Community Working Group Recommendations
for the
Master Plan
and the Renewal of the
Parks, Recreation and Cultural Services Delivery System

October 2004

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APPENDICES

Respectfully Submitted by:

Community Members:

Danielle Aldcorn	Youth
Olive Bassett	Seniors Advisory Council
Nicky Byres	Child Care Development Board
Julie Halfnights	Council of Community Associations
Shawkat Hasan	Richmond Intercultural Advisory Committee
Jim Lamond	Richmond Community Services Advisory Council
Michael McCoy	RCSAC
Sharon Meredith	Member At Large
Vince Miele	Richmond Committee on Disability
Bob Ransford	Richmond Heritage Commission
Greg Robertson	Council of Community Associations
Linda Shirley	Community Arts Council
Jim Tanaka	Member At Large
Kuo Wong	Council of Community Associations
Joann Wong-Bittle	Richmond Chinese Community Society

Council Liaison:

Councillor Bill McNulty	City Council
Councillor Harold Steves	City Council

City Staff:

Dave Semple	Parks, Recreation and Cultural Services
Kate Sparrow	Parks, Recreation and Cultural Services
Cathy Volkering Carlile	Parks, Recreation and Cultural Services

Richmond Public Library:

Greg Buss	Richmond Public Library

Gateway Theatre:

Simon Johnston	Gateway Theatre

1. The Need for Change

The City of Richmond has been well served by the community involvement model that has been the foundation of our parks and leisure system for many years.

Over the last two decades, there has been a dramatic change in the City, particularly the increased population and change in cultural make-up. When we were a municipality of 50,000 moving towards a population of 100,000, the system of providing parks, recreation and cultural services worked well. We are now a major urban centre with a population of 174,000 anticipating growth to 225,000, with 60% of our population made up of visible ethnic groups. Our population is aging; we see changing household sizes and make-up; growing health issues related to obesity and inactivity; as well as growing gaps between the haves and have-nots.

As an older, much more diverse population, we see many changing needs that must be addressed to ensure the continued wellness of our community. Parks, Recreation and Cultural Services is expected to be responsive to people's needs. As is the tradition, the City is expected to work with the community to ensure basic services are available to improve the quality of life in Richmond.

Citizens, individually and, collectively as community, have obligations that are inherent with citizenship. These include engaging to help meet the collective needs that define and strengthen community at the neighbourhood level and city-wide. It is acknowledged, therefore, that the City can not possibly meet all of the needs that can enhance quality of life in Richmond, but it can help to foster a level of civic engagement necessary to sustain quality of life.

In 2002, City Council approved the Community Needs Assessment as a foundation for planning; and in 2003 the City initiated the development of a Parks, Recreation and Cultural Services (PRCS) Master Plan. In early 2003, operational and community issues were identified by the City of Richmond in the Recreation Services Renewal Report.

There was a reaction from community stakeholder groups during the discussion and evaluation of the report, and as a result, this community process was established by Council to provide recommendations to issues from a broad community perspective.

2. Establishment and Terms of Reference for the Community Working Group (CWG)

In April 2003, Richmond City Council adopted six Guiding Principles for the future Parks, Recreation and Cultural Services Delivery System that stated that the Parks, Recreation and Cultural Services delivery system must:

- Ensure financial sustainability.
- Ensure that customer service is enhanced.
- Ensure the City's ability to meet community needs.
- Provide a policy framework to guide decision-making.
- Value and encourage community involvement.
- Value effective partnerships.

In May 2003, Richmond City Council created the Parks, Recreation and Cultural Services Community Working Group and appointed members to the Community Working Group. The Terms of Reference were to make recommendation to Council for the following:

1. The Parks, Recreation and Cultural Services Master Plan;
2. The renewal of the Parks, Recreation, and Cultural Services Delivery System adhering to the guiding principles for the Service Delivery System adopted by Council;
3. A framework for a new recreation service delivery system that identifies weakness in the current system and necessary improvements;
4. A community involvement model including the roles of the volunteer;
5. An implementation strategy for the new model; and
6. The financial impact.

3. CWG Work Plan

In July 2003, we adopted a work plan that had four distinctive steps including (1) creating a future vision, (2) reviewing the current reality, (3) identifying what needed to change and how, and (4) drafting a final report with recommendations.

Following the identification of issues, we asked City staff to bring back four discussion papers that outlined possible approaches to:
- Community needs and customer service
- Community involvement and effective partnerships
- System sustainability
- Decision making
- Service delivery

These five focus areas established the basis for our recommendations to City Council. We met monthly and our term was from May 2003 to May 2004, reporting to Council in September 2004.

4. Current Reality

Based on the Guiding Principles adopted by Council, we have compiled a list of both opportunities and issues that need to be addressed to ensure our community vitality over the next decade and beyond. The table below is a compilation of those presented to us from community organizations and from staff.

Guiding Principle	Issues/Opportunities
Ensure the City's ability to meet community needs	- Barriers to participation (financial, language, cultural, physical) - City staff resources not assigned to priority areas - Focus on amenities, facilities, not on community - Funding limitations (City and community) - Inequity of resources applied across City - More demand than capacity to provide service - More emphasis needed on wellness - More staff needed - Services not well coordinated - Staff reporting to multiple bosses (City, Societies and Associations) - Youth not well served - Recognition of obligations of citizenship that accompany entitlement - Acknowledge that City can't possible meet all of the needs - Citizens have an obligation, in the form of individual citizenship and collective community to meet collective needs

Guiding Principle	Issues/Opportunities
Ensure that customer service is enhanced	• Marketing should be a coordinated effort. There is duplication, inconsistent marketing and promotions • Identity issues (is it the City or is this the Community Group (or both) providing the service?) • Resolution of complaints from the public is complicated • Inconsistent standards and processes across the system • IT systems are not uniformly used or accessible and it is often difficult to implement new technology solutions • Need for more streamlined services to reduce overlap and fill gaps • Staff and Volunteer training inequities (City and Community Groups) • Trails, dykes and parks need better and more signage • Facilities, both indoor and outdoor, need to be designed to welcome the public and facilitate informal social interaction.
Values and encourages community involvement	• Barriers to participation in PRCS opportunities include affordability, knowledge of available programs/services, language, physical accessibility/transportation and reaching immigrant communities • Need more input and better understanding of community needs to ensure they are being met; need to meet the needs of those who are less vocal • Need for volunteer support, recruitment, registration and databases, recognition, and training; complaints about lack of volunteer recognition and respect for volunteers • Lack of clarity on roles and responsibility of community organizations and the City; some organizations struggling to be sustainable; observed difficulty in volunteer and board recruitment • Stress the need for community involvement when developing programs, especially for Youth programming • Need a consistent approach for public involvement, input and public information
Values effective partnerships	• Many organizations have expressed the desire to partner with City, such as health, private sector, pubic sector and school district • Difficult to develop new partnerships; change requires negotiation with multiple organizations • City has had inconsistent approaches to working with groups • City does not have a good system of managing agreements or contracts and no resources are dedicated to this function • Unclear roles of current partners and City • Unclear accountability of partners to the City
Ensure financial sustainability	• City budget challenges – costs are increasing with no access to revenue to offset; with growth there is increasing demand for services without increasing resources • Lack of flexibility to address changing priorities and reallocate resources to new priorities • Currently no sharing of funds across centres, "haves" vs. "have-nots"; some have lack of adequate and affordable space to generate revenue; some groups have no long term funding, so cannot plan for future • Alternative revenue generation is generally needed in form of fundraising and donations above and beyond City funding and grants • Duplicate budgeting and financial processes; inconsistent financial standards and practices • Budgets aren't prioritized or coordinated • Provincial funding cuts to social programs creating more load on existing licensed programs • Youth programs not financially sustainable

Guiding Principle	Issues/Opportunities
Policy framework for decision making	• Confusion between policy and practice; history takes precedent • Confusion over who has the authority to make what decisions (City or community organizations) • Lack of a framework and for policy, decision-making and planning • Lack of resources for planning, research and policy development • Risk management and liability unclear • Third party liability not an expectation of facility use

5. CWG Public Input

Our process was structured to enable considerable public input throughout the process. During our term, several pubic input opportunities were made available. A portion of each Community Working Group meeting was reserved for delegations to present their views to the committee. A summary of the public input opportunities and delegations is attached (Appendix 1).

6. Implementation Planning

Richmond City Council directed us to make recommendations on the implementation of changes resulting from the CWG work.

The attached implementation plan (Appendix 11) addresses steps for change resulting from each recommendation for the next three years. It identifies the start dates, the action and who is involved. It is by no means complete and will require more effort from staff to ensure it is comprehensive in the approach.

To guide the implementation, the vision and values as outlined in Appendix 3 need to be well understood by both City staff and community organizations. They are the foundation to the future.

In addition, we recognize the importance of the principles that were adopted into the overall CWG process. The following principles will guide the future Parks, Recreation and Cultural Services Delivery System:

- *Ensure financial sustainability.*
- *Ensure that customer service is enhanced.*
- *Ensure the City's ability to meet community needs.*
- *Provide a policy framework to guide decision-making.*
- *Value and encourage community involvement.*
- *Value effective partnerships.*

To implement these recommendations, we urge Council to create a comprehensive communications plan both internal to the City and external to the community. An effective communication strategy will enable a smooth transition. We do know that there are many priorities and that all changes will not occur immediately.

We do expect that priorities will be addressed in a timely manner and that the City will focus on making changes that impact the public and current partners first.

7. Thank You

We thank Richmond City Council and staff for the opportunity to help Richmond meet its diverse parks, recreation and cultural needs. It was indeed a privilege to volunteer for such an important process.

We would like to extend our appreciation to the staff and consulting team who supported the process. Throughout the process, many community members and organizations came forward to observe and present their views. They are to be commended for staying so involved.

In closing, we appreciated the participation and connection to City Council through our Council Liaisons, Councillors Bill McNulty and Harold Steves.

8. Recommendations

The recommendations as outlined in this report are the conclusions of the Community Working Group (Appendix 2). They cannot be taken in isolation, as they are dependant on other recommendations to ensure success.

We would advise City Council to consider these recommendations in their entirety as they reflect the decisions and conclusions reached throughout the process, each building on previous conclusions.

As per our instructions, the following are our recommendations to Richmond City Council.

In general, we see that the City's role is to ensure that direction/service responds to an identified community need and that the response is coordinated, effective and efficient.

MASTER PLAN

CWG Recommendation 1

Endorse the Community Values and Vision (Appendix 3) and the Well Being Framework (Appendix 4) and ensure that the above are included in the PRCS Master Plan.

- Values and vision must guide all decision-making and motivate the City, groups and individuals to work together for shared interests.
- These should be tested every couple of years to ensure they continue to reflect the values and vision of the community.
- The City is expected to ensure services are provided to meet basic needs and carefully allocate resources to meet needs.
- This framework outlines a process to establish how the City should approach this.

CWG Recommendation 2

Ensure the City is responsible for leadership, expertise and allocation of City resources towards the following:

- Customer Service: Internal and external, the public and taxpayers.
- Development and implementation of system-wide policy, standards, performance expectations, evaluation and reporting on outcomes.
- Development of effective partnerships and relationships and management of contracts and agreements with clear expectations.
- Ensure universal operating guidelines, standards and expectations are outlined and that accountability is clearly defined.
- Equitable allocation of city resources to achieve balance and to meet broad community needs.
- Facilitation of appropriate community involvement and fostering civic engagement as part of community citizenship
- Fees and pricing of city responsibilities.
- Market research and analysis.
- Operation and maintenance of city facilities.
- Staff and resources are assigned and directed to meet city priorities.
- Strategic communications, marketing and promotion.
- Sustainable management and operation of city owned parks, facilities and amenities and stewardship of resources.
- System-wide planning and development.
- Appendix 5 outlines the role in governance, management, planning and operation, coordination and service delivery.

CWG Recommendation 3

Adopt four core business focuses for the PRCS Division and align its resources to support these business areas:

1. **Community and neighbourhood building;**
2. **Programs and services to meet community needs;**
3. **Facility and parks operations; and**
4. **Research, planning, development and marketing.**

- The definitions of the PRCS Core Business are outlined in Appendix 6.
- The City's core business must be clearly communicated.
- The City should ensure that it has the appropriate level of resources applied within each core business area.

CWG Recommendation 4

Ensure services are provided at Neighbourhood, Community, Citywide and Regional levels and that these levels of service be reflected in the future service delivery.

- The City is responsible for coordinating services within these levels of service.
- The City is responsible for ensuring a balance of services is available.
- The definitions for these classifications are outlined in Appendix 7.

CWG Recommendation 5

Encourage the development of welcoming passive / gathering space in parks and welcoming informal gathering areas in public facilities that recognizes that places inspire people to engage and interact.

- Create an environment that is welcoming, fosters contact and provides a gathering place.
- Rename our community centres, "centre for the community".

FRAMEWORK FOR A NEW RECREATION SERVICE DELIVERY

CWG Recommendation 6

Endorse the Framework for Addressing Community Needs and ensures service is provided when needs/demands are clearly identified. (Appendix 8).

- This 12-step planning process will be used in developing programs and services.
- The City will take the lead role and collaborate with others in working through these steps for PRCS Services.

CWG Recommendation 7

Ensure that the City continues to work with a wide range of community-based organizations and is committed to establishing and maintaining effective relationships with others.

- There are a wide range of community-based organizations the City might want to work with, traditional partners and new potential partners.
- We expect the City to take leadership and seek out appropriate relationships in each situation and develop relationships with a wide range of organizations.

CWG Recommendation 8

Develop system-wide policies as a foundation for Service Planning.

- Policies developed and approved by Council will have a public input process
- Priority areas include fees and charges, customer service, accessibility, facility use, community contribution to capital funding, accountability; and affiliation.

CWG Recommendation 9

Facilitates the development of 3-year Service Plans in key product / service areas.

- A collaborative approach to be used
- Existing partners be invited to participate in the development of Service Plans
- City to invite others, as appropriate to participate in the development of Service Plans
- City to ensure that Service Plans are developed and implemented

CWG Recommendation 10

Establish service agreements where a service is provided by others on behalf of the City.

- Service Agreements to clearly define expected outcomes and reporting requirements.

CWG Recommendation 11

Establish relationships for services as outlined in the Relationship Model (Appendix 9), seek relationships with traditional providers first and once established, ensure protocols are in place that clearly define accountabilities.

- With the significant historical contribution and ability of existing partners, the City should look to them first when considering service providers.
- The relationships must be more formal with defined outcomes and Service Agreements / Contracts to make sure each group is held accountable.
- The service provider must be able to demonstrate capacity to deliver the service.
- The City will establish standards for each service to ensure quality and groups are clear on the expectations.

CWG Recommendation 12

Ensure that community organizations be responsible for managing their staff, systems and resources.

- City staff will be responsible for supervising City staff, facilities and resources.
- Community Organizations will be responsible for managing their personnel, systems and resources.

COMMUNITY INVOLVEMENT MODEL

CWG Recommendation 13

Endorse the Community Involvement Framework, which also defines the roles for volunteers and volunteer organizations (Appendix 10).

- The Community Involvement Framework is outlined in Appendix 8.
- The community must have an opportunity to participate at all levels, from direct delivery of service to advising and long-term planning.

CWG Recommendation 14

Encourage Community Organizations to have a broader mandate.

- Depending on the organization, it may perform a variety of roles.
- Community Associations need to be encouraged to return to their advocacy roots and bring forth issues to the City that reach beyond sports and recreation to those issues that improve the quality of life in their neighbourhoods.

CWG Recommendation 15

Support the development of a comprehensive volunteer strategy and increase the City's investment in volunteer management.

- The City needs to establish a strong volunteer strategy to ensure meaningful and varied opportunities. It should include volunteer recruitment, training, orientation, recognition, data base management, board recruitment and development.
- Work with Volunteer Richmond and other internal/external groups to ensure coordination and consistency.
- Coordinate efforts and become an agent for volunteers to match interests with requirements for volunteers.
- Define the role of the volunteer, role of volunteer organization and ensure sustainability of volunteer system.
- The City must direct resources to address this recommendation.

CWG Recommendation 16

Adopt a practice that ensures a mutual willingness to work towards the Community and City Vision and that groups must share the City's values, guiding principles and standards (or agree to be guided by them).

- Relationships with community organizations must be built on common vision, shared interest and a desire for a common outcome.
- Groups or organizations must work according to the guiding principles and where city resources are invested, groups must be able to demonstrate their willingness to work within the City's values and standards.
- The City needs to establish guidelines and criteria for entering into relationships and provisions for ending or terminating relationships. The City should have the ability to say no when necessary.
- Develop a mediation / conflict resolution process to address differences.

Establish public consultation standards and policies to ensure that the community is consulted and is able to provide feedback equitably.

- The City should assess and communicate community needs on an ongoing basis.
- Ongoing program and service evaluations should be conducted and communicated.
- Ensure a variety of effective approaches are being used for public consultation.
- Ensure continuous community feedback and suggestions from public, stakeholders and users.

IMPLEMENTATION STRATEGY

CWG Recommendation 18

Endorse the development of a detailed implementation strategy with consideration to the affected parties immediately (Appendix 11).

- Begin dialogue with existing relationships to ensure shared interest and a common agreement of the outcomes of the relationship.
- Develop a detailed implementation strategy immediately that outlines changes, milestones and when transitions will occur.
- The City should initiate appropriate processes so new agreements can be developed for services.
- Develop agreements to ensure each organization understands roles, accountability and the relationship with the City and follows standard business practices.
- Service Agreements / Contracts must identify shared interests and state what will be accomplished through the relationship.
- Determine accountability, establish the terms of the relationship and ensure outcomes are continually monitored and evaluated.
- Provide support for volunteer and organizational development to help ensure successful, sustainable organizations.
- Work with organizations to assess capacity and develop strategies to build capacity where required.

FINANCIAL SUSTAINABILITY

CWG Recommendation 19

Ensure the City has responsibility for financial management of its facilities, staff and resources.

- Revenues must be tied to expenditures and costs should be recovered including a portion of operating or administration costs.
- A pricing / funding policy must be developed and implemented.
- City-wide funding opportunities (grants and outside funding) and new revenue sources (sponsors and corporate partners) must be taken advantage of and resources must be flexible to be shifted to areas of greatest need.
- A balance must be established between accessibility to programs and services and the necessity to generate revenue.
- Financial reporting and policies (accountability structure) must be consistent, clearly defined and implemented.

- A capital equipment inventory should be established.
- Program costs and fees need to be standardized across the City.

CWG Recommendation 20

Expect community organizations that are involved with the City are viable, sustainable and have a business plan.

- Ensure that community organizations have healthy organizational structure, have a business plan, are financially viable and fully account to the City.
- City to support organizational development with community organizations as required.

CWG Recommendation 21

Establish a City Fees and Charges Policy and City Funding Policy that defines subsidies based on accessibility, equity, serving targeted needs, ability to pay and the purpose (priority) of the program or service.

- Ensure public consultation process during the policy development
- Ensure that there are some services that are non-recovery or highly subsidized in areas where revenues cannot be achieved (diversity, youth).

CWG Recommendation 22

That the City receives a portion of net revenues and that these revenues be directed to offset PRCS operating costs.

- The determination of revenue split for programs or services provided by others on behalf of the City will be made at the planning stage, outlining all expenses and the revenue split.
- Revenues resulting from facility operations will be City revenue unless specified otherwise in an agreement with a community organization, NPO or private sector partner.

CWG Recommendation 23

Establish a Community Initiatives Fund with a portion of net revenue from programs and services being allocated to this fund.
- Funds to be used to support small community initiatives that are within the PRCS mandate
- Typically would be volunteer led, matching contributions by community group, accountability guidelines in place
- Policy set by Council

CWG Recommendation 24

Encourage community organizations to develop other sources of revenue through grants and fundraising to support community projects.

- Community groups can leverage funding from non city sources such as grants, fundraising campaigns, federal/provincial funding project.
- City to support a variety of fundraising initiatives and City provides letters of support for grant applications.

CWG Recommendation 25

Encourage Community Associations to coordinate their fiscal year ends and standardize their accounting practices.

- Enables ability to pool financial resources.
- Ensures financial practices are sound.

CWG Recommendation 26

Accept the financial impact of the changes resulting from the recommendations as outlined in Appendix 12.

- City revenues from PRCS services delivery to be directed/reinvested back into Parks, Recreation and Cultural Services
- Community organizations involved with the City be held accountable for reporting financial activities annually

CONCLUSION

Throughout our term, the Community Working Group has, based on consensus of the group, adopted 6 fundamental frameworks that are the basis for these recommendations:

1. The Vision and Values

2. The Well-Being Framework – A Foundation for Determining Needs;

3. The Framework to Address Community Needs and Enhance Customer Service;

4. The Framework to Encourage Community Involvement and Establish/Maintain Effective Relationships;

5. The Framework for Sustainability; and,

6. The Framework for Decision-making.

To create a sustainable future for Parks, Recreation and Cultural Services and for our valued community organizations, the system must be value based, acknowledge the responsibilities and obligations of citizenship, dependant on community needs, focused on programs and services and create well-being and a good quality of life for Richmond.

The system must value and support community involvement. Being accountable and using sustainable business practices as a foundation to meet community needs will ensure that Richmond has a promising future.

The Community Working Group further recommends that the City and the community work together and that the City is responsible to provide leadership and ensure community needs are addressed and consistent with city and community resources.

Respectfully submitted,

Danielle Aldcorn	Jim Lamond	Greg Robertson
Olive Bassett	Michael McCoy	Linda Shirley
Nicky Byres	Sharon Meredith	Jim Tanaka
Julie Halfnights	Vince Miele	Kuo Wong
Shawkat Hasan	Bob Ransford	Joann Wong-Bittle

Public Input Opportunities

Community Leaders Workshop   June 6 & 7, 2003

Community Group Current Reality Presentations   November 19, 2003
- Aquatics
- Arts
- Council of Community Associations
- Disability
- Environment
- Health and Wellness
- Heritage
- Minoru Seniors
- Richmond Arenas Community Association
- Richmond Community Services Advisory Council
- Sports Council
- Youth

Current Reality Self-Assessment Tools   November 2003
- Aquatic Services
- Minoru Place Seniors Activity Centre
- Private Business instructing in visual and performing arts
- Community Arts Council of Richmond
- Richmond Fitness and Wellness Association
- Richmond Museum Society
- Richmond Nature Park Society
- Richmond Fruit Tree Sharing Project
- Friends of Terra Nova and the Vancouver Natural History Society
- Steveston Museum
- Steveston Interurban Restoration Society
- London Heritage Farm
- Thompson Community Association Youth Services
- South Arm Community Association Youth Committee
- East Richmond Community Association (Cambie)
- West Richmond Community Association

Community Delegations
- Richmond Public Library Board   July 17, 2003
- East Richmond Healthy Community   September 18, 2003
- John Karlsson   October 16, 2003
- Frank Claassen   October 16, 2003
- Richmond Health Services   November 20, 2003
- Richmond Intercultural Advisory Committee   January 15, 2004
- Community Arts Council of Richmond   January 15, 2004
- Richmond Art Gallery Association   March 18, 2004

Focus Group – Confirming Vision and Values   September 30, 2003

Open Houses
- PRCS Renewal Plan   March 26 & 27, 2003
- Confirming Vision and Values   October 29, 2003

Delegations to the Community Working Group 2003/ 2004

September 18, 2003
- Gateway Theatre – Simon Johnstone, Producer/General Manager Gateway Theatre
- East Richmond Community Association Healthy Community – Nora Wright, President, East Richmond Community Association

October 16, 2003
- Richmond Arenas Community Association – Frank Claassen, Treasurer, Richmond Arenas Community Association

November 19, 2003
- Council of Community Associations – Nora Wright, President, East Richmond Community Association & George Atkinson, President, Thomson Community Association
- Minoru Seniors' Society – Jacob Braun , 1st Vice President, Minoru Seniors' Society
- Health & Wellness – Diane Bissenden
- Disability Resource Centre – James Sullivan, Executive Director, Disability Resource Centre
- Arts Council – Barbara Williams, President, Community Arts Council
- Sports Services – Bill Donaldson, Rogers Barnes and Cheryl Taunton, Sports Council
- Nature Park – Lori Bartley
- Richmond Arenas Community Association – Frank Claassen, Treasurer, Richmond Arenas Community Association
- Richmond Community Services Advisory Council – Brian Wardley
- Youth Services, Karen Adamson, Vice President, South Arm Community Association
- Aquatice Services Board– Rosemary Mundigel
- Richmond Museum and Heritage Group – Bob Mukai, President of Richmond Museum Society and President of Richmond Arenas Community Associaton

November 20, 2003
- Minoru Seniors' Society – Jacob Braun, 1st Vice President, Minoru Seniors' Society
- Richmond Health Department & Hospital – Joint Presentation – Dr. J. Lu, Chief Medical Health Officer, Vancouver Coastal Health Authority
- City of Richmond – Lani Schultz, Director Corporate and Intergovernment Relations, Richmond City Hall

March 18, 2004
- Richmond Art Gallery – Corrine Corry, Director/Curator, Art Gallery and Barry Jones, Acting President, Richmond Art Gallery Association

Stakeholder Presentations (text from minutes Nov 19, 2003)

Minoru Seniors Society - Jacob Braun, representing the Board of Directors

Mr. Braun described the activities provided by Minoru Seniors Centre and how important they are to seniors in helping them to live productive, healthy lives and socialize with their peers.

- The importance of volunteers at the centre
- Main concern is that several of the programs are booked to capacity.
- Limited room for new programs. Daytime activities are booked solid.
- Society wants to be able to accommodate seniors who want to join.
- When asked about the increasing numbers of seniors in scooters, Mr. Braun stated there would be a space problem if there were a convergence of "scooter" people.

Community Centres Association - Nora Wright, George Atkinson

- Liaison between the Community Centres and Minoru Seniors Centre varies from association to association.
- Opportunity for volunteers improvement program to partner with volunteer Richmond
- Association financials are checked over by a C.A. at the end of the year.
- The most drastic result if the city were to take over would be no financial backing. The Community Associations would lose their sense of identity and ability to react to community needs.
- Centres do not coordinate programs with the School Board; the School Board needs priority for their programs.

Health & Wellness - Diane Bissenden Community Health Nurse, Richmond Health Department

- Serve people of all ages who live, work and play in Richmond, in government and private facilities, homes, schools, daycare, parks, etc.
- Services are the responsibility of the whole community, government, places of worship, etc
- Vision statement reflects goals of many health organizations in Richmond
- Goals cannot be accomplished in isolation – must be in partnership, must strengthen existing partnership and develop new ones
- Accessibility is an issue - more people are looking for help with health issues
- Large component is volunteers; use volunteers for rotunda, clinics, childminding for prenatal classes
- When specific problems are identified, the school team of nurses work with families at community centres and child health clinics.

Disability - James Sullivan, Executive Director Richmond Disability Centre

- Presented a report. with no questions arising from his presentation.

Arts - Barbara Williams on behalf of Richmond Arts Strategy Committee

- The main concern of the arts strategy committee is a lack of performance space/stages.
- Gateway Theatre is often fully booked and the cost prohibits smaller groups from using the facility.
- Space is available in the schools but the costs are pretty high.

Richmond Sports Council - Bill Donaldson, Roger Barnes, Cheryl Dunham

- Discussion about paying user fees to utilize a field, raising funds to establish a facility and amenities.
- Want a centrally located outdoor sports facility, capable of hosting large-scale tournaments. Would attract economic benefits.
- Fundraising is difficult but the Sports Council had previously discussed the possibility of holding a raffle, similar to the hospital raffles.

Environment - Lori Bartley, Nature Park

- Advisory Committee advises council on environment as it relates to development in the city, not with parks, recreation & cultural services or community groups.
- Apart from the nature park, no other environmental group has a direct link.
- No specific program for planting native plants along the trails, this will be considered in Terra Nova natural area.
- City just completed planting native species on the Westminster Hwy Boulevard outside the Nature Park.

RACA - Frank Claassen - RACA, Crichy Clarke - Richmond Ringette Association

- Contrary to newspaper reports of declining hockey registration, enrolment is up
- The lease renewal hasn't been addressed by the City or RACA and is a concern

RCSAC - Brian Wardley

- RSCAC is an umbrella organization, supporting the work of agencies delivering social services in Richmond.
- Provide a variety of services, linking with groups as well as thousands of individual clients every year.

Please Note:
A compilation of the presentations from community, staff and stakeholders is available in hardcopy.

Youth   Karen Adamson, South Arm Community Association

- Karen spoke about the outcome of a focus group meeting with West Richmond, Cambie, South Arm and RADAT.
- Night Shift occurs at most of the major centres, generally on Friday nights. It is late evening programming that tries to bring in musical events. Night Shift coordinators work specifically on developing programs to bring kids in off the streets – provide safe, structured environment.
- Developing community partnerships with business to bridge financial constraints – can see partnering with retail organizations to devise partnership that is mutually beneficial
- To be effective, input and feedback must come from youth. Programs need to be generated by youth. There is a very strong relationship with youth group, coordinator and committee.
- There are issues on coordination and ability to move beyond the centre to ensure needs are met outside of the community centre.

Aquatics Rosemary Mundigel, Judy Pettifer - Aquatic Services Board

- Addressed the concern that a number of classes are showing a wait list, suggesting expansion/replacement of current facilities at Steveston and Minoru.
- Desire for another competitive swimming pool as well as recreational.
- During the building of Watermania, the competitive user groups contributed funds to enhance the competitive part of the pool.

Heritage Bob Mukai, President Richmond Museum Society

- Addressed the Museum Society's concerns that we are not doing enough to maintain, preserve and showcase our heritage.
- Working on attracting school age children through curriculum but volunteers can only do so much – they need professionally trained staff to help.
- Suggestion to approach seniors to talk to kids. Writing stories would also be a way to preserve heritage.

Recommendation Summary

#	Recommendation Summary	Appendix
1	Endorse the Community Values and Vision and the Well Being Framework and ensure that the above are included in the PRCS Master Plan.	Appendix 3 Appendix 4
2	Ensure the City is responsible for leadership, expertise and allocation of City resources.	Appendix 5
3	Adopt four core business focuses for the PRCS Division and align its resources to support these business areas: • Community and Neighbourhood building • Programs and services to meet community need • Facility and Parks operations • Research, planning, development and marketing	Appendix 6
4	Ensure services are provided at Neighbourhood, Community, Citywide and Regional levels and that these levels of service be reflected in the future service delivery.	Appendix 7
5	Encourage the development of welcoming passive / gathering space in parks and welcoming informal gathering areas in public facilities that recognizes that places inspire people to engage and interact.	
6	Endorse the Framework for Addressing Community Needs and ensures service is provided when needs/demands are clearly identified.	Appendix 8
7	Ensure that the City continues to work with a wide range of community-based organizations and is committed to establishing and maintaining effective relationships with others.	
8	Develop system-wide policies as a foundation for Service Planning.	
9	Facilitate the development of 3-year Service Plans in key product / service areas.	
10	Establish service agreements where a service is provided by others on behalf of the City.	
11	Establish relationships for services as outlined in the Relationship Model, seek relationships with traditional providers first and once established, ensure protocols are in place that clearly define accountabilities.	Appendix 9
12	Ensure that community organizations be responsible for managing their staff, systems and resources.	
13	Endorse the Community Involvement Framework, which also defines the roles for volunteers and volunteer organizations.	Appendix 10
14	Encourage Community Organizations to have a broader mandate.	
15	Support the development of a comprehensive volunteer strategy and increase the City's investment in volunteer management.	
16	Adopt a practice that ensures a mutual willingness to work towards the Community and City Vision and that groups must share the City's values, guiding principles and standards (or agree to be guided by them).	

#	Recommendation Summary	Appendix
17	Establish public consultation standards and policies to ensure that the community is consulted and is able to provide feedback equitably.	
18	Endorse the development of a detailed implementation strategy with consideration to the affected parties immediately.	Appendix 11
19	Ensure the City has responsibility for financial management of its facilities, staff and resources.	
20	Expect community or2anizations that are involved with the City are viable, sustainable and have a business plan.	
21	Establish a City Fees and Charges Policy and City Funding Policy that defines subsidies based on accessibility, equity, serving targeted needs, ability to pay and the purpose (priority) of the program or service.	
22	That the City receives a portion of net revenues and that these revenues be directed to offset PRCS operating costs.	
23	Establish a Community Initiatives Fund with a portion of net revenue from programs and services being allocated to this fund.	
24	Encourage community organizations to develop other sources of revenue through grants and fundraising to support community projects.	
25	Encourage Community Associations to coordinate their fiscal year ends and standardize their accounting practices.	
26	Accept the financial impact of the changes resulting from the recommendations.	Appendix 12

Community Vision and Values

(Adopted by the Community Working Group September 18th, 2003)

Vision and Values

The following vision and values statements reflect the discussions and deliberations during the "Creating a Future Vision" phase. They are intended to capture and reflect the attributes that Richmond residents considered essential to the governance, management and delivery of quality of life programs and services.

Vision Statement

"Richmond! Striving for a connected, healthy city where we cooperate to create and enjoy a dynamic and sustainable quality of life."

Community Values

Community Engagement
We believe the community has a meaningful role in civic affairs. Through collaborative planning and learning we share responsibility for achieving a common vision.

Volunteerism
We believe that volunteers make a valuable contribution to a healthy community and that volunteerism creates a sense of community ownership and pride, cultivates community leadership, and helps build our community capacity.

Diversity
We appreciate and celebrate all forms of our diversity.

Choice
We strive to provide accessible, affordable, equitable opportunities that respond to the diverse needs of the community.

Healthy Lifestyles
We encourage individuals to live an active, healthy lifestyle and together build healthy communities (social, physical, economic).

Safety and Security
We believe that people feel safe and secure through well-planned, strong, connected neighbourhoods and a sense of caring and belonging.
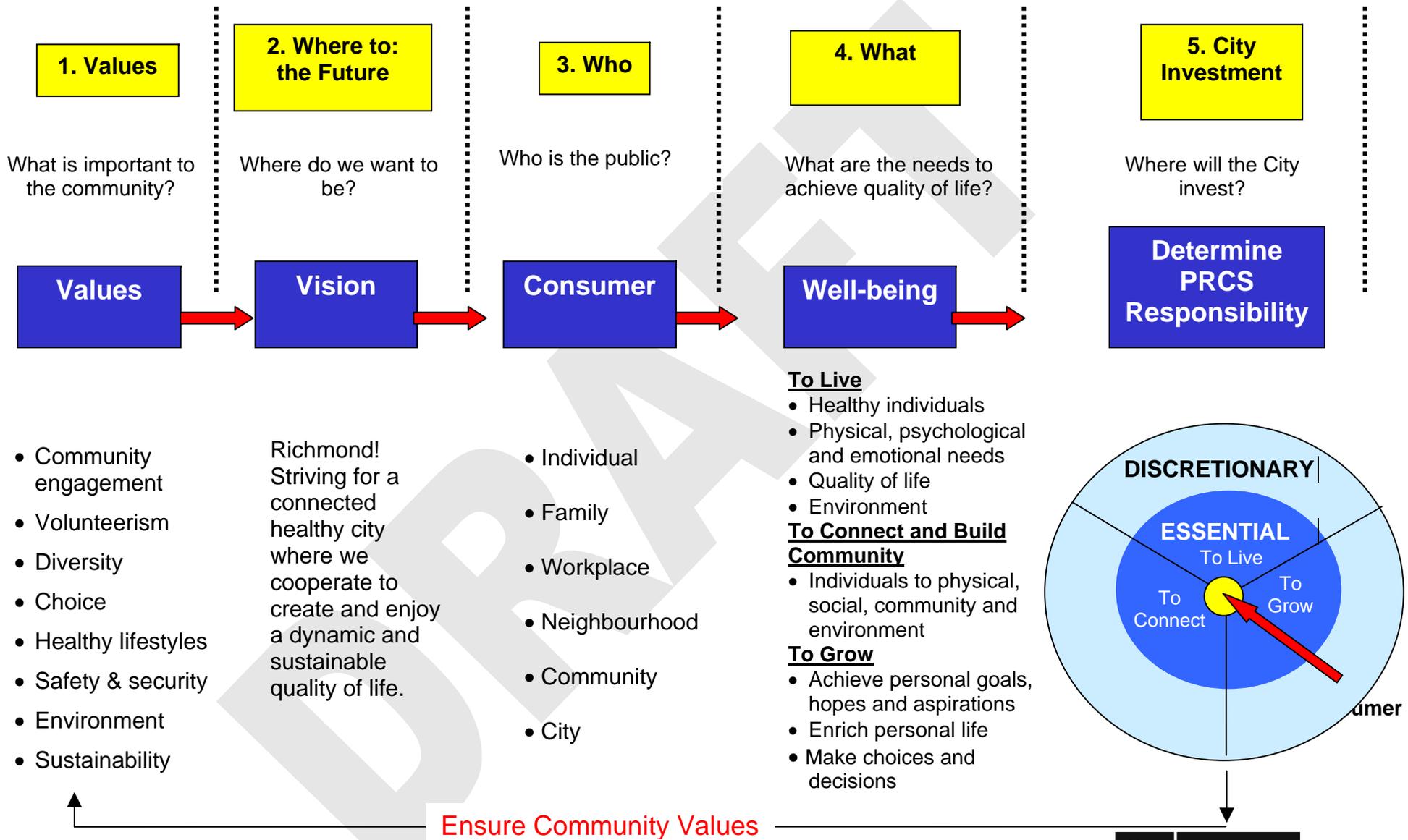
Environment
We are committed to responsible stewardship of the natural environment including protecting community amenities, cultural heritage, and maintaining the urban/rural balance and our island setting.

Sustainability
We believe that integrating the management of environmental, economic, social and cultural elements ensures that all resources of the city are respected, preserved, enjoyed and utilized in a sustainable manner both for current and future generations.

Well-Being Framework – a Foundation for Determining Needs

(Adopted by the Community Working Group January 24th, 2004)

1. Values	2. Where to: the Future	3. Who	4. What	5. City Investment
What is important to the community?	Where do we want to be?	Who is the public?	What are the needs to achieve quality of life?	Where will the City invest?

Values → **Vision** → **Consumer** → **Well-being** → **Determine PRCS Responsibility**

- Community engagement
- Volunteerism
- Diversity
- Choice
- Healthy lifestyles
- Safety & security
- Environment
- Sustainability

Richmond! Striving for a connected healthy city where we cooperate to create and enjoy a dynamic and sustainable quality of life.

- Individual
- Family
- Workplace
- Neighbourhood
- Community
- City

To Live
- Healthy individuals
- Physical, psychological and emotional needs
- Quality of life
- Environment

To Connect and Build Community
- Individuals to physical, social, community and environment

To Grow
- Achieve personal goals, hopes and aspirations
- Enrich personal life
- Make choices and decisions

DISCRETIONARY

ESSENTIAL
To Live
To Grow
To Connect

umer

Ensure Community Values

Parks, Recreation & Cultural Services

Service Delivery for Richmond

October, 2004

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Page

1. **Introduction**

At the May 20, 2004 meeting of the CWG, a number of presentations were made regarding how services could be delivered. This was followed by a round-table discussion and identification of common ground. The CWG requested staff to:
- Clearly define the City's Core Services
- Define decision making
- Work on blending the concepts brought forward from CWG members, City staff and ensure the "common ground" from the CWG discussion is considered.

2. **Background**

Through the Master Plan Process, the Community Working Group has adopted the following:

- **The Well-Being Framework**   has defined Community Values and Vision; clarifies who will benefit from programs and services; and begins to define the "Outcomes" that should be achieved in order to live a good quality of life. It is recognized that "recreation" fits within the broader "Qualify of Life" sector and plays a key role in creating a strong, healthy and connected community. The outcomes for PRCS have been broken into 3 key areas:

  o **"To Live"** refers to the physical, psychological and emotional needs that individuals can benefit from through participation in parks, recreation and cultural services. It also refers to the importance of a healthy environment.

  o **"To Connect and Build Community**" refers to the importance of building a strong, connected community that involves all sectors in the community and where there is a sense of belonging for all.

  o **"To Grow"** refers to the need to help individuals and the community enrich their quality of life – going beyond the basics and reaching their full potential.

At the January 24, 2004 meeting of the CWG, the process for addressing community needs was adopted . The 12-step process defines how the City will take leadership to ensure needs are identified and analyzed in terms of demand and gaps and that standards are set. The City will work with the community to identify the best way to address the need and identify what (if any) City involvement or contribution will be.

On February 19, 2004, the CWG adopted the Relationship Model , which describes the types of relationships the City may develop in order to achieve the desired outcomes. It is recognized that the City will develop different types of relationships, depending on the specific situation. At this meeting, the City's responsibilities and leadership role were also endorsed. The City is committed to working with "community" and ensuring grassroots involvement in planning and delivery of services.

At the March 18, 2004 CWG meeting, the Sustainability discussion paper was endorsed. At the April 15, 2004 meeting, the **"**Role of Community Based Organizations" was presented. The CWG identified 5 key components of a Delivery System: Governance; Management; Operations; Service Planning & Customer Service; and, Service & Program Delivery.

This paper presents a proposed Service Delivery approach that integrates all of the above information and is brought forward to the CWG for consideration.

3. **How do we Deliver the Desired Outcomes in Richmond?**

Now that we have developed a framework, looked at how the community will be involved and what role the City will play, it is important to define how the actual "delivery" of services happens.

In looking at the "services" or "products" that are required to achieve the outcomes, it must be understood that there are a number of views that must be taken:

1. There are a number of "target audiences" with different needs that must be understood in planning the "services" or "opportunities" to help them achieve the benefits or outcomes:
   - Participants and Non-participants
   - Preschoolers
   - School-aged children (elementary)
   - Youth
   - Young Adults
   - Adults
   - Older Adults (55+) – note: this group needs to be further segmented
   - Families
   - Community Groups
   - Neighbourhoods
   - People with Disabilities
   - Cultural Groups
   - People living in Poverty / People with ability to Pay
   - Volunteers

2. There are many "vehicles" or "types of activities" that can help achieve these outcomes:
   - Sports
   - Arts
   - Heritage
   - Active Living & Fitness
   - Childcare
   - General Recreation
   - Special Events & Festivals
   - Neighbourhood & Community Building initiatives
         (ie. Adopt-A-Programs)
   - Environmental and Nature
   - Volunteers
   - Local Programs specific to a geographic area of the community
   - Self directed and passive recreation
   - Social engagement

4.   Developing Service Plans

System-wide policies need to be developed in key areas such as: accessibility; equity/access; facility use guidelines and funding or pricing of services. These policies will provide a foundation for decision-making.

It is recommended that Service Plans be developed within the well-being framework and policy framework

Service Plans will define:
- What are the needs in this specific service area? (Using 12-Step Process for Addressing Community Needs).
- What programs and services are most important to deliver the outcomes: "to live", "to connect and build community", and "to grow".
- What programs and services require City support? What level of City support is required?
- What programs and/or services need to be coordinated and possibly managed on a citywide basis? For those that do need coordination, who should be involved in the actual delivery of services?
- What programs and/or services are unique to a specific geographic or service area and do not need to be coordinated?

Service Planning Groups will be made up of representatives from existing partners, as well as others appointed by the City. The City will be responsible to facilitate the process and bring forward market and trends information, to be supplemented by information brought forward by the members of the Service Planning Groups. Through the Service Planning process, a collaborative approach will be used to determine the priority services that require City support. Ultimately, it is the City's responsibility to ensure that the Service Plans are developed and implemented.

This approach recommends moving from a "facility-based" programming approach to a "service – based approach", with the facilities, parks or amenities being a place for the activity or opportunity to take place. It will be important to define the programs needs at the local neighbourhood, community / area, city-wide and regional levels.

Initially, it is proposed that 3-year service plans be developed, with annual updates. Evaluations and reports will be utilized to determine what has worked well and what adjustments need to be made. It will be important that members of the Service Planning Groups come with input and feedback from their organization in order to ensure appropriate input into decisions.

It is recommended that Service Plans be developed in the following areas:

- Childcare
- Youth Services
- Neighbourhood & Community Building (ie Adopt-A-Programs)
- Heritage
- Arts (has been started through Art Strategy)
- Environmental & Nature

- Active Living & Fitness
- Sports (indoor & outdoor)
- Older Adults (55+)
- General Recreation
- Special Events & Festivals
- Volunteer Strategy / Volunteerism

An important component of the delivery system is the services unique to specific geographic areas. It is suggested that Service Plans for specific geographic areas of the City (eg. City Centre, East Richmond) need to be developed and be complimentary to the above Service Plans.

Recommendation 1:
That the City develop system-wide policies as a foundation for Service Planning.

Recommendation 2:
That the City facilitate the development of 3-year Service Plans in key product / service areas.
- A collaborative approach to be used
- Existing Partners be invited to participate in the development of Service Plans
- City to invite others, as appropriate, to participate in the development of Service Plans
- City to ensure that Service Plans are developed and implemented

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5.   <u>**Delivery of Services to the Public**</u>

Delivery of services may happen in a variety of ways:

- Delivery by a community organization or agency or private sector independently (not requiring City support or use of City facilities or spaces). In this case it is important to be aware of the service so it is not duplicated.

- Delivery by a community organization or agency with City support. In this case, a Service Agreement will be developed by the City to define clearly what outcomes are expected, what reporting is required, what the community organization will provide and what the City will provide.

- Delivery by the City or City contactor.

At the "Delivery" level, it is important to understand who is accountable for what and who has authority for what decisions:

- If the service is being delivered by a community organization/agency or private sector independently, they are fully accountable and have authority over all decisions. The City has no say in how services are delivered, what is charged, etc.; however, it will be beneficial to develop good communication with these service providers.

- If the service is being delivered by a community organization/agency, in City facilities or with City support, the following guidelines would apply:
    - o The City is responsible to coordinate bookings and use of City facilities.
    - o City staff may be assigned to assist the organization by facilitating planning (if required). This would be negotiated with the specific group.
    - o The City may provide marketing and customer service (front counter service, registration, and bookings). This ensures broader awareness of the opportunity, access and customer service for registration.
    - o The community organization is responsible for their own staff and volunteer supervision and financial commitments.
    - o The community organization is responsible for reporting to the City on an annual or seasonal basis.
    - o Details of who does what, pays for what, receives what revenue, and what the reporting requirements are will be laid out in a Service Agreement or Facility Use contract.

- If the City is delivering the service, they are fully accountable and responsible for all decisions.

Recommendation 3:
Where a service is provided by others on behalf of the City, Service Agreements will be established.
- Service Agreements to clearly define expected outcome and reporting requirements.

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6. **City Responsibility and Accountability within the Service Delivery System is:**

City Council is responsible to approve Policies. Staff bring forward proposed policies, having done the background research and gained appropriate public input and make recommendations to Council. Once Policy is adopted, staff are responsible to ensure the policies are implemented. The city is committed to working collaboratively with the community and developing effective relationships.

"Community" is defined as a group of individuals, families or organizations that share common values, attributes, interests or geographic boundaries.

Governance, Management, Planning & Operations:

- The City is accountable to the taxpayer to ensure City resources are allocated to areas of greatest need and impact; and that resources are well-managed
- To establish overall vision and govern
- To ensure appropriate public involvement in determining vision and needs
- To establish policies and set standards based on vision, other government policies, and regulations
- To set City budgets (operating and capital) that support the vision, values and direction
- To ensure service across the City where tax resources are involved
- To provide system-wide leadership, strategic planning and research to achieve the vision
- To coordinate with other City Divisions on corporate issues and goals
- To evaluate and measure performance
- For Operational Planning based on vision, goals, policies and standards
- To manage and develop its parks, facilities and amenities (space allocation, maintenance, lifecycle, capital); and, to work with the community to identify opportunities to fundraise and assist where appropriate
- To manage its human and financial resources
- To ensure excellent customer service to the public

Coordination and Service Delivery:
Within the set Vision, goals and adopted policy framework:
- To involve the community in the coordination and service delivery
- To oversee planning for specific service areas, anticipate market needs, demand and trends, and coordinate services where required
- To ensure standards and policies are implemented
- To allocate City resources within specific service areas to maximize impact
- To evaluate how well service area needs have been met and make adjustments
- To ensure where programs and services are provided by others (where City resources are involved) that clear expectations and accountabilities are laid out in Service Agreements
- To deliver programs and services as required

Recommendation 4:
City role as outlined be endorsed.

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7.   **Financial Model**

One of the Guiding Principles for the future Service Delivery System is Financial Sustainability. The City needs the ability to recover some of its costs through revenues; the ability to shift those revenues to areas of highest priority; and the ability to ensure that resources are shared across the community. Community Organizations also need to ensure their long-term financial sustainability.

One of the challenges in developing a system that benefits all and ensures that the combined resources (City and community) are being used as effectively and efficiently as possible, is to define who pays for what and how the revenues are shared.

Generally, the funding of public PRC services is made up of a combination of:
- User Pay (where appropriate)
- Tax Support
- Volunteer contribution (fundraising and/or volunteer services)

7.1   **Fees and Charges**

Determining the most appropriate way of allocating who pays for what is always challenging. A Fees and Charges Policy must be established that lays out how tax support will be allocated.

A Fees and Charges Policy will also address common pricing for common programs and services.

7.2   **Cost Factors and Revenues**

It is important to look at both the expense and revenue sides of the ledger to determine who should pay for what.

Generally, in planning a specific program or service, the following kinds of expenditures are involved:

- Instructor
- Supplies and Equipment
- Facility / Amenity Cost
- Staff Supervision / Program Planning Staff
- Volunteer Contribution
- Customer Services / Registration
- Marketing and Promotion
- Administrative Overhead
- Liability / Insurance

Revenues are generated from a variety of sources, with the majority received in the form of admission fees, program registration fees and facility / amenity rental fees.

In special situations, there may also be some grant or sponsorship monies available.

Although revenues often offset the direct costs associated with program delivery (e.g. instructor wages, program materials, promotional costs), total revenues collected seldom fully cover the indirect costs, especially those associated with facility operation (e.g. support staff wages, building janitorial and maintenance, heat and electricity, phones, computer and POS systems).

In order to ensure financial sustainability, revenues need to be applied against both direct and indirect expenditures in a fiscally sound manner. In situations where the City offers tax support to a partner to assist in the delivery of services, agreements will need to be in place that clearly outline how revenues are to be allocated.

7.3   Funding available for Community Initiatives

Traditionally in Richmond, net revenues from programs and services at individual facilities have been used by community organizations to undertake community projects and initiatives. While there has been an inequity due to the size of various facilities and the level of City support; it is recognized that there is a benefit in having some resources available to be matched by volunteer contributions to accomplish community-based initiatives.

There is benefit in developing a system where a portion of revenues can be placed into a Community Initiatives Fund. These funds can be leveraged by volunteer contributions through fundraising and volunteer efforts.

Recommendation 5:
City to develop a Fees and Charges (or pricing) Policy and City Funding Policy that defines subsidies on accessibility, equity, serving targeted needs, ability to pay and the purpose (priority) of the program or service; and that community input be included in the process of developing the policy.

Recommendation 6:
The City will receive a portion of revenues to offset operating costs. The determination of revenue split for programs or services provided by others on behalf of the City will be made at the planning stage, outlining all expenses and the revenue split.

Recommendation 7:
That a Community Initiatives Fund be developed with a portion of revenue from programs and services being allocated to this fund; with clear criteria for the use of this fund.

Recommendation 8:
That community organizations be encouraged to develop other sources of revenue through grants and fundraising to support community projects.

PRCS Services / Core Business

(Presented to Community Working Group May 20, 2004)

Line of Business	Description
Research, Planning, Development and Marketing	To anticipate community needs / market requirements …"peek around the corner". • Market research • Demographic research • Trends research • Best practices research • Business & service planning • Facility, Parks & Amenity planning & development • Marketing & promotions
Community & Neighbourhood Building	To build community capacity to help meet community and neighbourhood needs: • Volunteer recruitment & development • Board development • Provide resources • Provide gathering places • Educate / Promote the importance of strong community
Places and Spaces – Facility & Parks Operations	To provide and operate city-owned facilities, parks and amenities: • Building maintenance & lifecycle • Allocation of space • Maintenance and operations of city facilities
Programs and Services	To ensure services are available to the public: • Facilitate service planning with community involvement • Develop, maintain and update relationships with community organizations involved in delivery of programs & services • Deliver programs and services directly where appropriate

PRCS Service Levels

(Presented to the Community Working Group May 20th, 2004)

Neighbourhood Services

Programs, services and facilities are within walking distance, accessible, foster informal social interaction and strengthen the notion of civic engagement, organized and spontaneous, suit the character of the neighbourhood and its consumers, have local appeal to consumers.

Community Services

Programs, services and facilities that respond to a larger area or an area of interest. Designed to meet needs of consumers and characteristics of the area.

City-Wide Services

Programs, services and facilities that consumers will travel to participate and/or demand across the City. Services are unique and are for all to enjoy, services are coordinated and standards are in place, links to other city services.

Regional Services

Programs, services and facilities that attract consumers from inside and outside the City, often attract due to unique or specialized interest.

Addressing Community Needs Process

(Adopted by the Community Working Group January 24th, 2004)

This process must identify how needs will be addressed and delivered by the City of Richmond. PRCS will take the lead role and collaborate with others in working through these steps. Other organizations may also use this model independently.

The following diagram illustrates the progression:
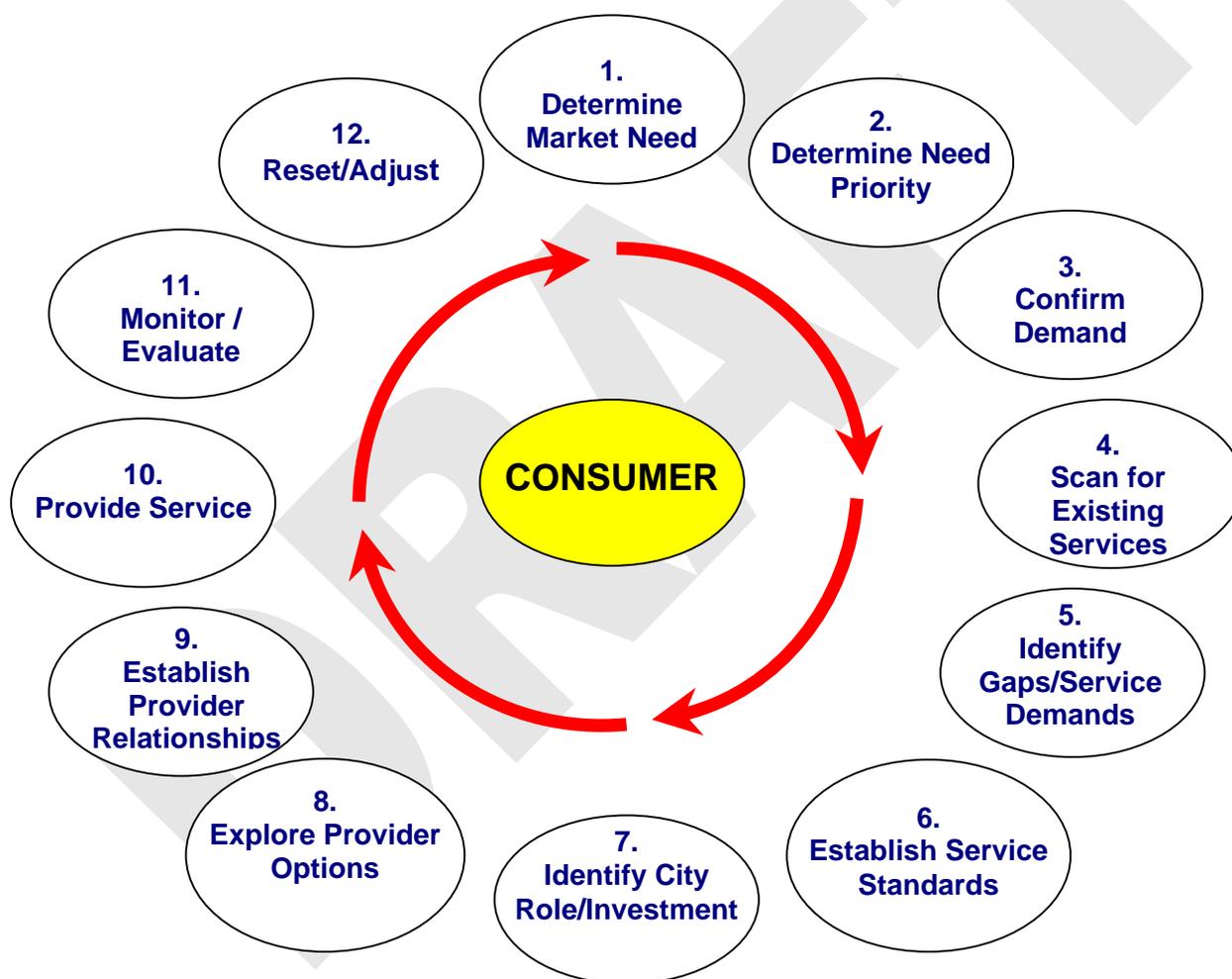
Description of the Addressing Community Needs Process

1. **Determine the Need**
   Need is established from a variety of sources including community leaders, businesses, staff, community groups, government leaders, trends, demographics or other relevant areas. When there is a gap between maintaining well-being or basic quality of life and reality, and there is a need to be addressed.

2. **Establish whether Essential / Important or Discretionary Need**
   Determine the importance and whether PRCS must address. Determine whether or not the need arises from a lack of civic engagement and might be better addressed as an individual or collective citizen responsibility. PRCS may ensure or not, depending on a variety of factors including whether it fits into those met by other providers, or if it is not a need. Essential needs must be of benefit to the greatest number of people, for example, a beginner swimming lesson as opposed to advanced diving lessons.

3. **Establish Demand**
   The demand for programs and services must be established and confirmed. Prioritization occurs at this phase.

4. **Scan for Existing Service**
   What else is currently being offered in the market?

5. **Identify Gaps / Service Demands**
   The gap between the demand and the existing service must be examined. This may be done through the development of a "Greenlight Committee," an ad hoc think tank to generate creative solutions to address the gap.

6. **Establish Service Standards**
   Define the standards that must be met to ensure quality programs and services are provided to consumers. This will include customer service standards (Appendix 4), outcomes for programs and services, quality, targets for consumer participation, accessibility, risk management and liability, business practice, human resource management and financial management.

   PRCS will set the outcomes but will not necessarily control the process for achieving those outcomes.

7. **Identify City Role or Investment**
   Determine what role the City will play in the provision of programs and services and determine what investment it will make to ensure needs are met.

8. **Investigate Provider Alternatives**
    Investigate delivery options depending upon what is best suited for the situation. These might include a joint venture, sponsorship (facility rental and advisory role), direct delivery or other relationships.

    A case study, business plan and/or feasibility study may be involved to ensure best practices and most effective use of resources.

9. **Establish Provider Relationship (as required)**
    Recruit and solicit to find the right service provider match for the situation, negotiate and formalize an agreement.

10. **Provide the Service**
    This includes delivery of programs and services, as well as accompanying advertising, marketing and promotion.

11. **Monitor / Evaluate**
    Manage and monitor the implementation of contract agreements where applicable and evaluate the achievement of the desired outcomes to meet the determined need.

12. **Reset**
    This is the final step to complete the cycle. It takes the evaluation results and ties them back to ensure the need determined in the first step is still valid.

    The steps work as a system once the essential needs and the outcomes for the three core areas are identified

Relationship Model

(Adopted by the Community Working Group February 19th, 2004)

Type of Relationship

Example of tools needed to support the relationship:

Need Articulated Initiated by City or by Community

Is the City involved?

How is the City involved?

Who is the City developing a relationship with?

| Direct |
| Mandated |
| Allied |
| Partnership |
| Contract |
| Assisted |
| Ad Hoc |
| Independent |
| Non-Aligned |

- Agreements / MOU's/ Contracts
- Communications strategies
- Established criteria
- Evaluation process
- Relationship maintenance
- RFP / expressions of interest
- Risk Assessments
- Skilled staff
- Term of relationship defined
- Training
- Volunteer Program

Decision Point

Decision Point

Decision Point

Decision Point

Decision Point

Should the City be involved?

What is the City's investment?

Who is best to have a relationship with?

What type of relationship will achieve the desired outcome?

What do we need to support the relationship?

Developing Relations with Community Organizations

Types of Relationships

(Adopted by the Community Working Group February 19th, 2004)

There are seven types of relationships in the delivery of Quality of Life programs and services. Several types of relationships can exist between the City and others, depending on the specific program or service offered to consumers. The service can be offered at the neighbourhood, the community, citywide or regional levels.

The opportunities for relationships with the City include:

| Type	Connection	Purpose
Ad Hoc	Linked through specific purpose	Supplement and compliment existing service such as transit routes
Allied	Linked through synergy	Leverage other's resources for mutual benefit such as school district, health region, tourism
Assisted	Linked through provision of in-kind or direct support	Support other organizations in the provision of service such as minor soccer
Contract	Linked through exchange of considerations	Achieve prescribed outcomes through other organizations such as NPO/ Community Associations
Direct	No linkage with other parties	Offer services independently such as floral displays
Mandated	Linked through legislation	Ensure provision such as libraries, environmental protection programs
Partnership	Linked through sharing risk/reward	Need others to achieve desired results such as P3s, construction of Watermania and RIC
Independent	Linked only through common/shared interests	Increase awareness to minimize duplication such as private fitness club
Non-aligned	No linkage	Example private language school

Role of the Community Organization

(Adopted by the CWG – February 19th, 2004).

The City of Richmond has identified that working relationships with community organizations, other government organizations, non-government organizations and the private sector are essential to the sustainability of the quality of life sector.

The City has committed to working with its community to ensure that Richmond residents have equitable access to a broad range of quality of life programs, activities and services.

Seven options to create relationships between the City and targeted organizations have been identified in the document "*A Relationship Model for Service Delivery.*"

Relationships with others depend on the other organizations' ability and interest in working with a local civic government for a shared purpose.
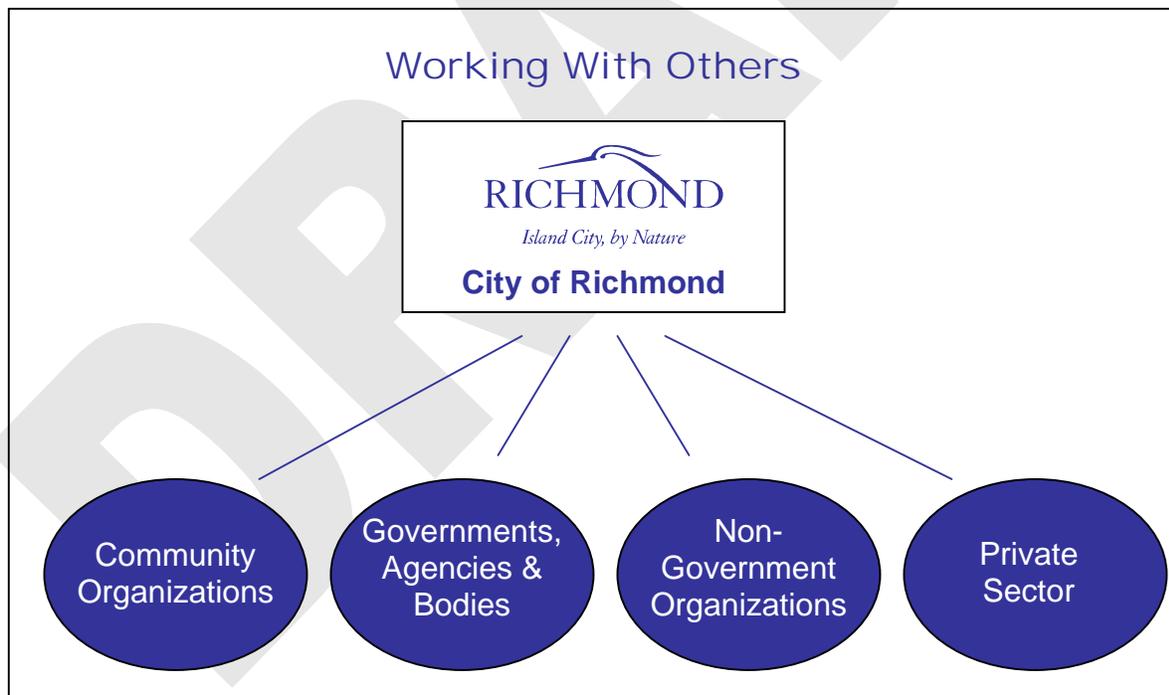
The City of Richmond acknowledges and accepts that community organizations, including Community Associations, have their own mandates and governance structures. The City acknowledges that community organizations are responsible for determining their own activities and services.

Depending on the organization, it may perform one or more of the following roles in serving Richmond residents:

- **Advisory** – this role focuses on providing advice and counsel to the City or others, proactively and upon request.

- **Community Advocacy** – this role focuses on identifying issues of concern to those living in a community or sharing in a community of interest.

- **Community & Special Event Programming** – this role focuses on planning and delivering local programs and events that respond to community interests/needs. These programs and events are generally offered independently of City of Richmond sponsors programs.

- **Contract Facility/Amenity Operator** – this role focuses on the operation of one or more City owned facilities or amenities under an agreed relationship with the City of Richmond. The facility or amenity is operated according to City standards and expectations.

- **Contract Program/Service Provider** – this role focuses on providing programs and services under an agreed relationship with the City of Richmond. The programs and services are provided according to City standards and expectations.

- **Facility/Amenity Operator** – this role focuses on operation of one or more facilities or amenities owned by the organization or second party other than the City of Richmond. The facility or amenity is operated according to standards set by the organization.

- **Fund Raising** – this role focuses on activities that secure additional resources either for the organization's direct purposes or in support of purposes aligned with the organization's purpose.

- **Volunteer Development and Support** – this role focuses on creating increased community capacity by recruiting, training and recognizing volunteers.

- **Other Roles** – organizations may, for their own purposes and from time-to-time, elect to perform other roles consistent with their purpose and direction.

The City of Richmond will enter into relationships with a variety of community organizations (and others described above) as part of its leadership responsibility to ensure access to quality of life programs, activities and services.

The City shall be responsible for determining the scope, terms and conditions associated with each relationship. The City's relationship development process will reflect appropriate standards of accountability, transparency and fiduciary responsibility.

The City reserves the right to enter into a relationship with a community organization (or other body) without obligation to provide the same or equal opportunity to any or all other organizations

Community Involvement Framework
Role of Community

(Adopted by the CWG – February 19th, 2004).
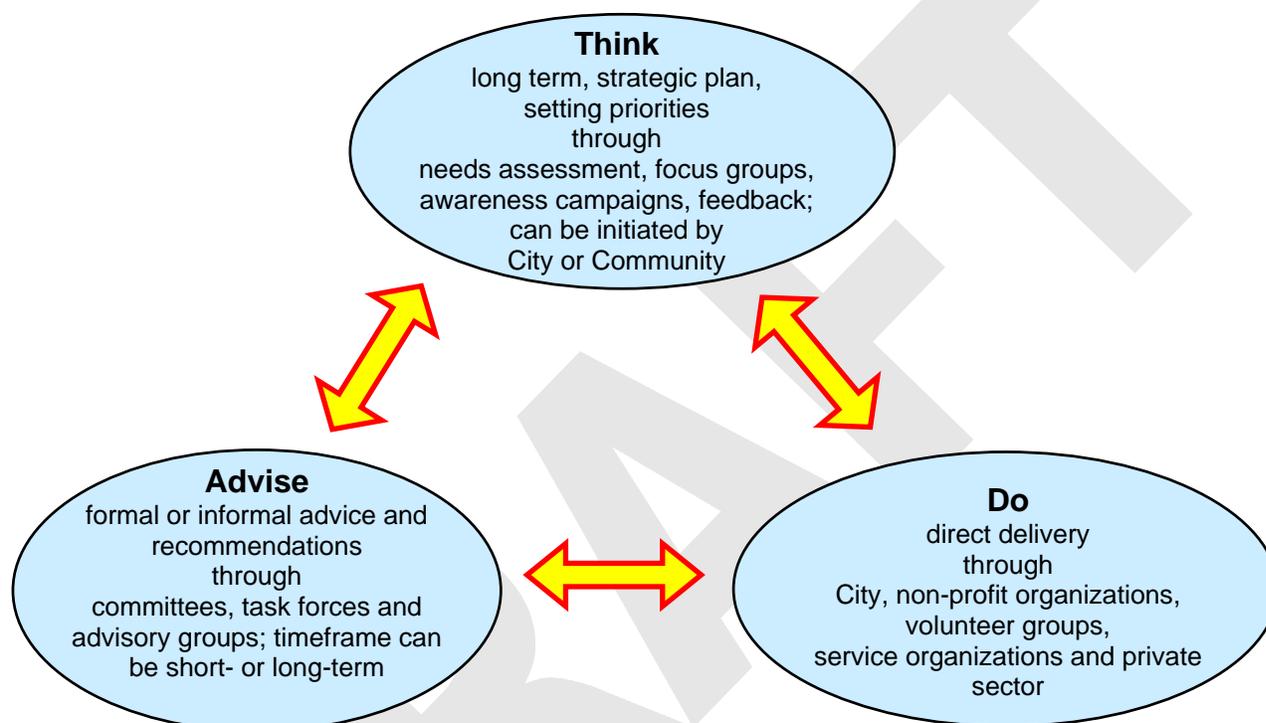
Planning (Think)

Needs are assessed and a long-term strategy is determined. PRCS takes the lead and there are a variety of opportunities to get involved such as participation in a needs assessment, contribution to strategic direction and providing feedback on priority areas.
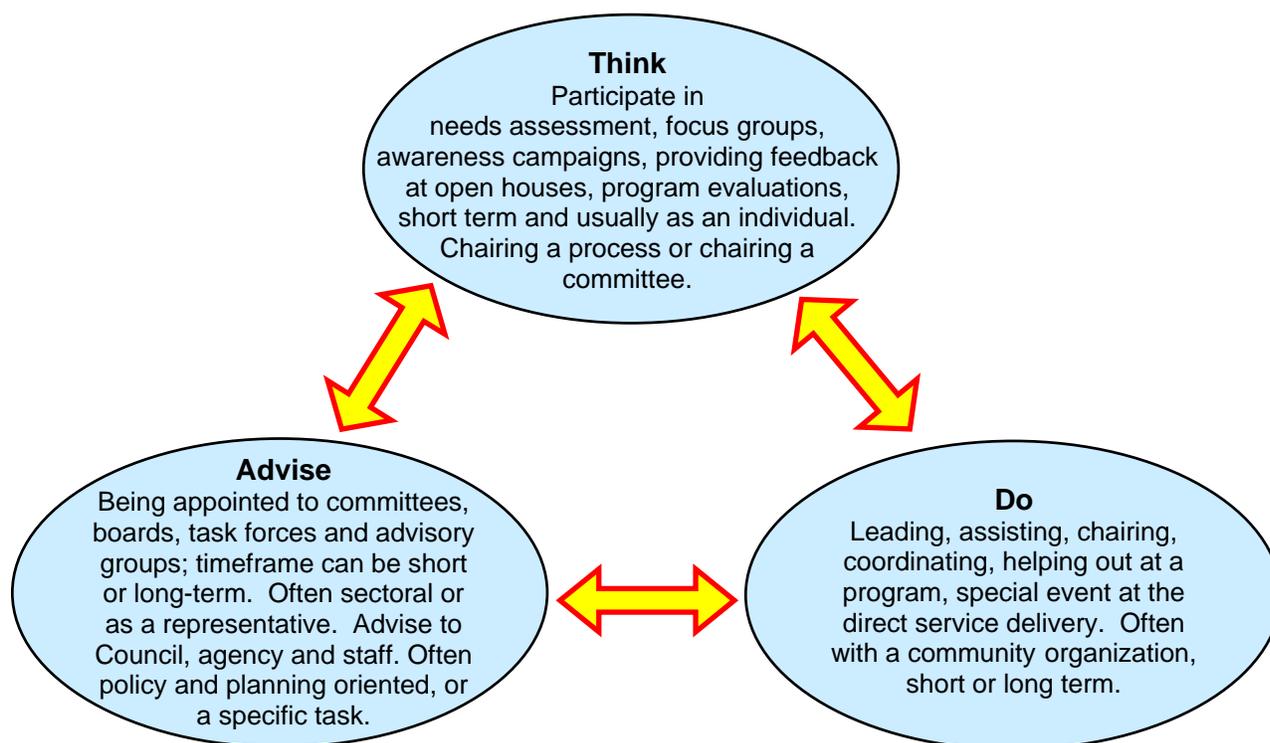
Advising (Advise)

Advice is given to PRCS which includes both formal and informal opportunities, for example formally appointed task forces or committees approved by Council with terms of reference, a mandate and a finite term, a project or as an advisory committee of Council. The other method is informal where feedback is solicited in the form of open houses, surveys or focus groups.

Direct Delivery (Do)

This includes design, delivery and access to programs and services by a variety of providers, including individual volunteers, service organizations, non-profit organizations and PRCS.

Community Involvement Framework
Role of Volunteer

Think
Participate in
needs assessment, focus groups,
awareness campaigns, providing feedback
at open houses, program evaluations,
short term and usually as an individual.
Chairing a process or chairing a
committee.

Advise
Being appointed to committees,
boards, task forces and advisory
groups; timeframe can be short
or long-term. Often sectoral or
as a representative. Advise to
Council, agency and staff. Often
policy and planning oriented, or
a specific task.

Do
Leading, assisting, chairing,
coordinating, helping out at a
program, special event at the
direct service delivery. Often
with a community organization,
short or long term.

There are many reasons why an individual decides to make time to volunteer: personal, professional, community or society driven. It is well documented that positive volunteer experiences turn into successful community services and programs. The role of volunteers are:

Volunteer involvement is vital to a just and democratic society.
- It fosters civic responsibility, participation and interaction.

Volunteer involvement strengthens communities.
- It promotes change and development by identifying and responding
to community needs.

Volunteer involvement mutually benefits both the volunteer and the organization.
- It increases the capacity of the organization to accomplish its goals and provides
volunteers with opportunities to develop and contribute.

Volunteer involvement is based on relationships.
- Volunteers are expected to act with integrity and be respectful and responsive to others
with whom they interact.

In the City of Richmond, the expectations of volunteers include (and are not limited to):

- Abide by all written policies, procedures and guidelines relevant to the volunteer role(s)

- Accept orientation, training and supervision in order to provide quality service

- Be clear on the expectations and follow through

- Clearly identify themselves as a volunteer and not comment to the media unless approved by the supervisor or leader

- Contribute opinions and thoughts

- Contribute to the success of the program or task

- Ensure two way communication, if representing an organization

- Maintain the confidentiality of any information given in the course of my duties that is deemed confidential

- Make a commitment to contribute time and effort to a task, committee or activity

- Perform all assigned tasks to the best of their ability

	IMPLEMENTATION STRATEGY	START DATE	ACTION REQUIRED	CITY INVOLVED	OTHERS INVOLVED
1	Endorse the Community Values and Vision and the Well Being Framework and ensure that the above are included in the PRCS Master Plan.	Fall 2004	Approval by Recommendations	City Council	
2	Ensure the City is responsible for leadership, expertise and allocation of city resources.	Fall 2004	Approval of Recommendations	City Council	
		Winter 2005	Initiate transition from current operating agreements with partners	PRCS	Current Partners
3	Adopt four core business focuses for the PRCS Division and align its resources to support these business areas: • Community and Neighbourhood building • Programs and services to meet community need • Facility and Parks operations • Research, planning, development and marketing	Fall 2004 Fall 2005	Approval of Recommendations Transition PRCS to four core business areas	City Council PRCS	
4	Ensure services are provided at Neighbourhood, Community, Citywide and regional levels and that these levels of service be reflected in the future service delivery.	Fall 2004 Fall 2005 Spring 2006	Approval of Recommendations Incorporate into Service Plan development and include classification in all activities Commence appropriate promotion and marketing	City Council PRCS PRCS	
5	Endorse the Framework for Addressing Community Needs and ensures service is provided when needs/demands are clearly identified.	Fall 2004 Spring 2005	Approval of Recommendations Incorporate into Service Plan development	City Council PRCS	
6	Ensure that the City continues to work with a wide range of community-based organizations and is committed to establishing and maintaining effective relationships with others.	Fall 2004 Fall 2004 Spring 2005	Approval of recommendations Continue to work with current and new organizations Host Community leaders workshop	City Council / PRCS PRCS PRCS	 Community organizations Community

	IMPLEMENTATION STRATEGY	START DATE	ACTION REQUIRED	CITY INVOLVED	OTHERS INVOLVED
					leaders
		Ongoing	Create annual community leaders workshop	PRCS	
		Ongoing	Promote and publish a comprehensive listing of community organizations		
7	Develop system-wide policies as a foundation for Service Planning.	Fall 2004	Approval of Recommendations	City Council	
		Winter 2005	Identify and prioritize policies for development (fees/charges, accessibility, facility allocation)	PRCS	
		Winter 2005	Design framework for policy to ensure public process in policy development	PRCS	Public input and consultation
		Fall 2005	Bring Policies forward for approval and implementation	PRCS	
		ongoing	Develop next priority policies and implement	PRCS	
8	Facilitate the development of 3 year Service Plans in key product and service areas.	Fall 2004	Approval of Recommendations	City Council	
		Spring 2005	Establish service plan priorities	PRCS	
		Spring 2005	Create service planning groups and terms of reference for each area	PRCS	Community organizations and public
		Spring 2005	Begin service plan development	PRCS	
		Fall 2005	Implement	PRCS	
		Ongoing	Continue with service plan priorities	PRCS	
9	Establish service agreements when a service is provided by others on behalf of the City.	Fall 2004	Approve Recommendation	City Council	
		Fall 2005	Negotiate agreements, draft Contracts	PRCS	
		Winter 2006	Commence service under Service Agreements	PRCS	Community Organization

	IMPLEMENTATION STRATEGY	START DATE	ACTION REQUIRED	CITY INVOLVED	OTHERS INVOLVED
10	Establish relationships for services as outlined in the Relationship Model, seek relationships with traditional providers first and once established, ensure protocols are in place that clearly define accountabilities.	Fall 2004	Approve recommendation	City Council	
		Winter 2005	Create accountability requirements	PRCS/Finance	
		Spring 2005	Include accountability statements on all contracts and agreements and that information is clearly communicated.	PRCS	Community Organizations
11	Ensure that community organizations be responsible for managing their staff, personnel, systems and resources.	Fall 2004	Approve recommendation	City Council	Community Organization
		Fall 2004	Communicate recommendations to community organizations	PRCS	
12	Endorse the Community Involvement Framework, which also defines the roles for volunteers and volunteer organizations.	Fall 2004	Approve recommendation	City Council	
13	Encourage Community Organizations to have a broader mandate.	Fall 2004	Approve recommendation	City Council	Community Organizations
		Winter 2005	Communicate recommendation to community assns and societies	PRCS	
		Ongoing	Receive copies of constitutions, business plans, strategic plans and annual reports.	PRCS	Community Organizations
		Winter 2006	Create data bank for organizations	PRCS	
14	Support the development of a comprehensive volunteer strategy and increase the City's investment in volunteer management.	Fall 2004	Approve recommendation	City Council	
		Fall 2005	Initiate volunteer strategy development	PRCS Community Safety	Volunteer Richmond
15	Adopt a practice that ensures a mutual willingness to work towards the Community and City Vision and that groups must share the City's values, guiding principles and standards (or agree to be guided by them).	Fall 2004	Approve recommendation	City Council	
		Winter 2005	Communicate expectations to all community organizations that are involved in the city	PRCS	Community Organizations
		Winter 2005	Put expectation in all contracts and agreements	PRCS	
		Winter 2005	Ensure conflict resolution process is included in all contracts and agreements	PRCS Legal	

	IMPLEMENTATION STRATEGY	START DATE	ACTION REQUIRED	CITY INVOLVED	OTHERS INVOLVED
16	Establish public consultation standards and policies to ensure that the community is consulted and is able to provide feedback equitably.	Fall 2004	Approve recommendation	City Council	
		Summer 2005	Draft guidelines for engaging the public	PRCS	
		Fall 2005	Publish guidelines and implement strategies for involving the public	PRCS	Community Organizations
17	Endorse the development of a detailed implementation strategy with consideration to the affected parties immediately.	Fall 2004	Approve recommendation	City Council	
		Fall 2004	Create detailed implementation plan and coordinate with other internal departments	PRCS	
		Winter 2005	Assign elements of the implementation strategy to staff	PRCS	
		Spring 2005	Consult and involve stakeholders in The plan.	PRCS	Community organizations
		Fall 2005	Commence implementation and transitions	PRCS	Community organizations
18	Ensure the City has responsibility for financial management of its facilities, staff and resources.	Fall 2004	Approve recommendation	City Council	
		Winter 2005	Current contracts and agreements with community organizations cancelled	PRCS	Community Organizations
		Summer 2005	City to receive revenues from facility management and operations	PRCS	
		Fall 2005	Organization of staff and budgets according the needs and demands	PRCS	
19	Expect community organizations that are involved with the City are viable, sustainable and have a business plan.	Fall 2004	Approve recommendation	City Council	
		Winter 2005	Communicate expectation to community organizations	PRCS	Community Organizations
		Fall 2005	Request business plans and other tools that indicate sustainability when dealing with community organizations	PRCS	Community Organizations

	IMPLEMENTATION STRATEGY	START DATE	ACTION REQUIRED	CITY INVOLVED	OTHERS INVOLVED
		Ongoing	Assist wherever possible in ensuring groups are sustainable and viable	PRCS	Community Organizations
20	That Council establish a Fees and Charges Policy and City Funding Policy that defines subsidies based on accessibility, equity, serving targeted needs, ability to pay and the purpose (priority) of the program or service.	Fall 2004 Fall 2005 Winter 2005	Adopt recommendations Complete research Public consultations included Council approval	City Council PRCS	 Public Community Organizations
21	The City will receive a portion of the net revenues and that revenue will be directed to offset PRCS operating costs.	Fall 2004 Fall 2005	Approve recommendation Revenue transition	City Council PRCS	
22	That Council establish a Community Initiatives Fund with a portion of new revenue from programs and services being allocated to this fund.	Fall 2004 Winter 2005 Spring 2006	Approve recommendation Develop program Implement	Finance PRCS PRCS	 Community Organizations
23	That Council encourage community organizations to develop other sources of revenue through grants and fundraising to support community projects.	Fall 2004 Spring 2005	Approve recommendation Communicate and support	City Council PRCS	
24	That Council accept the financial impact of the changes resulting from the recommendations.	Fall 2004	Approve recommendation	City Council	

Financial Impact

The CWG had been directed by Richmond City Council to identify the financial impact of recommended changes to the service delivery. We have examined this and have the following observations.

City Council adopted guiding principles to ensure financial sustainability, ensure customer service is enhanced and to ensure the City's ability to meet community needs. While, the work done to date sets out a framework for decision-making, sets priority focus areas and outlines how the City will work with the community to ensure needs, a detailed financial analysis can not be completed until policies such as fees and charges are in place and service plans are completed.

It is anticipated that with the framework in place, the system will operate more effectively, based on priorities. This will create efficiencies and eliminate duplication in some areas; allow the City to re-allocate staff resources to areas of highest priority; and ensure that both the City operations and community organization operations are financially sustainable.

It is recommended in this report that the both the city and community organizations it partners with will be responsible to manage their own areas of responsibility and it will be clearly defined through Service Agreements what costs the City will be responsible for and what revenues it will receive.

We anticipate that the financial impact of this change will be cost neutral to the City; allowing any revenues recovered to be re-invested into areas such as our aging infrastructure, a Community Initiatives Fund and to meeting emerging needs in the community.

Financial Sustainability

(Adopted by CWG March 18, 2004)

WHERE DO WE WANT TO GO?	WHAT DO WE NEED TO DO?	DESIRED OUTCOMES
City has responsibility to effectively manage public resources to maximize public benefit.

Financial resources are allocated to areas of greatest need.

Financially healthy community organizations, bound by agreements, are accountable to the City.

Operational advantages are gained where possible (e.g. partnerships, economies of scale, use of technology).

PRCS has the ability to maximize revenue opportunities.

The financial system provides funding to sustain the City's infrastructure.

There is sufficient flexibility to shift resources to emerging needs. | Agreements will clearly lay out accountability, establish terms of the relationship and ensure outcomes and outputs are continually monitored and evaluated.

Financial frameworks to support governance sustainability and ensure effective use of community assets.

Adopt a business plan approach.

Cost containment.

Choose between union & non-union environment where practical.

City to take responsibility for financial management of its facilities and resources.

Clearly define financial reporting and consistent policies (accountability structure).

Coordinate services so policies and strategies identify what we do and the best way to deliver programs and services.
  • Understand that our preference is for someone else to provide service where it makes sense.
  • Look at alternate service delivery where practical & possible.

Cost recovery including recovering operating or administration costs. | Ensure efficient and effective use of public resources.

Clarity of roles.

Community in a relationship with the City to provide services.

Meet long term financial strategy put forward by City Council by reallocation and cost containment.

Effective relationships, which provide for the needs of the community, are evaluated regularly on an agreed-upon basis.

Effective accountability tools in place.

Accurate data to analyze both participation & cost/benefit.

Facilities and infrastructure are well maintained.

Organizations have control over their own resources and are accountable.

Clear evaluation criteria.

Business plans are in place and part of the contract. |

WHERE DO WE WANT TO GO?	WHAT DO WE NEED TO DO?	DESIRED OUTCOMES
	Establish and implement a pricing policy.	Standardized costing and fees.
	Evaluate from citywide and a larger geographical perspective.	Capital equipment and inventory.
	Leverage opportunities (grants and outside funding) and new revenue sources (sponsors and corporate partners).	Flexibility to adapt to change, sustain future growth, new facilities.
	Shift resources to areas of greatest need.	A method to measure "soft services": i.e. one can quantitatively measure police catching youth in crime, but it is more difficult to measure good outcomes of outreach workers.
	Provide incentive for community involvement.	
	Take advantage of market conditions and opportunities with balance between accessibility and the necessity to generate revenue.	Develop "unit rates" – standardized costs and fees across City.