



# Procedures for Future Development of City Funded Recreation and Community Centres

## *Appendix "F" - Task Force Report 1982*

### Introduction

Over the past few years, the City has supported the development of both City-operated recreation centres and City-funded community centres. These two types of facilities can be distinguished by the degree of emphasis placed on the provision of community service versus recreation programmes and their management structures. The City currently lacks a policy and written procedures as to how a service development process that arrives at a choice between these two types of centres should proceed. Consequently, the process itself and the final selection decision has displayed some of the following:

- Insufficient representation of relevant parties.
- Lack of clear expectations with respect to local planning structures and group composition.
- Inadequate needs and resources studies.
- Lack of written criteria to be used in determining proposals eligible for Council consideration.
- Exploration of an inadequate variety of alternatives for potentially meeting local needs.
- Lack of clear opportunities for normal response by City departments and community agencies to identified needs and proposed service/centre development alternatives.
- Lack of opportunities for Council to give approval in principle at critical stages of the process.
- Lack of criteria to be used in selecting programme/service emphasis of final proposal and appropriate management structure.

## Purpose of Guidelines

These guidelines have been developed to ensure that emerging community groups will be aware from the outset of the criteria that Council will use in deciding on the merits of City support for specific proposals arising from neighbourhood needs, identification and service development efforts.

These guidelines place emphasis upon the documentation of local needs and the thorough consideration of various alternatives to meeting identified needs, the promotion of the use of existing agencies, facilities and resources rather than the development of new facilities and clear opportunities for Council decision at critical planning stages. The guidelines assume that a variety of organizational forms could be developed at the neighbourhood level to achieve the requirements of these guidelines.

Generally speaking, local service planning efforts can be seen as proceeding through three stages:

- Formation of a group of people and organizations around perceived problems or issues.
- Identification and assessment of local needs and available resources.
- Development of a detailed proposal for addressing the identified issue and problems.

These guidelines are organized around these three stages.

### **Stage I - Initiation**

The initiation of some neighbourhood process that ultimately leads to a new facility or the expansion or modification of an existing community or recreation agency can take many forms. It can result from groups of neighbourhood residents coming together to deal with a specific perceived need or issue or it could be generated by another process e.g. Neighbourhood Improvement Programme. A group of agencies providing service might also initiate such a process to facilitate a more comprehensive system of services in the neighbourhoods they serve.

These guidelines do not prescribe a particular form that the initiation of neighbourhood needs identification and service development initiatives should take. They do, however, identify the criteria that Council will use in considering the merits of requests for City support for specific proposals that may emerge from such local initiatives.

It is recognized that these guidelines tend to be oriented to existing communities. Where there is no existing community e.g., St. Lawrence, the planning process would need to include special provisions such as the involvement of agencies providing services in surrounding areas.

## **Phase II - Identification of Needs and Resources**

### **Guidelines:**

1. No proposal for a City supported recreation or community centre will be considered prior to the completion of a study of local needs and resources.
2. Greater consideration will be given to studies involving the participation of the following:
  - local residents
  - community and recreation agencies currently providing service in the local area
  - representation of the Department of Planning and Development
  - representation of the Department of Parks and Recreation
3. The local needs and resources study should take into consideration existing statements of City-wide needs and priorities.
4. A report on needs and resources shall be submitted to Council for its consideration and comment.
5. Following the completion of the needs and resources study, a report on Service Options must be prepared for Council consideration. This Options Report must provide evidence that at least the following 4 options were adequately considered:
  1. Needs not sufficient for further action.
  2. Existing organizations can co-ordinate activities to meet the identified needs without further City action other than monitoring of progress.
  3. Needs can be met by existing organizations by an approximated ballpark cost of City resources required for the first 3 years.
  4. City initiative is required to develop a new facility. Again this option must be accompanied by an approximated ballpark cost to the City for the first 3 years.

If either Option 3 or 4 is being recommended, the following steps must be undertaken.

- a) Requests for written responses on the Needs, Resources and Option Report shall be made to appropriate civic department and community agencies and these responses shall be included in the report submitted to Council. A request for such response within one month shall be deemed adequate.
- b) The report with written responses attached shall be submitted to Council for its review and request for approval in principle.

### **Phase III - Development of Detailed Proposal (if 3. or 4.)**

#### **Guidelines:**

If Option 3. is approved in principle by Council, a detailed proposal must be developed and it must contain the following:

1. Report on community consultation process followed.
2. The types of services needed and the priorities for service development.
3. The existing organizations to be involved and the roles that each should play.
4. Documentation that the identified organizations are willing to perform these roles proposed.
5. The nature and extent of non-City resources that will be utilized and the likelihood that these will be forthcoming.
6. A review of various management/organizational structures that could be utilized and a recommended model.
7. Estimated costs to the City of the proposal and proposed methods of accountability.

Proposal submitted to Council for decision.

If Option 4 is approved by Council, a detailed proposal must be developed and it must contain the following:

1. Report on community consultation process followed.
2. The types of services needed and their priorities.
3. The reasons why a agency and/or facility is required.
4. A review of various management/organizational models considered, a recommended model, the criteria used in making the recommendation and a description of how the model would fit into existing funding structures of the City.
5. The ways in which the proposed organization would co-ordinate its programmes with existing organizations.
6. The nature and extent of non-City resources that will be utilized and the likelihood that these will be forthcoming.
7. Proposed methods of accountability to Council and users.
8. Estimated costs to the City of the proposal (both capital and operating\*)

Proposal submitted to Council for decision.

\*Where Option 4 is approved, the determination of the initial staffing levels, whether the facility is to be a directly-operated recreation centre of a City-funded community centre, will follow the principle that sufficient staff are required to efficiently and effectively realize the physical and programme potential of the facility.

During the period August 1, 1982 - June 30, 1985, the Implementation Task Force will review proposals under these guidelines on the request of the Neighbourhoods Committee.