemented such that public investment is maximized. Multiuse and intergenerational facilities must be strategically factored into the overall plan. The long term strategic framework must also contemplate the following:

- Expansion / modification of existing facilities
- Consolidation opportunities
- New development - with the bottom-line that the decisions reflect budget realities.
- Facility rationalization strategies

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. This decision toolset will include as an example, facility condition assessment, demographic and cultural profile information, community needs analysis, long term operating and



capital requirements, etc. It will be important to review this decision toolset on an every five year basis to ensure that the information continues to provide a relevant and accurate view of the current and emerging Winnipeg.

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, neighborhood
 - 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 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.

Integrated Service Delivery

Guiding Principles:

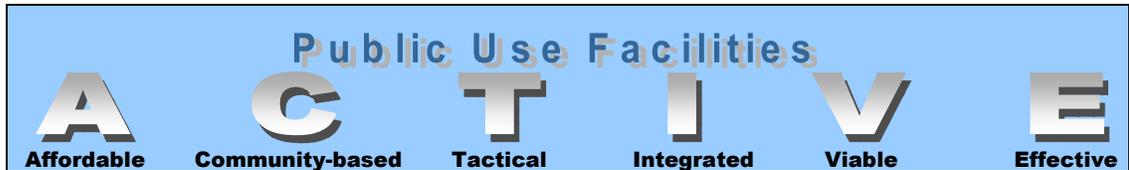
- *The City of Winnipeg will integrate services with every strategic opportunity in order to provide for multi-use and intergenerational facilities and services.*
- *The City will actively seek strategic partnerships.*

INTEGRATING our services at every opportunity is a cornerstone to our approach. The development of multi-use facilities strategically located within our neighborhoods is one such mechanism to achieve this goal. Opportunities to consolidate recreation, library, and other services in highly visible community locations will allow greater and easier access to such civic services. We must explore the potential to consolidate resources from our less efficient and underutilized facilities and reinvest those same resources in facilities that have greater potential to meet increasing and contemporary service demands. We must also be concerned with keeping an appropriate balance of neighborhood based services and facilities that meet the needs of a growing elderly and high need population.

Strategies:

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

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.”



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.*

We must ensure that our strategic solutions are VIABLE from a citizen perspective. Public consultation processes must be undertaken to ensure that our public use facility systems are reflective of our community VALUES. Engaging our citizens and key stakeholders and providing opportunities for their input into a VIBRANT model is fundamental to our future success.

It is clear that any blueprint for action must be reflective of our unique diversity and multi-cultural community values in order for it to be successful in the long term. A comprehensive community and stakeholder input process is critical to shaping the viability of the plan.

Strategies:

- Design and implement an ongoing public engagement process that utilizes a variety of techniques to gather input from 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'.*

Ensuring that we have EFFECTIVE service delivery systems will contribute to the overall affordability of our service model and enhance the quality of life for our citizens. Our service delivery systems must be examined from the perspective of the market, user demands and policy directions of Council. We must employ a sound asset and risk management strategy with respect to our facility infrastructure.

This involves setting and adhering to a standard of care for our facilities. A qualitative description of 'Managed Care' is as follows: *Equipment and building components are usually functional and in operating condition. Buildings and equipment are periodically upgraded to current standards and use. Corrective (reactive) maintenance still represents a greater portion of the work than does preventive maintenance.* This level of care will place us in the upper middle of the continuum of Industry Standards for Facility Maintenance. As well, decision tools that include criteria for the decommissioning, redevelopment and disposal of facilities will be a fundamental component of the overall Asset Management Strategy.



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

