

## 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 Strategy (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

The following are the verbatim excerpts from Plan Winnipeg 2020 Vision of the policy statements that could be impacted by the outcome of the Public Use Facility Study. As can be seen, the impact may be felt through all five of the policy categories.

*“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.”*

#### 1. Downtown and Neighbourhoods

##### 1A-02 Encourage Downtown Living

The City shall encourage living in existing downtown residential neighbourhoods and elsewhere in the downtown by:

- (i) supporting through neighbourhood development programs, the stability of existing downtown neighbourhoods;
- (ii) mixed-use residential development that integrates retail, service businesses, and institutions needed by downtown residents; and
- (iii) supporting the creation of a pedestrian-friendly downtown environment.

##### 1A-04 Promote the Excitement of Downtown

The City shall promote the excitement of downtown as a destination for residents and visitors alike by:

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- (i) working in cooperation with other agencies such as Tourism Winnipeg to provide comprehensive information to Winnipeggers and tourists regarding the many unique and interesting opportunities which the downtown provides;
  - (ii) supporting and encouraging affordable activities in the downtown that foster a spirit of celebration and festivity and that promote the participation of residents and visitors; and
  - (iii) acting to ensure the downtown is the location of choice for major arts, culture and, entertainment amenities.

### **1B-01 Support Neighbourhood Revitalization**

The City shall support neighbourhood revitalization through efforts that address the physical, social, and economic needs of neighbourhoods giving the first priority to Major Development Neighbourhoods identified on Policy Plate D and second priority to Rehabilitation Neighbourhoods identified on Policy Plate D by:

- (i) coordinating the delivery of services and programs such as recreation, leadership, life-skills, and employment through community-based facilities to ensure maximum benefit and convenience to all local residents and business interests;
- (ii) engaging the community, including residents, businesses, organizations, and schools in the identification and management of neighbourhood issues and in the preparation of improvement strategies (including the development of secondary plans where warranted);
- (iii) providing leadership in the development of multi-level government programs and the facilitation of effective inter-agency communication networks to support community-based strategies; and
- (iv) encouraging targeted private sector investment in neighbourhoods including the provision of infill housing and local services.

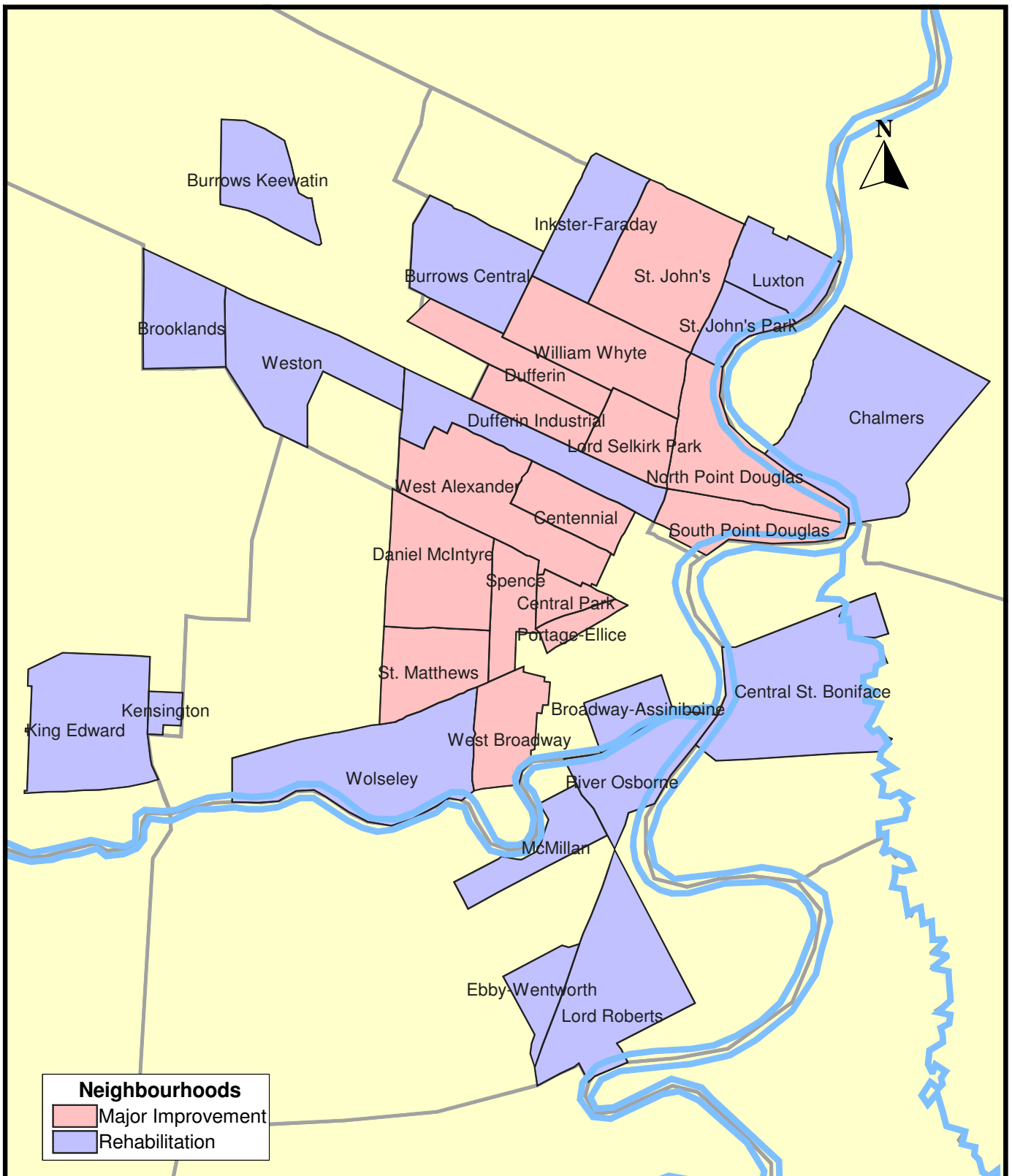
## **2. Government and the Economy**

### **2A-01 Commit to Citizen Engagement**

The City shall commit to citizen engagement in political decision-making processes by:

- (i) facilitating access to information in a responsive, comprehensive, and transparent manner, consistent with the Freedom of Information and Protection of Privacy Acts;
- (ii) dissemination of timely information regarding City programs, services, and initiatives, and fostering better public understanding and awareness of civic functions, responsibilities, priorities and overall direction; and
- (iii) actively soliciting citizen input into policy formulation, political decision-making, and program development processes through meaningful public consultation.

**Figure 2.1: Plan Winnipeg Major Improvement and Rehabilitation Neighbourhoods**



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## **2A-02 Promote Equitable Access to Facilities and Services**

The City shall promote equitable access to facilities and services by:

- (i) eliminating physical barriers to municipal structures and facilities and promoting universal design in works undertaken by other public agencies and the private sector;
- (ii) ensuring all citizens have access to essential community services and facilities and facilitating access to financial support where there is an inability to pay;
- (iii) providing services which recognize and, to the greatest extent possible, accommodate the unique needs of the city's various cultural groups;
- (iv) providing French language services in area where the French speaking population is concentrated and elsewhere to the greatest extent possible; and
- (v) utilizing technology where appropriate to access municipal services and overcome accessibility barriers.

## **2A-03 Promote Self-Reliant Aboriginal Communities**

The City shall promote self-reliant Aboriginal Communities by:

- (i) supporting the creation of links between the City of Winnipeg and Aboriginal communities to ensure appropriateness of services and to increase Aboriginal participation in City affairs; and
- (ii) identifying and pursuing joint ventures between the City and the private sector or non-governmental organizations that increase or enhance job opportunities and economic development for Aboriginal people in Winnipeg.

## **2A-04 Address the Needs of New Winnipeggers**

The City shall address the needs of new Winnipeggers by working cooperatively with established agencies and organizations which provide service to recent immigrants and by providing direct service where appropriate.

## **2A-05 Provide Leadership in Addressing Social Concerns**

The City shall provide leadership in addressing social concerns by:

- (ii) addressing illiteracy through public library services and encouraging literacy programs in partnership with other stakeholders.

## **2B-01 Commit to Sustainability**

The City shall commit to sustainability by:

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- (i) establishing and adhering to a set of guiding principles for sustainability against which policy decisions and actions can be evaluated;
  - (ii) monitoring and reporting on quality of life indicators which assess the balance between social, environmental, and economic goals for the City of Winnipeg; and
  - (iii) providing opportunities for full public information and meaningful public participation regarding the City's quality of life indicators and guiding principles for sustainability.

### **2B-03 Commit to Responsive Government**

The City shall commit to responsive government by:

- (i) monitoring and responding to demographic, social, economic and environmental trends both locally and globally;
- (ii) working cooperatively with other jurisdictions to ensure that services desired and required by its residents are delivered in a coordinated manner to maximize convenience to the public, minimize duplication, and promote fairness and competitiveness with other municipalities;
- (iii) leveraging financial resources through cost-sharing agreements with other levels of government and the private sector while maintaining consistency with civic goals;
- (iv) exploring solutions to municipal taxation issues in partnership with the Province;
- (v) evaluating all civic services to determine which are fundamental to the City's mandate, thereby assisting in the determination of funding sources and levels of service;
- (vi) exploring and implementing innovative approaches to funding and alternative service delivery options to provide quality services at an affordable cost;
- (vii) working with the other levels of government to secure long-term funding commitments and develop alternative revenue streams that serve to lessen the City's reliance on property taxes; and
- (viii) evaluating City policy decisions, core programs and services, budget allocation, and new development applications against a set of quality of life principles, including consideration of long-term economic benefits and costs.

### **2B-04 Provide Sound Municipal Management**

The City shall provide sound municipal management by:

- (i) preparing, implementing, reporting on, and periodically reviewing a financial management plan which provides strategies for reducing property tax supported debt, reducing dependency on property and business tax revenue, reducing expenditures and seeking alternative revenue sources, and building investment capacity;

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- (ii) implementing life-cycle costing for capital projects considering all relevant financing options;
  - (iii) implementing alternative service delivery options with appropriate financial controls during implementation;
  - (iv) supporting a competent, productive, and healthy workforce through strategic human resource planning that promotes flexible human resources systems, invests in human resources development, and is based on values of equity, diversity, innovation, and accountability;
  - (vi) managing investments in physical assets including infrastructure, fleet, and facilities to ensure effective procurement, maintenance, replacement, and disposal;
  - (vii) managing facilities to achieve strategic fit, flexibility, and affordability in support of the physical consolidation of civic departments and the promotion of cross dependencies and innovative workplace strategies;
  - (ix) investing strategically in technology based on sound business decisions and promoting, where appropriate, integration and data-sharing; and
  - (x) ensuring the exemplary environmental practices in all aspects of civic operations.

### **2B-05 Meet High Standards of Service Delivery**

The City shall meet high standards of service delivery by:

- (i) evaluating the needs of citizens in the delivery of services and monitoring performance against those needs including comparisons with other municipalities and the private sector;
- (ii) saving to continuously improve service delivery processes; and
- (iii) making services and service delivery processes transparent to citizens.

### **2C-03 Capitalize on Comparative Advantages**

The City shall capitalize on the comparative advantages Winnipeg has over other urban centers for attracting new businesses to Winnipeg by promoting the city's:

- (i) stable, skilled, diverse, well-educated, and committed workforce; and
- (iii) strong, stable, economy.

### **2C-10 Encourage Activities Beneficial to the Winnipeg Economy**

The City shall encourage activities beneficial to the Winnipeg economy in areas of culture, tourism, sport, entertainment and conventions by:

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- (i) actively promoting the city overall as a venue for national and international events and the downtown as a tourism destination in particular;
  - (ii) encouraging collaborative ventures between the private and not-for-profit sector and the City's various agencies;
  - (iii) enhancing the unique assets, amenities, and attractions owned by the City through high-quality design and maintenance; and
  - (iv) recognizing the importance of volunteers and key volunteer organizations in hosting.

### **2D-01 Promote Higher Educated Workforce**

The City shall promote a higher educated workforce for Winnipeg employers by participating with other levels of government, industry, the not-for-profit sector, Aboriginal communities, and the small business community in:

- (i) providing employment opportunities that help to retain recent graduates;
- (ii) identifying anticipated gaps in training and employment needs, and developing and implementing strategies aimed at filling those gaps;
- (iii) encouraging the incorporation of the concept of lifelong learning into workforce education; and
- (iv) encouraging the use of technology to facilitate education support for the workforce.

### **2D-02 Promote Coordinated Delivery of Job Training Programs**

The City shall promote the coordinated delivery of job training programs to enhance employment opportunities and career prospects for all Winnipeg residents by:

- (ii) fostering closer relationships with local school divisions, universities, community colleges, and the not-for-profit sector to support the needs of the business community; and
- (iii) participating in cooperative research ventures, apprenticeship, and internship programs where appropriate.

## **3. Planned Development, Transportation and Infrastructure**

### **3A-01 Promote Orderly Development**

The City shall promote orderly development through land use designations on Policy Plate A by:

- (ii) considering the Neighbourhood designation to signify areas of local identity with mutual supportive uses generally including a residential mix together with a variety of educational, recreational, institutional, commercial, and possibly industrial uses, at a scale and density compatible with each other;

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- (vi) considering the Major Open Space designation to signify distinctive areas of city-wide importance that provide opportunities for passive nature-oriented activities and/or a variety of active recreational facilities.

### **3A-05 Promote Regional Consistency in Planning and Development**

The City shall promote regional consistency in planning and development by:

- (i) seeking acceptance of Winnipeg's central role as the capital city in the Capital Region and the importance of its health to the health of the region overall;
- (ii) consulting with neighbouring municipalities and the Province to promote the integration of Plan Winnipeg with the development plans of adjacent municipalities and monitoring compliance with these plans; and
- (iii) encouraging the Provincial government to establish an ongoing forum for dialogue, discussion, and potential partnerships between Winnipeg, the Province, and neighbouring municipalities with regard to issues such as economic development, land use planning, service provision and governance.

### **3B-01 Promote Vibrant Neighbourhoods**

The City shall promote vibrant neighbourhoods by encouraging and accommodating within new and existing developments a variety of compatible mixed uses including:

- (ii) low-intensity ancillary uses such as local commercial, educational, recreation, religious, and in recognition of traffic flows related to these uses.

### **3B-02 Guide the Development of New and Existing Residential Areas**

The City shall guide the development of new and existing residential areas designated as Neighbourhood on Policy Plate A by:

- (i) requiring developments to provide a full range of municipal infrastructure in an environmental-sound, economical and timely manner.

### **3D-01 Commit Foremost to the Maintenance and Renewal of Existing Infrastructure**

The City shall commit foremost to the maintenance and renewal of existing infrastructure by:

- (i) implementing a program of assessment and timely replacement of infrastructure in order to maintain the capacity of existing roadways, sidewalks, bike paths, underpasses, bridges, public transit systems, water supply system, and wastewater collection and treatment system; and
- (ii) minimizing deferred maintenance and taking into account the impact on the infrastructure life expectancy and life cycle when making deferred maintenance decisions.



### **3D-02 Invest Strategically in New Infrastructure**

The City shall invest strategically in new infrastructure by:

- (i) recognizing that investment in transit improvements, facilities that encourage cycling and other alternative modes, and measures to reduce the reliance on the use of automobiles is most consistent with its commitment to sustainability, compact urban form, and the reduction of greenhouse gas emissions; and
- (iii) demonstrating that any proposed investment in new infrastructure will result in a positive return for the city when the long-term economic, social, and environmental benefits to the community are weighed against the long-term costs.

## **4. Public Safety, Health and Education**

### **4A-01 Engage Communities in Building Safe Neighbourhoods**

The City shall engage communities in building safe neighbourhoods by:

- (v) working in partnership with other levels of government, schools, and community agencies to develop innovative, community based programs, such as gang prevention programs, and reconciliation processes which build community capacity and develop social capital.

### **4A-04 Address Emerging Problems of Safety and Security**

The City shall address emerging problems of safety and security through preventative measures and, if necessary, assertive action in areas such as reducing street gang and unlawful motorcycle gang activity, eliminating graffiti, reducing incidents of arson, and addressing issues of home safety and security.

### **4A-05 Provide Support for People at Risk**

The City shall provide support for people at risk by developing and implementing support programs on its own or working in partnership with other levels of government, schools, and community agencies, with specific efforts targeted toward:

- (i) providing positive role models and recreation alternatives for at-risk youth.

### **4B-01 Integrate Safety into Overall Planning and Urban Development**

The City shall integrate safety into its overall planning and urban development process by:

- (iii) improving the safety of city-owned facilities, parks, and open spaces through personal safety evaluations, safety audits and compliance with safety codes and standards.

### **4C-01 Support Effective Public Health Services**

The City shall support effective public health services by:

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- (i) developing partnerships with regional health authorities, other levels of government, and other stakeholders in areas where the City can facilitate the delivery of high quality health care to Winnipeg residents; and
  - (iii) working proactively with the community to enhance education and awareness of public health issues.

#### **4D-01 Support Education Initiatives**

The City shall support education initiatives that lead to a better educated adult population and the enhancement of the cultural, economic, and intellectual vitality of the community by:

- i) working cooperatively with educational stakeholders to address issues related to student migrancy, jurisdictional boundaries, the sharing of demographic research, and the sharing of multi-use and recreational facilities, and
- ii) developing collaborative partnerships with local school divisions, universities, community colleges, and other levels of government in the delivery of high-quality education to Winnipeg residents, the encouragement of life-long learning, and the coordination of support service delivery.

#### **4D-02 Provide High-Quality Library Services**

The City shall provide high-quality library services which foster the individual pursuit of knowledge by:

- i) acquiring a wide variety of library materials to meet the needs of the community;
- ii) expanding the introduction of technological resources and electronic access to information;
- iii) providing literacy programs tailored to the specific needs of targeted population groups; and
- iv) improving access to library services by exploring partnership opportunities, introducing new technologies, and regularly reviewing current facilities and hours in consultation with the community.

### **5. Environment, Image and Amenities**

#### **5A-01 Promote Environmentally-Responsible Decision-Making**

The City shall promote environmentally-responsible decision-making within the broad community and within its own operations by:

- i) implementing a code of practices to encourage environmentally-responsible methods, applications and procedures in its operations.

### **5D-01 Promote Active Living**

The City shall promote active living by:

- i) establishing strategic priorities in meeting the leisure needs of its citizens and visitors to the city;
- ii) providing easily accessible recreation services with an emphasis on year-round participation;
- iii) encouraging community leadership for active living through training and support of volunteers in collaboration with key stakeholders; and
- iv) supporting targeted recreation services for the multicultural community in partnership with key stakeholders.

### **5D-02 Provide Leisure Facilities**

The City shall provide leisure facilities for the use of residents and visitors by:

- i) developing community centers with public, not-for-profit, and private partners as the primary vehicle to deliver community and neighbourhood-based recreation services;
- ii) developing a system of regional sports fields in accordance with recognized needs for the highest levels of play and competition;
- iii) developing a strategic leisure facilities 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; and
- iv) supporting the development, upgrading, and management of sport facilities in partnership with volunteer organizations.

### **5D-03 Support Unique Attractions**

The City shall support unique attractions and important contributors to the leisure interests of citizens and tourists by:

- i) establishing master plans for unique City-owned attractions such as the Assiniboine Park Zoo and managing these attractions in accordance with long-range plans; and
- ii) working in partnership with other organization such as the Red River Exhibition Association, to promote their facilities as unique attractions.

### **5D-04 Recognize Importance of Arts, Entertainment, and Culture**

The City shall recognize the importance of arts, entertainment and culture to its urban image, quality of life, and economic development by:

- ii) providing and supporting a wide range of arts, entertainment, and cultural facilities to meet the needs of its citizens.

**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***

**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 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 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.

**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

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 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.

**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”.*

**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.

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 to 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 demands 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:

***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.*



- 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.

**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

**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.*

- 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 every five years 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, 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

**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.

**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.”*

**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.*

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 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’.*

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

## **2.4 Municipal Aboriginal Pathways Strategy (MAPS)**

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.