



VANCOUVER COMMUNITY CENTRE STRATEGY

# DRAFT Optimum Level of Service Targets and Prioritization Approach

NOVEMBER 2021



**DRAFT**

Vancouver is located on the unceded territories of the x<sup>w</sup>məθk<sup>w</sup>əyəm (Musqueam), Skw̓x̓wú7mesh (Squamish), and Seílwitlh (Tsleil-Waututh) Nations.



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We thank them for having cared for these lands and waters since time out of mind, and look forward to working with them in partnership as we continue to build this great city together.



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# 1. PURPOSE OF THIS DOCUMENT

This document summarizes where the project team is currently at with the two key deliverables for the Community Centre Strategy; the **Optimum Level of Service Targets** and **Prioritization Approach** for capital investment in Community Centres. These two deliverables have been informed and shaped to-date by a number of inputs, including:

- An engagement process that included 1,883 public survey responses, 176 Community Centre and Recreation staff survey responses, 41 Community Group Questionnaire responses, targeted population engagement (discussion sessions with community organizations, seniors, and subject matter experts), and pop-up engagement events
- A workshop with the Community Centre Associations on September 16th (with a follow-up web survey feedback opportunity)
- Workshops with Park Board and City staff
- Other research and analysis conducted by the project team (including analysis of the current Community Centre inventory, a review of other jurisdictions, trends review, literature review, spatial analysis of the city-wide supply of Community Centres, etc.)

Developing Optimum Level of Service Targets and a Prioritization Approach for Community Centre capital investment is a complex undertaking and the detail associated with these key aspects of the Strategy will require further adjustment, refinement and testing. This document is simply intended to provide a summary overview of these elements at this stage in the project process.



## 2. DRAFT OPTIMUM LEVEL OF SERVICE TARGETS

### OVERVIEW

Seventeen Optimal Level of Service Targets have been identified and are organized into three categories:



**Foundational Service Targets (#1 - 7):** Fundamental targets that all Community Centres should aspire to at all times and are independent of any need for capital reinvestment.



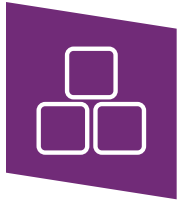
**Planning Service Targets (#8 - 15):** Anchor and support future planning and asset management processes. Over time the City and Park Board will strive to score as high as possible on each of these targets.



**System Wide Service Targets (#16 - 17):** The overall quantity of Community Centre space within the system.

### WHAT IS THE PURPOSE OF THE OPTIMUM LEVEL OF SERVICE TARGETS?

The Targets outline aspirational and optimal levels of service that will be provided to residents of Vancouver, with the objective of ensuring all residents can benefit from the ongoing public investment in these facilities in a multitude of ways. The Targets will support planning, both in terms of providing the infrastructure itself and ensuring that the opportunities available at current and future Community Centres are of optimal quality and accessible to all. Some targets will be applicable at a neighbourhood level while others will be used across a broader geographic context (district or city-wide system). Putting in place service level targets also helps ensure quality and consistency while recognizing the uniqueness of the city's many diverse neighbourhoods and interests.



## FOUNDATIONAL SERVICE TARGETS (1 – 7)

Target	Description	How might we measure this on an ongoing basis?
1. Awareness of Community Centres	All individuals within the community know about their Community Centre and which types of services can be accessed in or through it.	<ul style="list-style-type: none"> <li>• Ongoing public engagement (e.g. survey every 2-3 years to test this Target)</li> </ul>
2. Welcoming, Safe, and Inclusive Community Centres	All Community Centres are inclusive and equitable places that individuals feel safe and welcome at to access services within or through the Community Centre. Sufficient mechanisms exist to address financial, physical, cultural and social barriers and all equity seeking segments of the community.	<ul style="list-style-type: none"> <li>• Ongoing public engagement (e.g. survey every 2-3 years to test this Target)</li> <li>• Targeted engagement with Community Centre users (e.g. intercept surveys, focus groups, other methods that can garner perspectives from vulnerable and equity seeking residents, etc.)</li> </ul>
3. High Levels of Use	A high proportion of the individuals in every community actually experience a Community Centre and its services and feel that they benefit directly from that use.	<ul style="list-style-type: none"> <li>• Enhanced data collection and management processes (ability to comprehensively analyze users and uses)</li> <li>• Ongoing public engagement (e.g. survey every 2-3 years to test this Target)</li> </ul>
4. Users Represent the Entire Community	Those that experience their Community Centre represent the entire community and there are no segments of the community that are underrepresented within the user group.	<ul style="list-style-type: none"> <li>• Enhanced data collection and management processes (ability to comprehensively analyze users and uses)</li> <li>• Community analysis and data analytics</li> <li>• Outreach to vulnerable and equity seeking residents</li> </ul>
5. High Levels of Community Support	Everyone, including those that don't use them, support Community Centres and believe that they benefit them indirectly by creating a better community in which to live, work and play.	<ul style="list-style-type: none"> <li>• Ongoing public engagement (e.g. survey every 2-3 years to test this Target)</li> <li>• Engagement findings from recreation, culture and wellness planning projects</li> </ul>

Target	Description	How might we measure this on an ongoing basis?
6. Adaptive to Changing Needs	As the community changes over time the services in the Community Centre evolve in response and are constantly adapting to meet current needs and deliver optimum public goods in a cost-effective manner.	<ul style="list-style-type: none"> <li>• Community Centre staff feedback</li> <li>• Targeted engagement with Community Centre uses (e.g. intercept surveys, focus groups)</li> <li>• Ongoing analysis of space and programming utilization</li> </ul>
7. Decolonization and Reconciliation	In 2016, the Vancouver Park Board adopted eleven reconciliation strategies in response to the Calls to Action provided by the Truth and Reconciliation of Commission of Canada (TRC). Community Centres in Vancouver will be required to align with the Park Board and City's commitment to decolonization, reconciliation, and understanding and reflect the diverse range of Indigenous identities, culture and traditions throughout their operations.	<ul style="list-style-type: none"> <li>• Demonstrated alignment with the Park Board's eleven reconciliation strategies (as reflected in an annual report or regular assessment of alignment)</li> </ul>



## PLANNING SERVICE TARGETS (8 – 15)

Target	Description	How might we measure this on an ongoing basis?
8. Public Benefits Realized	All Community Centres strive to deliver specific public goods and measure, at least subjectively, the range and extent of the public goods delivered.	<ul style="list-style-type: none"> <li>• A standard list of benefits will be developed and used to assess alignment (e.g. the number of benefits achieved)</li> </ul>



Target	Description	How might we measure this on an ongoing basis?
<p>9. Appropriate Neighbourhood Level Opportunity Mix</p>	<p>Within each Community Centre there is an appropriate mix of multi-purpose and dedicated use spaces.</p> <p>For example, every Community Centre will have:</p> <ul style="list-style-type: none"> <li>• At least one large clear span hall or gymnasium (space that can accommodate recreation as well as community events, performances, etc.)</li> <li>• Multi-purpose spaces that can accommodate a variety of uses (including arts and cultural activities, socializing, community functions, etc.).</li> <li>• Fitness centre</li> <li>• Food preparation space or small kitchen</li> <li>• Youth spaces</li> <li>• Seniors spaces</li> </ul>	<ul style="list-style-type: none"> <li>• Ongoing assessment of the inventory vs. this Target</li> </ul>
<p>10. Appropriate District Level Opportunity Mix</p>	<p>At a District level there will be at least one of some additional space types that can serve a broader area of the city.</p> <p>Examples of these spaces could include:</p> <ul style="list-style-type: none"> <li>• A double gymnasium (regulation gymnasium that can serve athletics and sport purposes)</li> <li>• Dedicated arts and craft studio spaces</li> <li>• Full scale community kitchen</li> <li>• Larger fitness centre</li> <li>• Specialty spaces for training and sport performance</li> <li>• Theatre space</li> <li>• Gallery and/or public art space</li> </ul>	<ul style="list-style-type: none"> <li>• Ongoing assessment of the inventory vs. this Target</li> </ul>

Target	Description	How might we measure this on an ongoing basis?
11. Proximity to Most Residents	Community Centres are located centrally within the communities they serve and are easily accessible without the use of a private vehicle. Community Centres are also equipped with amenities that promote active transportation (e.g. bike rack and bike storage).	<ul style="list-style-type: none"> <li>• Analysis of walkability and public transit access conducted every 5 years</li> </ul>
12. Accessible, Equitable, and Inclusive Infrastructure	Community Centres are designed and constructed to be inclusive for all individuals. Auditory, visual, physical, and sensory features make these facilities accessible for individuals with all types of disabilities. Facility amenities such as washrooms consider gender and sexual equity and common spaces are designed to ensure all individuals feel safe, welcomed, and included.	<ul style="list-style-type: none"> <li>• Community Centres demonstrate alignment with the City's Equity Framework (2021)</li> <li>• Up to date accessibility audits of all Community Centres</li> </ul>
13. Co-Location Opportunities Maximized	Scarce available public land is optimally used by co-locating synergistic service delivery assets to the greatest extent possible. Doing so helps reduce development and operational costs and maximized the public benefit of these spaces (helping to achieve other previously noted Targets). Examples of common Community Centre co-location synergies in Vancouver include pools, arenas, child care, sports fields, park space, and schools.	<ul style="list-style-type: none"> <li>• Co-location continues to be a key consideration in the planning process</li> <li>• Community Centres that have co-location synergies are able to clearly articulate the quantitative and qualitative benefits of these spatial relationships</li> <li>• Available data supports the benefits of co-location (e.g. engagement findings, utilization data, etc.)</li> </ul>
14. Fully Usable and Adaptable Spaces	Spaces are sized, finished and organized within each Community Centre in a manner which fosters optimal use and maximum flexibility for alternative future uses. Community Centre spaces are also designed to fulfill emergency purposes (warming shelters, cooling shelters, clean air shelters, use during extreme climate events, etc.).	<ul style="list-style-type: none"> <li>• Utilization data (reflects that Community Centres maximize space use and look for alternative uses when space is underutilized)</li> <li>• Tangible best practice examples exist of previously underutilized space being transformed to maximize value and benefits</li> </ul>



Target	Description	How might we measure this on an ongoing basis?
15. Sustainability and Climate Leadership Targets Met	Each Community Centre uses the least amount of resources possible to achieve the public good that it delivers.	<ul style="list-style-type: none"> <li>• Ongoing energy efficiency audits and reviews</li> <li>• Alignment with Park Board and City targets and policies including the Renewable Energy Strategy and Green Operations Plan</li> </ul>

## SYSTEM WIDE SERVICE TARGETS (16 - 17)

Target	Description	How might we measure this on an ongoing basis?
16. Overall Space Provision Target	<p>Analysis re-affirms that in general, the VanPlay Asset Target of 1.2 sq. ft per capita of Community Centre remains appropriate. This Target suggests that a significant amount of additional space will be required over the next 20 years to accommodate growth and will need to be added through a combination of new, renewed, and enhanced Community Centres. Also, since there is currently inconsistency in delivering that Target across the City, over time that variance either needs to be justified (in the name of equity of outcomes) or reduced.</p> <p>It is also important to note that the provision of Community Centre helps achieve other city-wide Targets (as identified in their relevant planning documents) for a variety of recreation, sport, arts and cultural spaces.</p>	<ul style="list-style-type: none"> <li>• Reviewing alignment with the Target specific to Community Centres on an ongoing basis as new, renewed, and enhanced Community Centres come online</li> <li>• Assess city-wide space Targets for other types of recreation, sport, arts and cultural spaces on an ongoing basis as relevant to the Community Centre context</li> </ul>

Target	Description	How might we measure this on an ongoing basis?
17. Spaces that Support a Diversity of Uses	Community Centre infrastructure needs to support three types of activity use: drop-in use (e.g. spontaneous / unstructured play, participation in non-registered programming, etc.), registered programming, and group rentals. While at this time we are not suggesting a specific proportioning of space to ensure flexibility and reflect different needs in different areas of the city, most Community Centres within the inventory should provide sufficient space to support all three of these activity types.	<ul style="list-style-type: none"> <li>Enhanced data collection and management processes (ability to comprehensively analyze use by activity type and cross-reference this data with current amenities and spaces)</li> </ul>



# 3. DRAFT PRIORITIZATION APPROACH

## OVERVIEW OF THE DRAFT PRIORITIZATION APPROACH

The draft Prioritization Approach is focused on determining priorities for Community Centre renewal as defined below.

**Community Centre renewal is the replacement of an existing facility. The replacement could be larger or smaller, and in the same or a new location as required to best meet service need.**

Capital enhancement of existing Community Centres (expansion and/or retrofit of an existing facility to improve service levels, meet emergent needs, and/or address gaps) and capital maintenance projects (replacement of building systems with the goal of extending the useful service life of a facility, reducing associated operating costs, enhancing environmental sustainability, and addressing physical accessibility issues) are not within the intended scope of the Prioritization Approach. The Optimal Level of Service Targets outlined earlier in this document provide a basis from which to prioritize projects within these two important sub-categories of capital investment in Community Centres.

## WHY DO WE NEED A FORMALIZED APPROACH TO DETERMINING COMMUNITY CENTRE PROJECT PRIORITIES?

Vancouver has 27 Community Centres, many of which are aged and will require capital investment (see definition of capital investment later on in this glossary of terms). Like most municipalities, the City and Park Board have finite resources and will not be able to undertake all desired capital investment. Establishing a transparent approach for determining Community Centre renewal and new build priorities that is data driven and based on maximizing community benefits will help justify future investment by providing a clear rationale and justification.

The draft Prioritization Approach is based around three overall steps as explained by the following graphic.





## STEP 1: PRELIMINARY IDENTIFICATION OF POTENTIAL COMMUNITY CENTRE PROJECTS

This step will result in a list of Community Centres that will proceed through to Step 2 of the scoring process. We are suggesting that the following types of Community Centre projects be excluded from this list of potential projects:

- **Community Centres that will not require capital renewal for 20 or more years (based on the facility condition assessment data and building life expectancy).** These facilities are not short or medium term priorities for renewal and recreation, culture and leisure trends, utilization levels, and other community dynamics that will impact need cannot be accurately predicted beyond a 20 year timeframe. *\*Exceptions may be made if sufficient supporting rationale exists to indicate that a Community centre, while not requiring renewal based solely on condition and life expectancy, has significant functional challenges and poor level of alignment with the Optimum Level of Service Targets*
- **New Community Centre projects that are already approved for funding and/or reference in existing Park Board or City planning.** Many of these projects are being funded through the development process and/or have already had their needs and benefits validated through previous study.



## STEP 2: SCORING AND INITIAL RANKING OF POTENTIAL COMMUNITY CENTRE PROJECTS

This step is based around four overarching **Prioritization Principles** that reflect foundational, static truths for determining Community Centre project priorities. Each Prioritization Principle has a set of **Prioritization Criteria** that are measurable and can be scored, resulting in the initial ranked list of projects.

***Note: Potential weighting has not yet been determined (if “weighting” is applied some Principles and/or Criteria would be elevated within the scoring process). We first want to confirm the Principles and Criteria before determining how weighting may be integrated. The specific scoring metrics will also require further analysis and determination to make sure we come up with a way to score the Criteria in the most equitable and accurate manner.***

## DRAFT PRINCIPLES AND CRITERIA

<b>Principle #1: Quality Infrastructure</b>	
<b>Criteria</b>	<b>Potential Scoring Considerations</b>
Condition Assessment	Using established condition assessment metrics from the City's Real Estate and Facilities Management department.
Seismic	Seismic risk as per the City's Real Estate and Facilities Management department.
Sustainability and Climate Leadership	The existing resource intensity of Community Centres and alignment with the City and Park's Board's commitment to sustainable practices.
Primary Emergency Use Requirements	Some Community Centres in the City are officially designated as primary response centres and required to support emergency preparedness and response.
Supports Important Alternative Uses	Community Centres capacity / ability to adequately serve important and emergent alternative uses would receive a higher score (e.g. cooling centre, warming shelter, clean air shelter, etc.).

<b>Principle #2: Demonstrated Service Need</b>	
<b>Criteria</b>	<b>Potential Scoring Considerations</b>
Alignment with the Optimum Level of Service Targets	Alignment with the Optimum Level of Service Target (specifically the Planning Service Targets). <i>It is important to note that the assessment of alignment with the Planning Service Targets would take into account physical accessibility and space functionality considerations.</i>
Service Gaps	Review of service levels on a District basis (e.g. Does the Community Centre serve an area of the city that is underserved relative to the 1.2 sq. ft. per capita target?).
Growth Indicators	Some areas of the city are anticipated to receive higher levels of growth which will impact Community Centre needs.

<b>Principle #3: Equitable and Inclusive Infrastructure for All</b>	
<b>Criteria</b>	<b>Potential Scoring Considerations</b>
Recreation and Active Living Equity	VanPlay's Equity Initiative Zones (or a similar spatial analysis approach that layers multiple equity considerations like income, access to recreation opportunities, and other socio-economic considerations) can identify areas of the city with the highest proportion of equity seeking residents.
Transit Access	Community Centre that are located within walking distance of current or planned transit routes would be scored favourably under this Criteria.
Provision of Critical Services	Community Centre that fulfill a critical social and community service functions would score favourably (e.g. connect individuals with services, offer respite, offer food service programs, etc.).

<b>Principle #4: Efficient Use of Land Resources</b>	
<b>Criteria</b>	<b>Potential Scoring Considerations</b>
Siting Synergies - Indoor Recreation and Culture Infrastructure	This scoring criteria would favourably consider Community Centres that are co-located or directly adjacent to pools, arenas, theatres, libraries, child care centres, urban plazas, etc.
Siting Synergies – Partner Infrastructure	This scoring criteria would favourably consider Community Centres that are co-located or directly adjacent to schools and other partner infrastructure.
Support Amenity Considerations	Community Centres are important hubs that support adjacent outdoor amenities like sports fields, park spaces, and outdoor aquatics amenities (e.g. by providing washrooms, change rooms, complementary indoor program and staging space, etc.). The current site context of Community Centres relative to these uses will be considered as part of this scoring Criteria.





### STEP 3: ADJUSTMENT (IF NECESSARY) TO ENSURE GEOGRAPHIC BALANCE

The Step 2 scoring and initial ranking may require adjustment to ensure geographic balance of capital investment in renewal projects (e.g. if Step 2 results in a ranked list of Community Centres projects that are all in one area of the city). A set of clear and transparent rules will be established to undertake this adjustment if required.



### PRIORITIZATION APPROACH OUTCOME (FINAL PRIORITIZATION RANKING)

A ranked list of Community Centre projects will be reflected in the Strategy and used to inform capital planning undertaken by the Park Board.

