

City of Whitehorse

COUNCIL POLICY

POLICY: CANADA GAMES CENTRE & INDOOR FACILITIES OPERATIONS

PURPOSE: To outline operational philosophies and principles for the Canada Games Centre (CGC) and indoor facilities, and to provide the framework by which facility operations will be carried out, including fees and charges rationale.

AUTHORITY: Council Resolution #2011-07-03 dated April 11, 2011

CGC AND INDOOR FACILITIES OPERATIONS POLICY

POLICY STATEMENT

1. The City of Whitehorse owns and operates the CGC and Indoor facilities which include the Takhini Arena and the Mount McIntyre complex. The City shall ensure the delivery of operational services in the most fiscally responsible and efficient manner possible with the goal to provide the greatest possible public good with the resources available.

OPERATIONAL PHILOSOPHY

2. The City believes that publicly supported recreation, cultural and social programs and services are a legitimate public service which results in both direct and indirect benefits to all citizens and is therefore worthy of public support. Further:
 - The CGC is operated as a multi-faceted spontaneous use recreation facility and is based on a membership model of operations.
 - The CGC and indoor facilities are instrumental in providing accessible social and cultural opportunities for residents (e.g. Remembrance Day Ceremonies, Family First Night).
 - Through indoor facilities the City provides a *public service* that it believes results in direct and indirect benefits to all citizens (e.g. health of the community and its members, quality of life, social gathering, attracting people to the City)
 - The City follows the principle that focuses resources on meeting the greatest amount of public good per dollar of investment.

Public Good is determined by the service outcomes derived from the programs and services delivered within the facilities. The service outcomes apply to the whole community in all of its parts. Healthy, engaged infants, children, youth, adults and seniors of all backgrounds and cultures contribute to the public good.

A balanced approach to providing a social, recreational and cultural venue and services provides the greatest amount of public good.

The driving concepts in the policy are:

- Working in partnership with individuals, groups and organizations
- Encouraging events and celebrations.
- Supporting local groups and organizations in coordinating and organizing bookings and events.
- Enabling the growth of individuals and families through access to recreation and social activity.
- Educating citizens about healthy lifestyles and implications.
- Fostering accessible access to programs and services.
- Organizing activity and opportunity based on the principles of greatest public benefit, accessibility, convenience and safety in a friendly and welcoming, clean environment.
- Providing a spectrum of “membership” options to fit a variety of needs (annual, monthly, 10 punch, daily and “pay for program” options) for individual involvement.

OBJECTIVES:

3. The objectives of this policy are:

- To provide direction for administration on desired outcomes for the operations.
- To provide a common understanding of the priorities and approach for managing the growth of the public usage of the facilities.
- To reduce potential conflicts regarding usage and outcomes from the provision of services to citizens.
- To maximize the growth and cost effectiveness of the services provided.
- To strive for maximum benefit for all citizens.

DEFINITIONS:

4. In this policy:

“AGE DEFINITION POLICY” means the Council Policy with the purpose to standardize age definitions for City departments when charging for fees for services.

“ARENAS” mean the indoor and ice rinks, including Takhini Arena the Canada Games Centre ice surfaces.

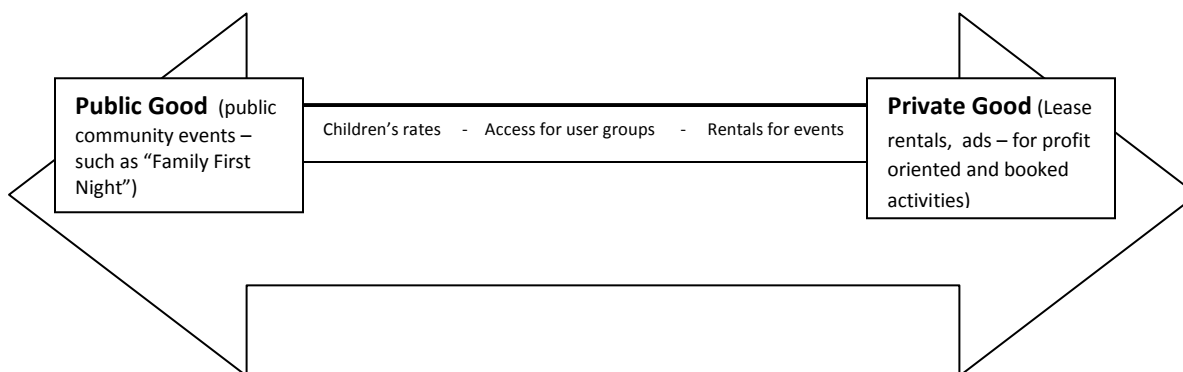
“BENEFITS-BASED APPROACH” means the degree of public good with direct and indirect benefit to all is considered and utilized in decision making.

“CITY” means the municipality of the City of Whitehorse.

“CORPORATE” means a group/business/entrepreneur carrying on any business or industrial undertaking of any kind or nature for the provision of professional, personal or other service for the purpose of profit or gain.

“COUNCIL” means the duly elected Council of the City of Whitehorse.

“CONTINUUM OF SERVICE” means the range of services between Public and Private Good. (e.g. free access for Remembrance Day on one end and facility rental for a private auto show on the other). This is demonstrated visually on a linear model (below).



“DIRECT BENEFITS” means benefits to the end user of a program or service. Usually referred to benefits derived from individuals engaged in fee for service programs and services.

“FACILITATION” means the assisting or guiding of groups in the process of organizing and planning so that they achieve their desired goals or outcomes in a more effective way. Facilitation makes a process more efficient and more effective, saving time, money, and effort as well as producing better results.

“FACILITY” means a physical entity that is built, installed or established to serve a particular service/purpose.

“INDIRECT BENEFITS” means benefits to all citizens from which they cannot escape (includes intangible benefits such as increased community health; lower crime; community pride)

“MEMBERSHIP MODEL” means the operational model that provides public access to various areas and services in the facility (child play area, leisure ice, wellness centre, running track and pool lanes) for one cost.

“NON-PROFIT/COMMUNITY GROUP” means a group/organisation with non-profit status as defined in the Societies Act or a not for profit community group providing cultural, recreational, social, sport activities with the direct benefit to the participants. The group could be adult, youth and family oriented.

“OUTCOMES” means the end result product (e.g. inclusiveness, affordability, healthy involved community)

“PARTNERSHIP” means two or more organizations with a common goal that combine the resources of time, talent or treasure to achieve their goal. The “goal” in this case is usually the delivery of programs and services to people in a more effective way than either partner could deliver to their constituents by themselves. Effective partnership allows for more efficient delivery with the resources available.

“PRIME TIME” means a time of day known to result in maximum usage. Actual times are further defined in the Fees & Charges Bylaw as amended from time to time.

“PRIVATE GOOD” means the intent of personal financial gain (e.g. retail space, wedding receptions, conventions, trade shows)

“PUBLIC GOOD” means a public service that results in direct and indirect benefits/public good to all citizens in the community some of which are directly tangible and other benefits that may be intangible.

“PUBLICLY SUPPORTED RECREATION SERVICES” means an opportunity to engage in an activity during one’s leisure time that meets a need and may contribute to public good. It would include sports and fitness activities as well as learning opportunities, special events and socializing.

“SPONTANEOUS USE” means the provision of spontaneous recreational opportunities as opposed to programmed/structured opportunities such as sports leagues or scheduled public swim or skate times.

AUTHORITY:

5. City Council Shall:

- Establish and adopt the CGC and Indoor Facility Operations Policy
- Annually review and adopt CGC and indoor facility fees as established by the Fees and Charges Bylaw
- Annually review and adopt the operation and capital budgets through the established City budgeting process.
- Monitor progress by regular reports on the level of service and performance

6. Administration shall:

- Allocate and distribute resources to achieve set levels of performance
- Manage the budget
- Monitor and report on the performance of the operation
- Determine the best way to manage resources and space to maximize unit performance
- Identify opportunities for growth and efficiency in the delivery of service

- Recommend changes to fees, policies or priorities, as identified and appropriate to City Council for consideration to maximize performance of the facilities and services
- Incorporate the philosophy of facility use as follows:
 - Maximize use of all areas of the facility with all user groups, community organizations and programming.
 - Ensure membership areas (child play area, leisure ice, running track, wellness centre, lanes of pool) have a degree of spontaneous public access at all times.
 - Balance booking of areas in conjunction with user groups, sporting organizations, cultural events, non-sporting events and public use.
- Manage the bookings and user guidelines in consultation with stakeholders.

PUBLIC/PRIVATE SERVICE DELIVERY PRINCIPLES AND PROCESS

7. A practical way to address public/private service delivery issues and options is to consider each situation on a case-by-case basis. To ensure as practically possible that programs are delivered in accordance with this policy a communication link shall be maintained between the City and private operators, where such communication is requested. The City will maintain an analysis of programs and services provided in the community which is to be updated on a seasonal basis. A principle based foundation complements the benefits based philosophy that the City has previously adopted. It also provides a direct link to desired outcomes in service provision and program delivery.
8. The Decision Process works as follows:
 - Requests for enhanced or new service delivery, and private sector use/service delivery would be forwarded to the Associate Manager of Indoor Facilities
 - Using the principles and guidelines as outlined in this policy, the Associate Manager Indoor Facilities conducts a preliminary assessment of the issue/request to determine if the matter should be dealt with at the staff level or referred to the City Manager for policy clarification. An assessment report is prepared.
 - The assessment report is reviewed by Administration and shall include a recommended response.
 - A response is sent to the proponent including reasons for the decision reached.

9. Public/Private Principles

In determining whether or not the provision of a public recreation service is beneficial or potentially unfair competition, the following principles will be considered:

- On the public/private service continuum, public benefit should take precedence over private benefit.
- Where there is excess capacity (facility space/resources), private use and service delivery options may be considered on their individual merits after community requirements and benefits are satisfied.
- Public access to facility use and program service delivery should not be compromised to accommodate a private request. Community public benefit trumps private use.
- Where there are competing private sector interests and excess capacity exists, the private sector proposal that offers the greatest public benefit and is most consistent with desired public outcomes will get precedence.
- Where the City identifies a potential private sector business opportunity where it already exists in the community, it should be put out for competitive public process first.
- Failure of the private sector to respond to a public proposal/tender opportunity will be considered tacit agreement that the City may pursue other options to fulfil recreation service requests.
- Where the City initially establishes a program or service, following all of the appropriate considerations, it will not be expected to go out for public proposal/tender when a private operator becomes interested in the opportunity.
- “One off” major special event requests for facility use that are supported by City Council, should take precedence over ongoing activities (“One Off” examples include. Hockey Day; Spruce Bog).
- Private use booking requests should only be considered where the public benefit is positive or neutral.

10. Evaluation Factors

In evaluating a request or issue, the Associate Manager Indoor Facilities shall carry out an evaluation and consider all relevant factors that may include:

- **For a request from the public for a new/enhanced program/service the following factors will be considered and rated on a scale of 1-5 (5 being most beneficial):**
 - Does the nature of the request involve an appropriate activity consistent with City service delivery objectives?

- Has a precedent already been established and were desired community benefit outcomes achieved?
- Is there demonstrated unsatisfied demand and is the nature of the demand or use request such that public facility use is the only practical option?
- Is there a partnership opportunity that would satisfy both the public and private sector goals, meet the unsatisfied demand efficiently and cost effectively?
- Can the City offer an enhanced service efficiently?
- Have similar requests or issues been brought forward before and is the recommendation consistent with previous decisions?
- Are there any unique circumstances or benefits that warrant consideration in evaluating the request?
- If a public benefit has been demonstrated, have the merits of a contract out/contract in option been considered?
- **For a new opportunity for a private business to operate a business space in City facilities the following factors will be considered and rated on a scale of 1-5 (5 being most beneficial):**
 - Does the private sector already offer a similar service now?
 - Is there a partnership opportunity that would satisfy both public and private sector goals, meet the unsatisfied demand efficiently and cost effectively?
 - Have similar requests or issues been brought forward before and is the recommendation consistent with previous decisions?
 - Are there any unique circumstances or benefits that warrant consideration in evaluating the request?
 - If a public benefit has been demonstrated, have the merits of a contract out/contract in option been considered?
 - What is the public benefit to providing this private service?
- **For a private business that wants to utilize City facilities to deliver their business the following factors will be considered and rated on a scale of 1-5 (5 being most beneficial):**
 - Private businesses will be required to provide proof of all applicable liability insurance before a request will be considered.
 - Is the private sector business the sole service provider?
 - Does the facility private use request cover all operational costs and include compensation for displaced and/or inconvenienced users?
 - Is there a partnership opportunity that would satisfy both public and private sector goals, meet the unsatisfied demand efficiently and cost effectively?

- What is the public benefit to providing this private service?
- Have similar requests or issues been brought forward before and is the recommendation consistent with previous decisions?
- Are there any unique circumstances or benefits that warrant consideration in evaluating the request?

PUBLIC RELATIONS & COMMUNICATION

11. Public Relations & Communication as follows:

- Schedule Information: 667-4FUN (4386)
- General Inquiries/Registration: 668-8360 Fax: 669-8675
- <http://www.cgc.whitehorse.ca>
 - Hours of Operation
 - Membership & Rates
 - Location
 - Programs
 - Drop In Activities
 - Facility Layout
 - Facility Rental Fees
 - Meeting Rooms
 - Calendar of Events
 - Facility Contacts
 - Active Living Guide

FACILITY FEES & CHARGES RATIONALE

12. Facility fees and charges rationale is as follows:

- The “Age Definition Policy” as adopted by Council will establish age groupings for facility fees and charges.
- Fees for City events that are public in nature and promote the social and cultural richness of Whitehorse will be covered by the City
- Fees will keep access affordable by subsidizing rates for child, youth and senior participation in recreation and social programming, maintaining accessibility (as per the Fees and Charges Bylaw)
- Fees will be based on balance between accessibility and effective cost recovery for the CGC as indicated by Council direction for cost recovery and stipulated in the Fees and Charges Bylaw
- Fees for Adult based programs will be based on full value (as per the Fees and Charges Bylaw)

- Fees for prime time bookings will be set to maximize return and defer use to other non-prime times. In order to maintain accessibility for children, youth and seniors during prime times the fees will be adjusted in an effort to strike a balance between accessibility and cost recovery. (E.g. if the regular rate is 50% of full cost, during prime time the rate may be adjusted to 75%)
- Fees for corporate use of space or time will be based on the value to the purchaser plus the cost of providing a publicly owned and subsidised space to private industry. Additional conditions may apply such as proof of liability insurance, etc.
- A booking group that qualifies for discounted fees will be charged the full rate when admission fees are charged to spectators of the activity.

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