

UEL

**NEW UNIVERSITY
ENDOWMENT LANDS
COMMUNITY CENTRE**

OPERATION, MANAGEMENT AND GOVERNANCE PLAN

Final August 7th, 2019



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INTRODUCTION



In September of 2018 the University Endowment Lands (UEL) commissioned the preparation of a governance and operating model for the proposed new Community Centre associated with a multi-use development expected to proceed into construction in the next year or two.

The new Community Centre, hereinafter referred to as the **UELCC**, will be built by the developer of what is referred to as *leləm*; a 22 acre parcel in Neighbourhood D of the UEL. However, it is intended to serve the entire UEL community. It is planned to have a total of approximately 15,000 sq. ft. of usable floor area and include the following six key activity spaces, as well as all support spaces required to optimize their use:

- **Informal lounge** associated with the entry foyer for casual use, displays, support for social and special events, studying, meeting friends and family before and after other uses;
- **Fitness centre** for drop in use, fitness programs, individual instruction;
- **Gymnasium** for drop in use, rentals by sports groups, programs of instruction, social and special events and large meetings;
- **Large multipurpose space** for drop in use, programs, rentals, social and special events;
- **Medium multipurpose space** for meetings, programs, rentals and social activities;
- **Small multipurpose space** for meetings, programs and rentals.

The size and scale of the UELCC represents a design capacity that was agreed upon by the community and the owner of the site during rezoning. However, in the consultants' analysis, it will have capacity sufficient to serve a broader market than the University Endowment Lands and will be required to serve that broader market to the degree necessary to optimize use and revenue to maximize operational efficiency. To illustrate this capacity situation, some comparators are provided in **Figure One**.

FIGURE ONE

CONTEXT FOR SCALING THE OPERATION OF THE UEL COMMUNITY CENTRE

COMPARATORS	AVERAGE SIZE OF COMMUNITY CENTRE	AVERAGE PRIMARY MARKET SIZE
Proposed New UELCC	15,000 sq. ft.	Scaled to serve a primary user population of about 6,000 residents in the UEL
Westbrook Community Centre	30,000 sq. ft.	Serves a population of 10,000
City of Vancouver has 23 Community Centres	30,000 sq. ft.	Scaled to serve a primary user population of about 25,000 residents each
City of Richmond has 8 Community Centres	30,000 sq. ft.	Scaled to serve a primary population of about 25,000 residents each
City of New Westminster has 3 Community Centres	30,000 sq. ft.	Scaled to serve a primary population of about 27,000 residents each
North Vancouver City and District have 7 Community Centres	30,000 sq. ft.	Scaled to serve a primary population of about 25,000 residents each

As **Figure One** suggests, it is likely that the proposed new UELCC, while focused primarily on serving and meeting the needs of the UEL community, will need to also generate some use of, and revenue from, underutilized spaces by soliciting use from the surrounding secondary markets. It is roughly half the size of typical community centres in the lower mainland and serves a primary population roughly one quarter the typical service market. However, that will change over time as the population in the primary market grows.

THE MARKET FOR THE NEW COMMUNITY CENTRE



The UELCC will be primarily positioned to serve residents of the University Endowment Lands (UEL). That market can be summarized as potentially 5800 individuals as shown in **Figure Two**.

FIGURE TWO

CURRENT AND PROJECTED POPULATION OF THE UEL

MARKET SEGMENT	POPULATION	TIMING AND COMMENTS
Neighbourhood A	550	Neighbourhood is almost all built out now and currently has about 530 residents in single family housing.
Neighbourhood B	400	Neighbourhood is almost all built out now and currently has about 375 residents in single family housing.
Neighbourhood C	350	Neighbourhood is almost all built out now and currently has approximately 320 residents in single family housing.
Neighbourhood D	4500	Neighbourhood is currently going through a new neighbourhood planning process, it currently has approximately 2000 residents, Ieləñ will add about 2200 more, and there may be other possibilities for further growth.
Total	5800	Should reach almost 6000 by about 2030 and then possibly grow from there.

Source: UEL Demographics

The residents of Neighbourhoods A, B and C are characterized as follows:

- Relatively long term, permanent, older residents in large single-family homes with an assessed value more than twice the Vancouver average;
- Because of the high assessed value of the homes, these residents are relatively affluent and more likely to already belong to private clubs where their recreation needs are currently being met;
- Average resident age is significantly higher than the region's average;
- Low incidence of dependent children in the home.

The current and future residents of Neighbourhood D are and will be somewhat different demographically. They can be characterized as follows:

- Much younger population than the average of the other neighbourhoods;
- Much more likely to have dependent children in the household;
- Due to high proportion of rental accommodation, these residents are more likely to be more transient;
- Due to the high proportion of multi-family housing, the level of affluence will, on average, be much lower, and more typical of the regional averages.

In addition to the above noted primary market, there will be several other secondary markets that could be potential users of the facility and should be pursued to fill capacity, generate revenue and render uses more economical. They are summarized in **Figure Three**.

FIGURE THREE

INITIAL SECONDARY MARKET FOR THE NEW COMMUNITY CENTRE

MARKET SEGMENT	POPULATION	TIMING AND COMMENTS
Residents of UBC Acadia and East Campus Neighbourhoods ¹	2,500	Neighbourhoods currently have about 2500 residents, will grow to about 7000 residents over the next 20 years and will be very close to the UELCC. There are no plans for this campus neighbourhood to develop its own community centre, so its residents will be quite likely to use the UELCC.
Residents of UBC Hampton Place Neighbourhood ¹	2,300	Neighbourhood currently has about 2300 residents with little potential for more. Residents are served by two campus community centres but in close proximity to the UELCC.
Residents of UBC Westbrook Neighbourhood ¹	7,000	Neighbourhood currently has about 7000 residents, will likely grow to about 12,500 residents over the next 10 years, but has its own large new Westbrook Community Centre. They will not be likely to use the UELCC unless it has some unique features or services or has a price advantage.
Residents of UBC Hawthorne Place Neighbourhood ¹	1,800	Neighbourhood currently has about 1800 residents and is likely to remain stable for the foreseeable future. It has its own community centre called The Old Barn.
Residents of UBC Stadium Neighbourhood ¹	3,500	Neighbourhood currently has no residents but will likely grow to about 3500 residents over the next 10 years. It will have its own community spaces and residents will be served by the Old Barn and Westbrook Community Centres. They will be quite unlikely to use the UELCC unless it has some unique features or services or a price advantage.
Student Residents on UBC Campus	12,000	Projected to grow to 17,000 over the next 10 years, they have excellent access to a wide variety of existing recreation spaces.
Residents of western neighbourhoods in the City of Vancouver ²	40,000	These stable neighbourhoods have their own community centres and are much less likely to use the UELCC unless it has some unique features or services or has a price advantage.
Total	69,100	While much larger than the primary market, this secondary market will be much less likely to use the UELCC.

¹ Source: UBC Community Profile 2017

² Source: 2016 Census data

Based on the primary and secondary markets detailed in **Figures Two and Three**, some assumptions can be made about the total potential user market in the short term and the longer term. Those assumptions are summarized in **Figure Four**. It shows that the residency of uses will change over time as the markets evolve. In the short term (i.e. the first ten years of operation) there will be some significant change in use as the UEL and UBC residents grow and evolve. The situation will likely become more stable after currently anticipated “build out” of capacity for residents in both primary and secondary markets. However, percentages can be misleading. For example, as use grows in parallel with long term population growth in other areas, use by Neighbourhoods A, B and C might remain constant in absolute terms, but as a percentage of the total use, their use would decline quite significantly.

FIGURE FOUR

SUMMARY OF SOURCE OF USERS OF NEW COMMUNITY CENTRE

MARKET SEGMENT	PROPORTION OF TOTAL USE FIRST FIVE YEARS	PROPORTION OF TOTAL USE IN FIFTEEN YEARS
Residents of UEL Neighbourhoods A, B and C	15%	9%
Residents of UEL Ieləñ	25%	50%
Residents of UEL Remainder of Neighbourhood D	30%	25%
Residents of UBC Campus	25%	13%
Students, Faculty and Staff of UBC	2%	1%
Residents of Western Neighbourhoods of the City of Vancouver	3%	2%
Total	100%	100%

While total use will certainly grow over time as the primary and secondary markets expand, the composition of that use will change.

RECOMMENDATION:

- Set Target Markets for New Community Centre to guide marketing efforts and measure performance as follows:
- Residents of UEL are the Primary Market
 - Stakeholders on UBC Campus are the Secondary Market
 - Residents of westerly neighbourhoods of City of Vancouver are a Tertiary Market.

A FRAMEWORK FOR DECISION MAKING

The new UELCC has been in the planning stages for more than two years. Several planning documents illustrate the original intent of the new facility and the process for bringing it to fruition. From these documents a vision and mission for what the centre is expected to be and the role it is expected to play can be articulated.

The recommended vision for the UELCC is: **A community of active healthy residents that celebrates its identity and spirit through community recreation.**

The recommended mission for the UELCC is: **To bring the community together through recreation.**

The vision and mission should be clearly articulated in all communications with patrons and stakeholders and should be used to “drive” decision making about how it should be operated, financed and governed.

The following points expand on the potential for the new UELCC and its expectations.

- The Community Centre should become analogous to **The Living Room** for the evolving UEL Community.
- It should be a **social focal point** where people gather, meet, socialize and access social and recreation services and supports and obtain information about the community.
- The facility will seek to understand and **respond to the needs** of the UEL community; **not simply responding to demands for service**, but proactively seeking to understand and respond to community needs for recreational services.

The last bullet above may require some amplification. There is a difference between being “demand driven” as private sector entities are, and “needs driven” as publicly provided services are. This distinction is articulated in further detail in **Appendix A and B**.



The UELCC will always be managed and operated in a manner which reflects the following fundamental principles and values which amplify and more fully describe the community's expectations.

- **Sustainability** - socially, economically and environmentally
- **Inclusivity** – accessible by all local citizens and their diverse ethnic, cultural, education and economic backgrounds, needs and abilities;
- **Ownership and Belonging** - a place where everyone will feel welcome, valued and have a sense of ownership and belonging and the responsibility that comes with that ownership
- **Volunteerism** - will be valued, celebrated and incorporated into the service delivery
- **Partnership** – is valued and the strengths of each partner are leveraged in a synergistic way
- **Responsiveness** – citizen driven and responsive to local needs

RECOMMENDATION:

Adopt the following framework as a foundation for operating the new Community Centre:

Vision:

A community of active healthy residents that celebrates its identity and spirit through community recreation

Mission:

To bring the community together through recreation

Values:

- Sustainability
- A sense of ownership and belonging
- Partnership
- Inclusivity
- Volunteerism
- Responsiveness

USES AND USERS

A facility is not an end in itself. It is a means to end. The desired end is the experiences that are accommodated within the facility. When planning for all uses and users there are several things that need to be considered. They are summarized under a number of subheadings below.

MODES OF USE

The UELCC, like other typical community centres, and like most recreation facilities, would operate in all three modes of use, namely:

- drop-in uses – where a user decides to use the facility for a recreational purpose on a use-by-use basis, whenever they wish (e.g. drop in fitness activities);
- program uses – where a user pre-commits (i.e. registers) for a series of recreational uses, often involving a leader or instructor;
- space rentals – where a group takes responsibility for (i.e. rents) a space for a specific period and controls the recreational uses and users of that space.

One of the most important aspects of Community Centre operation will be the **balance between the three modes of use**. The least expensive mode of operation is the rental mode. That makes it a default mode and an attractive way of operating the facility where budget pressures prevail. When spaces are primarily rented to community groups the types and amounts of use can be predicted more easily and less staff is required to manage the use. When program uses are added, more staff is required to plan and advertise the programs, register participants and then lead each program session. Also, when drop in uses are added, front desk reception and control staff are required to manage and control the entry of those users.

If the rental mode is selected as a primary operating format in order to save money, it is difficult to create the ambience that draws people into the facility without being members of a rental user group. Adding and balancing the other two modes vastly increases the range of users, makes the Community Centre more accessible and significantly increases the possibility of positioning the facility as a community social focal point and hub of activity where people feel welcome and can make decisions about use on a case by case basis. The most appropriate balance will be determined over time and as needs are clarified. However, as a place to begin the operation, the operator can use a mix which has become accepted in the Vancouver Community Centres and has been shown to work well as an appropriate mix as follows:

- drop-in uses 40 to 45%
- program uses 30 to 35%
- space rentals 20 to 25%

RECOMMENDATION:

Adopt a balance of the three modes of use to optimize ability to deliver on the mission



MARKET SEGMENTS TO SERVE

Users can be categorized demographically so that access by the entire community can be monitored and evaluated. One standard way of monitoring users is the following list of categories:

- Pre-School Aged Users – Under the age of six
- Children – Six to twelve years old
- Youth – Thirteen to twenty years old
- Adults – Twenty to sixty-five years old
- Seniors – Over sixty-five
- Families – One or two adults with pre-schoolers, children or teens

Since a community is composed of all age groups and family compositions, the success of the operation of the UELCC can be judged, in part, by the balance of services to all age groups and its focus on specific age groups deemed to be more important to long term success in realizing the vision. If one or more segments of the community are not coming to the UELCC, it is worth asking why this is so.

RECOMMENDATION:

Ensure all market segments are served in proportion to need.

PRIMARY CATEGORIES OF USE

All uses can be classified into categories to help organize programs and services and ensure balance and inclusivity in terms of areas of interest and need. One way of classifying all services is shown below.

- **Arts and Crafts** – Ideally, the UELCC should serve as a venue for creativity to flourish. It should be a place where visual, performing and literary arts can be learned, practiced and exhibited.
- **Social Opportunities** – Informal social gatherings and visits as well as more formally organized social events can and should be hosted and fostered within the UELCC in ways that bring people together, reduce isolation and nurture positive connections. It should be a place to meet new people as well as deepen existing connections.
- **Educational Opportunities** – If other agencies in the community are not providing opportunities to learn about important lifestyle or special interest subjects (e.g. financial planning, child care, nutrition, languages) the Community Centre should be positioned to provide such services.
- **Recreational Sports** – The UEL should be a place where people can be active individually (e.g. shooting baskets) or in groups (e.g. doubles badminton games), in informal activity (e.g. pickup throwing a frisbee) or more organized recreational level sports (e.g. teen volleyball night).
- **Competitive Sports** – Some will want a more formally organized sporting experience where competing against oneself (improving personal bests) or others (a team sport) is at least part of the motivation.
- **Fitness Services** – Both informal, self-directed fitness activity (e.g. use of an elliptical trainer) or more formal, leader-led (e.g. a yoga class) opportunities can and should be available at the UELCC.
- **Special Events** – Special events, especially those that have broad appeal and are free to users, can be an extremely important way of introducing new users to the facility and making people feel welcome.
- **Camps** – Multi-day camps operated during the summer and school holidays (e.g. mid term break) can be either quite general or themed specifically (e.g. robotics or arts and crafts) and each, as a specialty program area, can be a way of helping the community deal with child care while, at the same time, help young people learn skills, become active and feel better about themselves.
- **Extension Services** – Not everything organized by the UELCC needs to happen within its walls. There may be experiences that are organized to occur in other community venues (indoors and outdoors) and trips can be organized to other parts of the region.

RECOMMENDATION:

Ensure that the operation of the UELCC responds to all categories of interest in proportion to need.

In addition to the above categories of uses, some residents may wish to come to the centre simply for information or to meet others and then leave the centre. Also, volunteers will come to the centre as well as those who wish to access social services or attend meetings.

Also, some users may wish to simply drop in and sit in the lobby, watching others, visiting with acquaintances or making new ones. One should not have to have a specific reason to come to the centre, other than feeling comfortable there and knowing that there is something going on or others to be with. This “social focal point” effect of a community centre is a good thing. If it draws those that don’t have a specific purpose other than just “hanging out” that needs to be seen by the operator and the community as part of achieving its vision and mission.

It is also worth pointing out the possibility of some uses being organized on a more regional scale in collaboration with the Pacific Spirit Regional Park which is in close proximity.

One can cross reference the categories of uses and users described above with modes of use. Also targets can be set for how much use should occur under each category. The targets can be somewhat arbitrary to begin with and experience will allow for appropriate adjustments of the targets each year. What has been learned about overall needs in this project has been used to set some initial targets which are set out in **Figure Five**.

FIGURE FIVE

SUMMARY OF USE TARGETS AND MODES OF USE FOR EACH CATEGORY OF USE

CATEGORIES OF USE	ANNUAL TARGET FOR EACH CATEGORY	MODES OF USE		
		DROP-IN USE	PROGRAM USES	RENTAL USES
Arts and Crafts	10%	Primary	Secondary	
Social	20%	Primary		
Educational	5%		Primary	Secondary
Recreational Sports	15%	Primary	Secondary	
Competitive Sports	5%		Primary	Secondary
Fitness Services	30%	Primary	Primary	
Special Events	10%	Primary		
Camps	3%		Primary	
Extension Services	2%		Primary	

While the specific target use percentages can change over time, in response to new priorities and changing needs, setting targets and monitoring progress in meeting them can be used, in part, to measure success in meeting a wide range of needs proactively instead of more simply responding to demand expressed by large and/or highly organized groups of specific interests. If the UELCC concentrates most of its resources on only a few of the above noted eight categories, it is less likely to realize the vision of bringing everyone and all interests together. Smaller and marginalized segments of the community should also be served.

It is also possible to correlate the categories with the market segments, as shown in **Figure Six**. While this is not meant to exclude other segments, **Figure Six** can be useful in target marketing.

FIGURE SIX

SUMMARY OF PRIME TARGETS FOR EACH CATEGORY OF USE

CATEGORIES OF USE	MARKET SEGMENTS					
	PRE-SCHOOL	CHILDREN	YOUTH	ADULTS	SENIORS	FAMILIES
Arts and Crafts	Primary	Primary	Primary	Primary	Primary	Primary
Social	Primary	Primary	Primary	Primary	Primary	Primary
Educational			Primary	Primary	Primary	
Recreational Sports		Primary	Primary	Primary	Primary	
Competitive Sports		Primary	Primary	Primary		
Fitness Services			Primary	Primary	Primary	
Special Events						Primary
Camps		Primary				
Extension Services					Primary	

In addition to the above categories of use and market segments there are other aspects of use that need to be considered. They include:

- **Volunteerism** – In recreation there is a saying that “volunteering is the highest form of recreation”. This means that people volunteer in the hope of obtaining benefits that are similar to the benefits derived from recreating. Those include such things as feelings of competence and worth, feelings of being part of a community larger than oneself and feelings of making a contribution to something important. It will be vital to foster and manage as many volunteers associated with the UELCC as possible.
- **Minimizing barriers to use** – Any fees and charges policy needs to include some form of “safety net” to ensure that those in the primary market that can’t afford to use the UELCC are provided with a means of access. However, fees aren’t the only barrier to use. Barriers may be related to child care, feelings of isolation, lack of basic skills or lack of language. Constant vigilance must be maintained to identify any other barriers to use and respond with attempts to reduce those barriers.
- **Making community groups welcome** – Attempts to recruit existing and new community groups to use the UELCC as a base of operations supports community building. Attempts should be made to identify groups making a contribution to the community and approach each to try to get them to possibly host their board meetings at the new UELCC. It may be worth considering a policy that community groups have free access to the UELCC for not for profit board meetings.
- **Focusing on need as well as demand for use** – There is a distinction between simply reactively responding to demands for use and more proactively identifying community needs and strategizing on how to deliver services that will help to meet them. More on this important distinction is found in **Appendix A and B**.

There are also a few other considerations about use of the UELCC that the operator will need to include in the operating plan. They include:

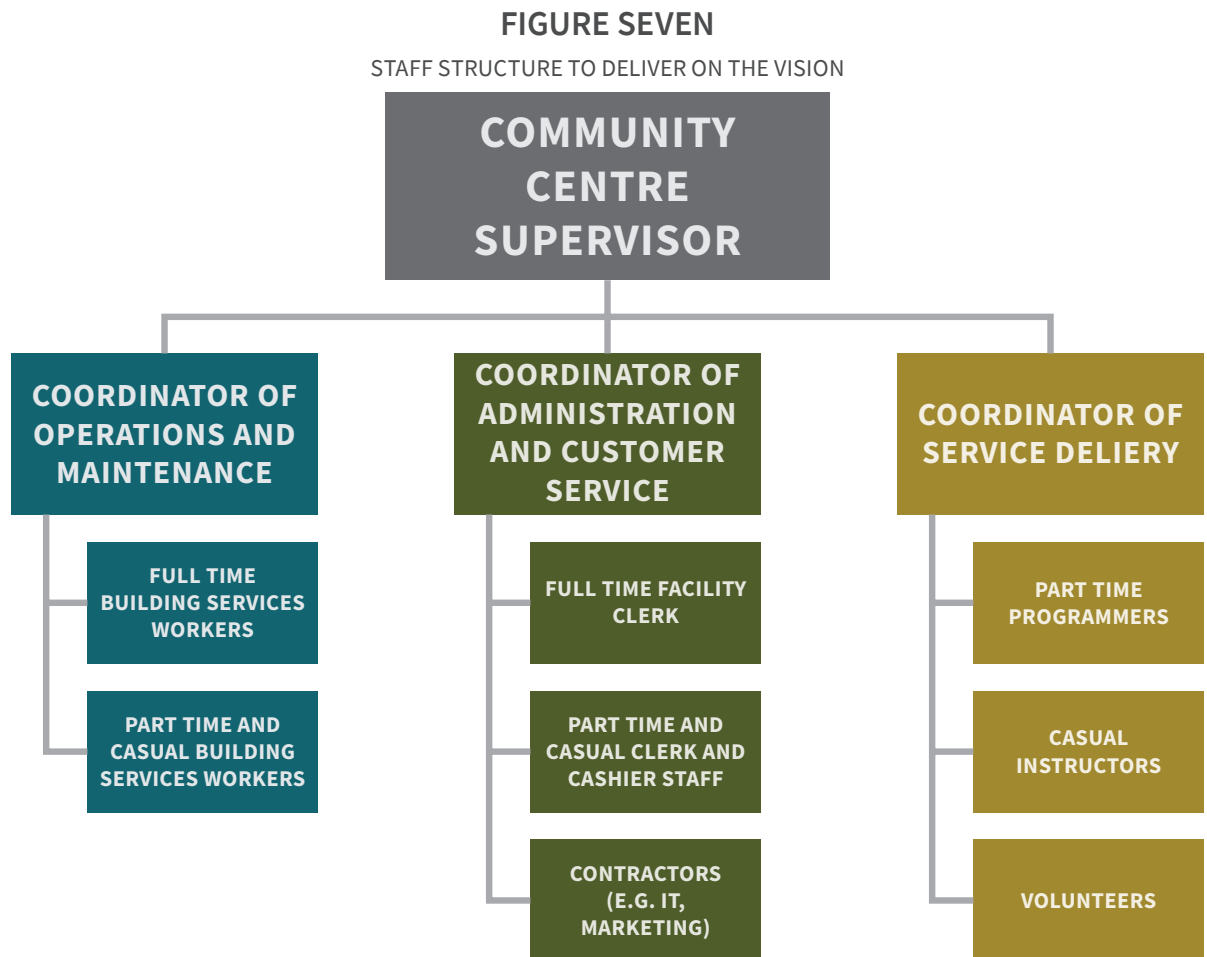
- A formal agreement with the local schools (and possibly the School Board) that encourages the reciprocal use of schools and UELCC and provides incentives for the schools themselves to make curricular and extracurricular use of the UELCC and for school students to perceive of the community centre as an extension of the school environment for before school, during school breaks and after school use of the UELCC. An interview with the principal of the closest school showed significant interest in this relationship and need for a space that would extend school activities as the school is in need of additional space.
- Formal agreements with several local not for profit and private child care operators to optimize use of the new UELCC during weekday daytime hours by pre-school aged patrons – while this may not result in much revenue, it could result in “loss leader” types of uses that generate other paid uses by the same families over time. There are several private and non-profit child care facilities within close proximity to the new UELCC.
- An agreement with the University Neighbourhood Association to collaborate on marketing of leisure opportunities within conjoined markets. An interview with senior staff of the UNA shows interest in such a relationship.

OPERATIONS AND MANAGEMENT

Overall responsibility and accountability for dealing with all uses and users and all operations and maintenance of the UELCC needs to be centralized in a single entity or position. One senior person needs to arbitrate between competing users and uses and ensure that operations and maintenance support all uses and users appropriately. All staff and volunteers active in the UELCC will report through some sort of organizational structure to this most senior person. For the purposes of this report, that position will be labelled as the **Community Centre Supervisor**. This title is consistent with the corresponding title in Vancouver Community Centres.



An appropriate structure that should be adopted to begin the operation is shown in **Figure Seven**. It can be adjusted as needs change and more is learned about where more and less resources are required.



The primary staff positions in **Figure Seven** are detailed below.

- **Community Centre Supervisor** who is responsible for overall operation and management of the facility and all the users and uses of it. This person will report to the Board of Directors and take direction from it on matters related to direction, policy, priority and service levels.
- **Coordinator of Operations and Maintenance** who is responsible for the facility operation and maintenance and its long term sustainability. The function also covers support for some uses including set up and take down of equipment. This person will report to the Supervisor and have some staff for coverage during all opening hours.
- **Coordinator of Administration and Customer Service** who is responsible for all administrative support and customer reception and cashiering. The function includes clerical work, managing finances, information systems and security of the facility. The person reports to the Supervisor and has staff for coverage of all opening hours.
- **Coordinator of Service Delivery** who is responsible for dealing with users and uses of the facility and the experience they have once they have passed the control point. The function includes scheduling uses, marketing, program planning and design and supporting user groups. This position reports to the Supervisor and has some casual and part time staff and volunteers who are responsible for specific program delivery.

In addition to the four key full time senior positions above, there will be two or three full time staff in two areas required in order to have coverage of responsibilities during all hours of operation:

- Reception, cashiering and facility control;
- Facility maintenance

There will also be several part time staff, contractors and many volunteers in areas such as:

- Reception, cashiering and facility control;
- Facility maintenance
- Program leadership and delivery
- Administration and marketing

RECOMMENDATION:

Adopt an operating model that incorporates a minimum of full-time positions and a maximum of part time, contract and casual positions to fulfill all operating and management requirements and maximize flexibility in staff scheduling.

OPERATING PROJECTIONS



Over time, a management and operations plan and budget will evolve based on feedback and experience with what works and what does not. However, initially, with no such feedback and experience, a set of assumptions has been used as a basis for developing a plan to open the building and operate for the first several months or a year. Once the assumptions have been articulated, estimates of operating costs and revenues can be made and recommendations for financing any shortfall added.

OPERATING ASSUMPTIONS

The material in the previous sections has been used to help quantify operating costs (including modes of use, target markets, staff structure) but several others are also required. The following assumptions are deemed as prudent.

- **Current dollars** – the opening date for the UELCC is not clear, so all operating expenses and revenues are expressed in current 2019 dollars. They will need to be adjusted when the opening date becomes clear.
- **Hours of operation** – Some spaces in the building (e.g. the fitness centre) will be available for access by members from 6am to 11pm seven days per week (360 days per year) using an electronic form of entry for members. However, the building will be staffed and completely open for about 85 hours per week from 9am to 10pm daily, with reduced hours on Sunday.
- **Pay rates** – rates for pay for community centre staff in the City of Vancouver have been used since the competition for staff will come from the same market.
- **Primary revenue source** – Annual Memberships are a means of ensuring stable revenue for operations and to encourage active, drop-in use of the facility. A membership would entitle a user to free and unfettered use of all drop-in type experiences (e.g. drop-in gym times and drop-in fitness centre use) as well as advance registration and possibly a discount for program uses. Ideally, such membership would be compulsory, but functionally it may be difficult to apply to all UEL residents. However, new strata developments that offer an opportunity for compulsory membership where it can be shown to the developer that use in the new facility is preferable to building and operating in-strata amenity spaces. If strata residents are required to pay for a membership, they will likely want some input to the operation of the facility in exchange for agreeing to compulsory membership (e.g. inclusion in a governance structure). In such cases strata members can be obligated to pay a monthly fee through their strata council budget as the UELCC is positioned as the major recreation space for those households. Similar memberships should be marketed to all other households within the UEL, and possibly outside of the primary market area. It is assumed that memberships from the secondary markets will be at the same price as for the primary markets initially, and in the longer-term, possibly at a premium as the UELCC fills up.

- **Membership fees** – For purposes of estimating operating revenues, a membership fee of \$40 per household per month has been used in 2019 dollars. This is somewhat lower than membership fees at community centres in Vancouver and elsewhere, but should be used as an average and should be a sufficient attraction to purchase memberships rather than pay drop in fees which would result in a higher per use fee.
- **Secondary revenue sources** – In addition to formal memberships, there will be revenue from program registration. There will also be a small amount of revenue from food and beverage machines, sales of a narrow range of equipment at the control desk and sponsorships for drop in sessions or special events.
- **Rental uses** – Local groups and individuals will want to rent space for a specific time through a contractual arrangement and then control uses and users. Examples include birthday parties, social events, sports practices and leagues and public meetings. Not all rentals will create revenues to the UELCC but most will.
- **Grants or other sources of revenue** – There will, from time to time, be situations and projects where ancillary revenues will be forthcoming on an intermittent basis. These include summer grants to hire students and grants for a specific community project.

ANTICIPATED OPERATING PROJECTIONS

If the previously noted recommendations are accepted and the above noted assumptions apply, operating costs and revenues can be estimated and summarized in **Figure Eight**.

FIGURE EIGHT
OPERATING PROJECTIONS

COST AND REVENUE CENTRES	ESTIMATE IN 2019 DOLLARS
Operating Expenditures	
Full Time Staff Costs (including benefits)	390,400
Part Time and Contract Staff	222,430
Administrative Services	55,500
Utilities	85,000
Building and Site Services	160,000
Programming Services	49,000
Subtotal	\$962,330
Operating Revenues	
Memberships of all kinds	500,000
Drop in Fees	55,000
Program Registration net of instruction	50,000
Space Rental	20,000
Miscellaneous Revenue	5,000
Subtotal	\$630,000
Net Operating Shortfall	\$332,330

The net operating shortfall is projected to be in the range of \$300,000 to \$400,000 each year and is most likely to be in the middle of that range. This operating projection assumes between 1,000 and 1,100 households paying an average of \$40 per month each for membership at full lelām buildout. However, there will be two factors that will be important in influencing the actual budget in initial years of operation.

1. The number of actual household memberships participating in the budget in each of the initial years will also be important. If one of the targets for memberships is new strata buildings, this revenue source will be based on the rate of construction and density of those units. If the target is the existing UEL households, this will be dependent on membership uptake (marketing). For each 100 household member units, the contribution to revenue is \$48,000 per annum.
2. Inflation between 2019 and the first year of operation could be an important factor in the actual first year budget as adjustments to accommodate inflation are cumulative. Based on the construction rate for the other lots in this phase of lelām, the Community Centre is likely to open in late 2021 or early 2022.

Because of the above two factors and any estimate error, the net operating shortfall estimated in Figure Eight needs to be used carefully. A more refined estimate will be possible only once the above two issues have been resolved.

FINANCING THE OPERATING SHORTFALL

In BC, virtually all community centres experience an operating shortfall that is financed through a local or regional tax levy. The most common approach is to estimate the annual tax support required at the beginning of each fiscal tax year (calendar year), translate that amount into a mill rate equivalent on all locally assessed property, and levy the tax on the basis of taxable assessment on each property. To illustrate that approach, if \$400,000 were raised on the 2019 total assessment of \$5B, then each property owner would pay about \$.08 for each \$1,000 of taxable assessment. An owner of a \$1M condo would pay a tax increase of \$80 annually and an owner of a \$10M home would pay \$800. However, as lelām will bring significant new taxable assessment into play, it will almost certainly result in a net contribution to the operating budget which far exceeds the net shortfall associated with the UELCC. Therefore, once lelām is complete, it is most likely that no significant increase in tax rates will be required to support this project.

RECOMMENDATION:

To fund the shortfall between all operating costs and all user revenues, the Province, through the UEL administration, should levy a tax on all taxpayers in the UEL. In 2019 dollars it is anticipated that this shortfall would have been in the order of \$300,000 to \$400,000. That number will change over time and will be dependent on the year the UELCC opens.

FINANCIAL RISK

The operating projections presented above should be seen as a tentative budget that will be refined over time to create something that better reflects the ongoing issues, changing market and needs. However, it will almost certainly require ongoing property tax subsidy if the vision is to be realized. It is possible that the final figures for operating costs after year one will be exactly as shown, but they may need to be increased or decreased in line with more use and therefore more revenue, or less use and therefore less revenue.

COMPARATORS

In 2008 a total of \$27M was invested in the operation of Vancouver's 23 community centres. That is just over \$1.1M per centre. They are, on average, about twice the size of the UELCC. But, due to several fixed costs, a centre half the size of another doesn't usually operate at half the cost. For example, a centre manager of a 15,000 sq. ft. community centre would likely not get paid half the salary of a manager of a 30,000 sq. ft. community centre. A 15,000 centre in the local region in 2008 might have cost about 60-70% of the Vancouver average. Adjusted for inflation over 10 years, that would likely bring it up to the \$1M figure in current funds which is significantly higher than what has been estimated herein.

Also, the overall cost of operating the Westbrook Community Centre in 2018 is in the range of \$1M and user revenue made up the vast majority of that total. UBC, which collects taxes on the campus homes, had to contribute a small amount to make up the difference.

ADDITIONAL EXPENSES

In addition to the capital costs which will be paid by the developer of the leləm project and the ongoing operating costs associated with each year's budget, there will some additional costs which need to be considered as follows:

- **F, F and E Costs: Furnishings, Fittings and Equipment** need to be procured and paid for before the UELCC opens. **The Statement of Design Requirements for the Community Centre**, a legal requirement for the leləm development, includes substantial provisions for F, F and E. While these were intended to be comprehensive, it is likely there will be costs that were not captured (e.g. office supplies, permit costs, janitorial supplies) that need funding.
- **Pre-Opening Costs:** Industry best practice is to retain senior staff well before the building is ready for operation and the remainder of the staff a few weeks before opening. A great deal of work is required by this staff to actually open the facility. Until it opens there is no operating revenue from users, therefore a pre-opening budget needs to be prepared and financed. It will include such elements as:
 - » The cost of incorporating and populating a new Society;
 - » Recruiting of staff;
 - » Pre-opening staff salaries and wages;
 - » Staff training;
 - » Purchase and development of such things as cash handling systems, maintenance programs, safety certifications, initial branding, registration software and marketing system.

GOVERNANCE AND MANAGEMENT



Governance is separate from management. There are several options for each. The final questions that need to be addressed relate to how the UELCC will be governed and managed as a package.

GOVERNANCE

The most important question in governance is who really is ultimately responsible for the operation. There are two primary alternatives here. The UEL administration can take ultimate responsibility for the operation, with a separate society responsible for high level strategic advice. Or, the separate society can take ultimate responsibility for the governance and operation of the facility subject to the Province deciding on how much tax support to provide in any given year. There are advantages and disadvantages for both models and both are common in BC. Both require a new Society which would represent the interests of various sets of stakeholders in the community. Both would have the Society taking a substantial role in the operation. The only substantive difference between the two options is whether the new Society is also the Employer of Record for the management of the facility. Many societies in BC have decided that they want to focus on the high-level operating issues; setting direction, determining operating standards, establishing policies and dealing with operating problems. However, they don't want the added responsibility of being the employer of the staff (or, alternatively, negotiating a contract with an outside operator – see next section). That is true in a majority of cases, and is true in the 30 community centres in Vancouver and Richmond. However, in other cases, these societies want to do all that is included in the forgoing example, but they also want to be the Employer of Record and take responsibility for the staff. That is the case in some of the Neighbourhood Centres in Vancouver.

While it may seem problematic that a Community Centre Supervisor reports to an entity representing the local government, while at the same time taking direction for most operating issues from a Society Board of Directors, this situation works well in most community centre operating models across BC. The Society can provide strategic oversight on major issues such as long range planning, setting operating standards, ratifying operating policies, dealing with tradeoffs in services for specific sets of interests, representing the community on all major issues and providing advice on the operating budget, without actually being the Employer of Record. In fact, adding this responsibility can overload a Society and incur so much additional risk and responsibility that it can significantly reduce the number of people willing to sit on the Society's Board of Directors.

In either of the above summarized options, a Society will be formed as a necessary vehicle for realizing the vision and mission and responding to the values of the UELCC. It should be composed of representatives of the local community including the major stakeholders that will help to finance it. In order to be sustainable, it must be connected to enduring local institutions that can provide funding. In order to foster volunteerism, the Board of Directors must be composed of local volunteers active in community life. In order to foster partnership it must include the major stakeholders in the long term success of the community. Therefore, the consultants recommend setting up a new society with the Board composed of the following:

- One representative of the UEL Administration;
- One representative of the UEL Community at Large;
- One representative of the rental/commercial property owner in Ielām, to ensure active cooperative engagement between the plaza, park and community centre;
- Representatives from the membership, either through strata corporations or elected by neighbourhoods, proportional to memberships which represent large segments of users and bring guaranteed sustainable members and member revenue;

As the major public tax underwriter of the UELCC, the UEL Administration will appoint the Chair for the Board.

The Board will then be responsible for long term sustainability and success in working towards its vision. It will provide strategic oversight by setting direction, ratifying operating policies, determining priorities and measuring progress; reporting to the community regularly on all of these matters. The UEL will ultimately take responsibility for each annual budget.

The structure of this society Board of Directors will need to be flexible so that as conditions, stakeholders, demographics and users change, change is also possible on the Board of Directors. Otherwise, it won't be "responsive" to changes in the community.

RECOMMENDATION:

A new Society should be created to operate the new UELCC; a society that represents and protects the interests of all significant stakeholders, yet is sufficiently flexible to change over time as the sets of stakeholders and their interests change. If the society is not willing to also shoulder the responsibility of being the Employer of Record, the UEL administration should shoulder that role.

MANAGEMENT

The Society (or the UEL – see previous section) will then determine how best to structure the management and operation of the facility. There are several options available for consideration. If the Society ultimately “owns” the operation and is the Employer of Record, it could either retain its own staff or contract the operation to a third party. Similarly, if the UEL administration “owned” the operation, it could either retain its own staff to operate or contract the operation to a third party.

OPTION A – CONTRACT WITH AN EXISTING LOCAL OPERATOR

One option would be to negotiate an operating agreement with the University Neighbourhoods Association. This existing non-profit society currently has operating agreements with UBC to operate two community centres and two playing fields on the UBC campus. It has an established organization, management systems, operating policies, track record and local knowledge. One additional advantage would be that the UELCC would be less likely to compete with and more likely to complement existing services and facilities in the area if they are all operated by the same organization. Another advantage to both sides is the potential for economies of scale which could reduce the cost of operating an otherwise stand-alone entity. Such economies of scale could reasonably be in the order of ten percent of the total operating cost. One disadvantage would be that the operation of the UELCC would potentially be integrated into a larger set of services rather than be focused specifically on the needs and interests of the UEL community. That issue would have to be addressed in any negotiations with this operator.

A somewhat similar option would be to contract with the recreation facility department of UBC. This entity currently operates a wide range of recreation spaces on campus. It has resources, expertise, a track record and local knowledge. The advantages and disadvantages of this option are similar to contracting with the UNA. However, UBC may have less interest in bidding on the contract and may have less direct experience in operating similar types of recreation spaces.

OPTION B – CONTRACT TO AN OUTSIDE ORGANIZATION

There are a number of private companies (e.g. Recreation Excellence) and outside non profit societies (e.g. Metro Vancouver YMCA) that currently operate recreation facilities on contract and some of them might be interested in negotiating with or bidding on a contract to operate the UELCC. There is less likelihood that such agencies will have any conflict of interest in terms of serving related communities or competing with similar facilities. However, there is also less local knowledge and less opportunity to complement those similar facilities that are in close proximity. There may be some economies of scale in this option that may conceivably be in the range of 5% of the total operating costs. But, this is less clear.

OPTION C – OPERATE THE CENTRE DIRECTLY WITH PROVINCIAL STAFF OR A UEL CONTRACTOR

Another option would be to retain staff through the UEL administration. This is a model that currently prevails for community centres throughout the lower mainland (see previous section). It is, therefore, a proven approach and one that guarantees ongoing sustainability. In such a model there would be no economies of scale, and the operating projections provided in an earlier section would apply. While the staff would be Provincial employees and the operating budget would be run through UEL accounts, the staff would take direction from the Society's board of directors for more than 90% of their efforts. In this option, because staff would be Provincial employees, their positions would have to fit within the Provincial civil service system where no relevant position descriptions currently exist. Adding such positions introduces a significant degree of complexity and reduces the flexibility that might be required when positions may require adjusting in the future.

OPTION D - OPERATE THE CENTRE DIRECTLY WITH UELCC STAFF

In this option, the society created to govern the facility will retain its own staff. In this case, the Society becomes an employer and assumes more risk and more operating responsibility than in Option C. In all other respects it has similar advantages and disadvantages as Option C.

Option C above is the option that is most common in BC. While a few communities operate as in Option D where the local government authority provides a grant to a non-profit society that operates the facility, this usually only occurs in smaller operations with small budgets and few staff. Also, a few local government authorities contract out the operation to an appropriate non-profit or private agency, but when tax dollars are used to finance a significant part of the operation, the local government typically wants to retain sufficient backstop to be accountable for the public investment. They do this through a non-profit society that provides overall direction and sets priorities within a budget that is ultimately determined by the local government authority.

RECOMMENDATION:

Adopt **Option D** – with the UEL taking responsibility for the operation, but contracting it to a third party. This should be set as the default position and then explore others to determine if a more cost-effective option can be negotiated.

RECOMMENDATION:

Regardless of the management and governance options which are put in place, before the UELCC opens, the governing authority should commission a long range recreation strategic planning project which would identify local needs, aspirations and constraints within the UEL and would provide more specifics about how the governing body and its management team will be held accountable for meeting long term needs.

A PATH FORWARD



While all of the boxed recommendations above apply, some are more urgent than others. The following path forward suggests the most important initial steps.

1. First priority would be to negotiate with the leləm developer to ensure that all residential strata units are required, through the strata fees, to have compulsory membership in the UELCC. Securing this revenue is at the heart of the operating projections and user estimates. If this cannot be confirmed, the UEL should assume a significantly lower recovery rate in the operating projections and considerably higher rates of tax subsidy.
2. The UEL should also confirm with the leləm developer the extent of its obligations to cover all FF&E costs and start up operating systems costs. This will be important in finalizing budgets for the first year of operations (see the last table in Appendix D).
3. The next priority would be to initiate talks with possible third party operators to determine options and levels of interest. This will be quite important in finalizing expectations about the long term impact of the UELCC operation on local taxes.
4. The next priority would be to strategize on how to finance the somewhat higher levels of tax subsidy required to finance the operation of the UELCC between its opening and final buildout.
5. Once all of the above initial steps have been taken, all other recommendations can be confirmed closer to the date of opening the UELCC.

DEMAND VS. NEED

In the private sector **Demand** is defined as the amount of a good or service that is purchased at a particular price. Demand is always a function of price. In public recreation agencies the price side of the equation is ignored and an operator simply asks people what they want and then gives them what they want because they say they want it; independent of price or what “the market will bear”.

There is growing understanding that demand is not an appropriate basis for making decisions about publicly supported leisure services delivered through a Community Centre. Demand essentially focuses on direct benefits to users of a service and the value they place on those benefits.

Need is always a subset of demand. In order for there to be a need, there must first be some demand for a service. But in order for that service to also be a need, there must be some form of indirect benefit to all citizens, from which they cannot escape. In fact, that is a classic definition of a “public good”; indirect benefit to all citizens which is not separable.

The private sector is always demand driven. If there is enough demand for something, and it is legal, the private sector will respond and provide services consistent with the demand. The public sector is always needs driven. In order for the public sector to become involved, the service must also have some benefit to the entire community. There must be a public good that results.

The new Community Centre which serves the UEL community will operate on the same principles as a public sector agency. It must not just passively attempt to measure demand and respond to it. It must also attempt to proactively determine what is best for the community at large and set a course to that end.



Examples:

Assume there are two possible uses for a multipurpose space. One is a local family which wants to rent the space for a bridal shower with 40 women. The other is a group of ten teens at risk that are interested in a workshop on how to make digital films of skateboarding.

If the room were in a private facility, the operator would opt for the use which responds to highest demand; the use which results in more net revenue to the facility - in this case, the bridal shower. However, if the multipurpose space were in a Community Centre which operates as a public service, the operator would opt for the use which meets the highest need. The question would focus on which use results in more indirect benefit to the entire community. That decision might favour the ten youth at risk; who might be motivated toward less antisocial behaviour and indirectly make life better for all residents of the community whether they had kids in the workshop or not.

Another example relates to choosing the goods to sell at a public concession. Does the public sector decision maker choose the goods with the highest margin (e.g. soda pop and candy floss) or does it choose the goods which are consistent with the healthy living mandate of a Community Centre (which might favour juice and fruit). That decision is the same whether the public operator is a City Department, a Regional District, a School Board or an agency set up to provide a public service within the UEL community.

In essence, UEL Community Centre users will receive some direct benefits while also paying a user fee (e.g. through their strata fees or fitness membership). When the community realizes that some of those uses deliver indirect benefits to the entire community (e.g. increased sense of community identity and spirit, or reduce teen anti social behaviour) then they will be supportive of taxes funding the Centre.

In summary, public investments in recreation services are justified only on the basis that there is some form of collective good (i.e. called public good) that is measured as indirect benefit to all, rather than simply responding to whatever citizens want to do in their recreation time (which the private sector responds to) and whatever results in the most revenue.

GOALS AND OBJECTIVES

The overall goals established for the delivery of public leisure services may differ from community to community and may alter over time. There is neither a right goal nor a wrong one. The point is that the overall goal(s) must be agreed to and supported by the local community and must reflect the interests of the entire community. They must also be consistent with the accepted philosophical foundation which is to focus on need in order to deliver indirect benefits to all residents.

Two goals considered appropriate for the UEL Community Centre are as follows:

USE THE OPERATION OF THE COMMUNITY CENTRE TO FOSTER A SENSE OF COMMUNITY

(i.e. through first establishing a broadly felt community identity and then developing a widely held community spirit leading to the evolution of a community culture.)

USE THE DELIVERY OF PUBLIC LEISURE SERVICES TO FURTHER THE GROWTH AND DEVELOPMENT OF THE INDIVIDUAL

(i.e. the social, emotional, moral, academic and physical growth of each member of the community.)

With regards to the first goal, communities pass through several stages of evolution. Similarly, residents who move into a community which is new to them have a relationship with that community that evolves through several stages. The first phase has been termed herein as the development of a sense of **COMMUNITY IDENTITY**. In this stage people begin to feel a part of the community in which they reside. This occurs gradually over time. The second stage occurs when people not only feel a part of the community, but they feel good about it. It is the evolution of a sense of **COMMUNITY SPIRIT**. Eventually some communities develop to a sense of **COMMUNITY CULTURE**. Communities in this category are known for their unique characteristics or attributes (e.g. focus on arts, friendliness or special events).

Analysis of communities that have made good progress along the growth continuum, from community identity through community spirit to community culture, suggests that much of this growth can be directly linked to leisure time activities and facilities that draw local residents together and instill a sense of pride. In fact, how people feel about the community in which they live is influenced greatly by the experiences they have during leisure time and in facilities like the new Community Centre.

With regards to the second goal, recreation like other types of liberal education experiences, can contribute to the mental, physical, social, moral and emotional development or growth of each resident in the community. Recreation does not automatically contribute to growth but it can do so, and indeed, is a vehicle ideally suited to contribute to growth.



In effect, the provision of publicly sponsored leisure services as a vehicle for maximizing growth of the individual can be justified in exactly the same way as public education.

If recreation can contribute to the growth of individuals and communities but does not automatically do so, it is in the community's best interests to at least monitor recreation delivery systems, preferably control those systems to the extent that potential for growth is maximized and possibly, directly sponsor certain recreation services which most effectively contribute to the two goals.

OBJECTIVES

The following fourteen Service Objectives are consistent with the two Growth Goals described in the previous section. They may be considered as specific public leisure service categories for achieving the goals. All Community Centre activities directed toward achieving the two goals could be categorized under one or more of these objectives.

COMMUNITY GROWTH

1. *Special Events:*
Special events (e.g. Family Days, fairs and the like) can contribute to a feeling of community identity and spirit. Therefore, the local authority should be involved in sponsoring special events to the extent necessary to ensure promotion of this objective.
2. *Support to Local Groups:*
Local clubs, groups and agencies are and will be organizing and sponsoring leisure opportunities. The "people doing things for themselves" aspect of such groups is socially worthwhile and desirable. The community recreation agency should support such groups in their efforts. Support may occur in a number of ways including subsidized access to facilities, assistance in leadership training or the provision of specialized equipment.
3. *Social Functions:*
Because social functions are a valuable vehicle to use in developing community cohesion and identity, the public sector should ensure that such opportunities exist.
4. *Family Oriented Leisure Services:*
The family unit is an integral building block of community growth. Opportunities should be provided for families to pursue leisure as a family unit.
5. *Integrating Generations and Sub Groups:*
Community growth can be fostered through increased contact between people of varying age groups within the community. The more contact and interchange between seniors and younger adults and children, the greater the potential for community growth. Therefore, in the provision of leisure services, attempts should be made to provide such contact and interchange between seniors and younger residents with a view toward transmitting cultural heritage across the generations.

Community growth can further be fostered through an integrative mixing of various ethnic groups so that each better understands and appreciates the differences and strengths of the other. Multicultural recreation services can be used as a vehicle for making the community more cohesive.

Community growth can also be fostered by integrating various groups of people with special needs into mainstream programming. Whether individuals have physical, emotional or mental special needs, recreation can be used as a leveling and integrative force.

INDIVIDUAL GROWTH

6. *Fitness (Well Being):*
Fitness, in this context, is used broadly as a synonym for wellness, and refers to mental and emotional, as well as physical fitness. The fitness level of every resident of the community should be increased at least to a pre-determined minimum level with opportunities available for progress beyond this point.
7. *Pre-School Leisure Opportunities:*

An opportunity should exist for every pre-school aged child to participate with other children in a variety of leisure experiences in order to:

- a) Expose the child to social settings;
- b) Foster gross motor development;
- c) Provide a generally happy and satisfying atmosphere where growth can occur;
- d) Teach basic safety skills and attitudes.

8. *Basic Leisure Skill Development for School Aged Children:*

A wide variety of leisure pursuits in such areas as sport, performing arts, visual arts, outdoor nature-oriented skills and hobbies, should be identified, and basic skill level instruction in each should be provided for school aged children in order to:

- a) Provide exposure to skills which may form the basis for enjoying lifetime leisure activities
- b) Contribute to gross motor and fine motor physical development
- c) Provide social settings in which social, moral and emotional growth can be fostered
- d) Provide the basis for leisure education (i.e. the teachings of the benefits of and wise use of leisure time).

9. *Advanced Leisure Skill Development for School Aged Children:*

Opportunities should be provided for those children who wish to further develop their interest and skills in a wide variety of leisure pursuits beyond the basic level.

10. *Social Opportunities for Teens:*

The maturing from youth to adult which occurs during teenage years is often a critical time in the life of an individual. It is also a time when individual difficulties may result in severe social problems. Hence, opportunities should be provided for teens to:

- a) Learn about themselves and how they will react to various social settings and pressures;
- b) Develop positive social/emotional/moral skills, principles and convictions;
- c) Develop positive leisure lifestyle patterns which will remain with them through adulthood.

11. *Basic Leisure Skill Development for Adults:*

Opportunities should be provided in a wide range of leisure endeavors and hobbies for adults who wish to be exposed to such endeavors and learn some basic skills in each.

12. *Advanced Leisure Skill Development for Adults:*

Opportunities should be provided for those adults who wish to further develop their interests or abilities in a wide variety of leisure pursuits.

13. *Opportunities for Seniors:*

Opportunities should be provided for senior citizens to participate in the leisure activities of their choice in order to:

- a) Maintain overall fitness levels;
- b) Maintain social contacts and continue to be involved in social environments;
- c) Provide a continuing sense of worth and meaning of life through continuing personal growth.

14. *Communication System:*

A communication/information system should be established and maintained whereby all residents are made aware of the availability of access to all leisure opportunities in the community.

The Framework outlined above does not determine how much money needs to be spent to operate a new Community Centre. Instead, it provides a framework within which to make decisions no matter what level of service is financially supported by the UEL. The ultimate objective is to make the most effective use of limited available resources by providing services in a rational, consistent, equitable manner that can be clearly justified and defended to all members of the community.

POSITION DESCRIPTIONS FOR SENIOR STAFF



Four position descriptions are provided for guidance in staffing the facility.

COMMUNITY CENTRE SUPERVISOR

1. Nature and Scope of Work

This is recreational administrative and supervisory position in planning, developing, coordinating and administering recreation and leisure service activities based in a community centre. An incumbent is responsible for the overall day-to-day administration of facility and service areas including operations, programs and staff supervision. An incumbent also develops and promotes community support and involvement in services and programs, prepares for approval, specified budgets and provides input, as required, to Society initiatives, including capital projects. Considerable independence of judgment and action is exercised within the limits of established policies and procedures. Work performance is reviewed and evaluated by the Board of Directors of the Society in terms of the attainment of objectives and the provision of effective programs and services to the community served.

2. Illustrative Examples of Work

- » Based on community needs and facilities available and in accordance with Society policy; develops, coordinates, schedules and directs a varied program of activities, events and services.
- » Plans, assigns, supervises and reviews, directly and/or through subordinates, the work of full-time and part-time employees engaged in recreational, instructional, clerical and customer service tasks; recruits, hires and evaluates staff and consults with the Society on these matters as required; coordinates staff training; assists in workforce planning.
- » Assumes a leadership role in the coordination and implementation of Society projects and initiatives.
- » Provides liaison to community groups in coordinating facility usage and developing and implementing programs; establishes and maintains effective working relationships with local sports and recreation groups, the business community, other special interest groups and internal contacts; coordinates the work of volunteers and provides training and direction as required. Provides consultative and resources services to affiliated communities, organizations and partners. Prepares and upon approval by the Society, administers operating and capital budgets; identifies the need for capital expenditures; monitors expenditures and takes corrective action to avoid revenue shortfalls or cost over-runs.
- » Assists in the application for grants, donations and sponsorships from all levels of government and private foundations.
- » Provides input to Society initiatives; reviews and recommends new administrative procedures and practices; participates in the assessment of Society policies, goals and programs.

- » Directs and participates in studies and surveys to determine community interests; investigates and processes complaints relative to the programs and operations supervised; represents the facility and the Society in an administrative and/or advisory capacity.
- » Prepares and maintains correspondence, records and reports on all aspects of the operations administered; assists in the preparation and distribution of promotional material.
- » Performs related work as required.

3. Required Knowledge, Abilities and Skills

- » Considerable knowledge of the principles, practices and objectives of organized community recreation, and of the recreational needs, interests, resources and requirements of the community served.
- » Considerable knowledge of the methods, practices, materials and equipment used in the operation, maintenance and administration of Community Centre facilities.
- » Considerable knowledge of the rules, regulations, procedures and policies governing the work performed.
- » Ability to plan, develop, coordinate and administer the operations, maintenance, programs and services of a multipurpose recreational facility and other sites or services.
- » Ability to provide liaison, consultative and recreation advisory services to partners, community groups, associations and organizations in the area and to direct volunteers and to meet and deal effectively with a wide variety of contacts.
- » Ability to plan, assign, supervise and review the work of subordinate staff, and hire and train staff.
- » Ability to prepare and administer budgets and to prepare and maintain correspondence, records and reports.
- » Ability to provide input into Society initiatives and to review and recommend new administrative procedures and practices.

4. Desirable Training and Experience

University degree in recreation or a related discipline, including or supplemented by courses in recreation, education and business administration plus considerable related experience, preferably at the supervisory level, or an equivalent combination of training and experience.

COORDINATOR OF MAINTENANCE AND OPERATIONS

1. Nature and Scope of Work

This is technical work primarily involving the operation, maintenance and repair of stationary equipment in and around the UELCC. In addition, the work includes miscellaneous custodial building maintenance tasks and assisting with technical and trades work in the building. The incumbent, who has responsibility for supervising one or more building maintenance staff, routinely receives verbal or written instructions from the Community Centre Supervisor, to which this position reports. Work performance is evaluated in terms of efficiency of operation and maintenance of desired standards.

2. Illustrative Examples of Work

- » Operates, repairs and services a variety of stationary equipment in the UELCC.
- » Checks a variety of system component operations; lubricates, services and cleans equipment. Identifies problems and performs necessary repairs and/or adjustments to electric motors, brushes, pumps, bearings, seals, couplings, valves, compressors and related equipment; replaces light switches, plugs, bulbs and filters as required.
- » As required, assists with technical and trades work in recreational facilities.
- » Maintains and keeps preventative maintenance and service records.
- » Performs a wide variety of building maintenance tasks.
- » Directly or indirectly supervises the work of employees on a variety of shifts.
- » Prepares and maintains records related to the work; requisitions and accounts for a small inventory of parts and supplies.
- » Performs other related work as required.

3. Required Knowledge, Abilities and Skills

Considerable knowledge of operating principles and the methods, materials, tools and equipment used in the operation, maintenance and repair of stationary and portable equipment, electric motors, building control systems including automated DDC systems.

4. Desirable Training and Experience

Senior Secondary school graduation or equivalent, supplemented by technical courses in the operation and repair of stationary equipment, building maintenance courses; plus, sound related experience or an equivalent combination of training and experience.

BUILDING SERVICES WORKER

1. Nature and Scope of Work

This is skilled work involving the operation, routine maintenance and cleaning and custodial duties in the UELCC. The incumbent exercises some independent judgement and action within defined limits and may be required to work on a shift basis. Oral and written instructions are received from the Coordinator of Maintenance and Operations to which this position reports. Major problems are referred to that supervisor who reviews work performance in terms of efficient equipment operation and maintenance of desired standards. The incumbent may be assigned other duties both inside and outside the recreation facility.

2. Illustrative Examples of Work

- » Performs a variety of routine maintenance, repair and operational duties relative to ice surfaces; performs minor servicing and maintenance of ice-making equipment; maintains records of equipment operation.
- » Performs a variety of cleaning duties such as sweeping, mopping, waxing and polishing floors, hallways and stairs; dusting furniture counters and woodwork; washing hand basins, sinks, toilets and tile work and replenishing supplies in washrooms; washing windows, glass partitions and painted surfaces; cleaning and polishing metal doors, hand rails and letter boxes; hoses and brushes off outside steps and walks; removes snow and ice.
- » Operates and maintains the building heating system not requiring provincial heating certification; operates Direct Digital Control Systems; refers more complex problems to trades personnel.
- » Performs minor plumbing, carpentry and electrical repairs not requiring trade certification; undertakes and performs as directed tasks such as moving furniture, delivering supplies and equipment and setting up meeting rooms.
- » Performs related work as required.

3. Required Knowledge, Abilities and Skills

- » Good knowledge of methods, materials and equipment used in building maintenance and cleaning.
- » Working knowledge of the occupational hazards and precautionary measures as they relate to the work.
- » Working knowledge of the functions and operations of plumbing, electrical and heating equipment and services.
- » Ability to identify potential problems and to operate, maintain and make routine repairs to equipment and related systems.
- » Ability to work on a rotating shift basis and to effectively carry out emergency assignments promptly.
- » Ability to effectively carry out oral and written instructions and to maintain simple records.
- » Ability to perform duties with a minimum of supervision.
- » Ability to establish and maintain effective working relationships with a variety of internal and external contacts, and to interact courteously and effectively with the public and facility patrons.
- » Strength, agility, manual dexterity and mechanical aptitude.
- » Skill in the use and care of tools related to the work.

4. Desirable Training and Experience

Completion of the grade 12 supplemented by related technical courses at a vocational institute, plus some related experience in building maintenance operation and preferably a Recreation Building Operators Certificate

COORDINATOR OF ADMINISTRATION AND CUSTOMER SERVICE

1. Nature and Scope of Work

This is skilled work involving the routine administration, clerical and cashiering duties and provides administrative support to the Community Centre Supervisor, to which this person reports. The incumbent exercises some independent judgement and action within defined limits and may be required to work on a shift basis. Oral and written instructions are received from the Supervisor. Major problems are referred to that supervisor who reviews work performance in terms of industry standards.

2. Illustrative Examples of Work

- » Carries out word processing roles or general instructions for a variety of material such as correspondence, reports, memos or other materials.
- » Processes, checks and maintains a variety of office records, files, reports, documents, program bookings and related materials.
- » Receives, records and reconciles cash received from the public, issues tickets and/or receipts.
- » Answers telephone and communicates clearly, the necessary information regarding time, cost and location of activities.
- » Prepares and records time cards and absenteeism reports (including working hours, sick and vacation time, etc.) of all full time and part time employees at the UELCC.
- » Answers small switchboard and refers calls to department staff; takes messages as required.
- » Provides assistance to staff as required.
- » Compiles statistical reports from the office records; makes simple computations and extends, summarizes and distributes data.
- » Performs related work as required, which could include Commission correspondence and reports

3. Required Knowledges, Abilities and Skills

- » Directly or indirectly supervises the work of employees on a variety of shifts.
- » Good knowledge of business English, spelling and punctuation.
- » Ability to receive cash, issue tickets and receipts and make change accurately and promptly.
- » Skill in the use of the word processor with accuracy and speed.
- » Knowledge of rules and regulations governing the recording of time cards.
- » Ability to deal courteously with the public at all times.
- » Ability to deal with the complexities of a multi-organizational partnership across the region and to grasp the various interests represented on the Society and other governing bodies.
- » Ability to operate a small switchboard efficiently.
- » Ability to use standard computer software related to recreation facility administration
- » Ability to compose routine letters and memoranda without dictation.
- » Ability to follow oral and written instructions.
- » Ability to function under occasional stress.

4. Desirable Training and Experience

- » Completion of high school supplemented by courses in standard commercial subjects; significant clerical experience including cashiering;
- » Demonstrated ability in dealing effectively and tactfully with the public;
- » Knowledge of and an interest in, recreation programs;
- » or an equivalent combination of training, education and experience.

FACILITY CLERK/CASHIER

1. Nature and Scope of Work

This is communication, word processing, cashiering and reception work of considerable variety and some complexity carried out in a Community Centre. The essential responsibilities of this position include preparing reports and correspondence for staff members and providing information and assistance via telephone, on-line and in person to the public regarding classes and activities, schedules and fees. The incumbent of this position also collects cash and cheque remittances in payment of fees, registration and rental accounts, maintains time cards and absenteeism reports for full and part time employees and provides information to the public within prescribed guidelines.

Good working relationships must be established and maintained with the public, partners, user groups and community agencies. The incumbent should have the ability to make independent judgements although deviation from established work practices, difficult or unusual problems are referred to a superior who reviews the work for accuracy and conformance with established procedures.

2. Illustrative Examples of Work

- » Carries out word processing roles from copy, rough draft or general instructions for a variety of material such as correspondence, reports, memos or other materials.
- » Processes, checks and maintains a variety of office records, files, reports, documents, program bookings and related materials.
- » Receives, records and reconciles cash received from the public, issues tickets and/or receipts.
- » Answers telephone and communicates clearly, the necessary information regarding time, cost and location of activities.
- » Prepares and records time cards and absenteeism reports (including working hours, sick and vacation time, etc.) of all full time and part time employees at a Recreation Facility.
- » Answers small switchboard and refers calls to department staff; takes messages as required.
- » Provides assistance to staff as required.
- » Compiles statistical reports from the office records; makes simple computations and extends, summarizes and distributes data.
- » Performs related work as required, which could include Commission correspondence and reports.

3. Required Knowledges, Abilities and Skills

- » Good knowledge of business English, spelling and punctuation.
- » Ability to receive cash, issue tickets and receipts and make change accurately and promptly.
- » Skill in the use of the word processor with accuracy and speed.
- » Knowledge of rules and regulations governing the recording of time cards.
- » Ability to deal courteously with the public at all times.
- » Ability to deal with the complexities of a multi-organizational partnership across the region and to grasp the various interests represented on the Commission and other governing bodies.
- » Ability to operate a small switchboard efficiently.
- » Ability to use standard computer software related to recreation facility administration
- » Ability to compose routine letters and memoranda without dictation.
- » Ability to follow oral and written instructions.
- » Ability to function under occasional stress.

4. Desirable Training and Experience

- » Completion of grade 11 including or supplemented by courses in standard commercial subjects; some clerical experience including cashiering;
- » Demonstrated ability in dealing effectively and tactfully with the public;
- » Some knowledge of and an interest in, recreation programs;
- » Or an equivalent combination of training, education and experience.

COORDINATOR OF SERVICE DELIVERY

1. Nature and Scope of Work

This is recreation work involved in assisting a superior in the planning and implementation of recreational, social and cultural programs in the UELCC facility. The work involves responsibility for assisting in the development and effective implementation of a variety of programs and events. Some independence of judgement and action is exercised within defined limits. Unusual or contentious problems are referred to the Community Centre Supervisor, who reviews work performance in terms of effective services rendered and to which this position reports.

2. Illustrative Examples of Work

As directed, assists the Supervisor by participating in the performance of the following duties:

- » Plans, schedules, implements upon approval of a superior, coordinates, evaluates and recommends changes to a variety of recreational, social and cultural programs in the UELCC, area schools and related facilities within the UEL.
- » Participates in the recruiting, training and evaluating of part-time instructors.
- » Promotes interest and participation in program activities and establishes and maintains liaison with community groups, the general public and/or school officials; prepares promotional material relative to program offerings and events; administers evaluation and other information gathering instruments.
- » Answers enquiries from the general public and user groups regarding the content of programs; investigates, and where possible, resolves complaints made by public or user groups concerning program activities.
- » Cooperates with other staff members in planning, organizing, overseeing and coordinating area specific and community-wide recreation events.
- » Prepares and maintains records, activity reports and requisitions.
- » Personally leads or instructs various activity sessions as required.
- » Performs related work as required.

3. Required Knowledges, Abilities and Skills

- » Sound knowledge of the recreational, social and cultural interests, requirements and resources of the area served.
- » Sound knowledge of organized community recreation principles and practices.
- » Working knowledge of the methods, practices, policies and procedures applicable to the work.
- » Working knowledge of sports, social activities, crafts, arts and other pursuits related to various recreational programs.
- » Ability to plan, schedule, implement, coordinate, evaluate and recommend changes to a variety of recreational, cultural and social programs.
- » Ability to recruit, train and evaluate part-time instructors.
- » Ability to assist community groups in the organization and implementation of programs and activities.
- » Ability to establish and maintain effective working relationships with a variety of external and internal contacts.
- » Ability to prepare and maintain records and reports related to the work.

4. Desirable Training and Experience

- » Post-secondary certificate or degree in the field of leisure services or significant courses in recreation or related subjects and some related experience; or an equivalent combination of training and experience.

DETAILS OF OPERATING PROJECTIONS



TOTAL ANNUAL OPERATING EXPENSES			
Full Time Staff			
Centre Supervisor		90,000	
Coordinator of Administration		70,000	
Coordinator of Operations and Maintenance		80,000	
Coordinator of Programming and Client Services		80,000	
Subtotal		320,000	
Benefits	at 22%	70,400	
Total Full Time Staff		390,400	390,400
Part Time and Contract Staff			
Building Services Worker 25 hours per week	at \$30 per hour	39,000	
Building Services Worker for 25 hours per week	at \$25 per hour	32,500	
Programmer for 30 hours per week	at \$30 per hour	46,800	
Clerk II at 30 hours per week	at \$25 per hour	39,000	
Clerk I at \$30 hours per week	at \$20 per hour	31,200	
Subtotal		188,500	
Benefits	at 18%	33,930	
Total Part Time and Contract Staff		222,430	222,430
Administrative Services			
Insurance		10,000	
Office Supplies		4,000	
Equipment Lease and Maintenance		5,000	
Bookkeeping and Accounting Services		10,000	
Fire and Emergency Services		12,000	
Legal Services		2,000	
Support for the Board of Directors		2,500	
Staff Training and Certifications		10,000	
Subtotal of Administrative Services		55,500	55,500
Utilities			
Electricity		30,000	
Gas		30,000	
Water and Sewer		5,000	
Solid Waste Management and Recycling		10,000	
Telephone, TV and Internet		10,000	
Subtotal Utilities		85,000	85,000

TOTAL ANNUAL OPERATING EXPENSES			
Building and Site Services			
Maintenance Supplies		10,000	
Janitorial Services		50,000	
Security Services		5,000	
Elevator Maintenance		5,000	
HVAC Services		10,000	
Grounds Maintenance		10,000	
Repairs and Replacements		20,000	
Transfer to Lifecycle Maintenance Fund		50,000	
Subtotal Building and Site Services		160,000	160,000
Programming Services			
Program Supplies		20,000	
Advertising and Promotions		25,000	
Certifications		4,000	
Subtotal Programming Services		49,000	49,000
Total Annual Operating Expenses			962,330

ANNUAL OPERATING REVENUES		
Memberships		
Monthly memberships from strata owners	450,000	
Monthly memberships from other UEL stakeholders	40,000	
Monthly memberships from others	10,000	
Subtotal Memberships	500,000	\$ 500,000
Drop In Revenues		
Drop in Fees from Children	15,000	
Drop in Fees from Youth	15,000	
Drop in Fees from Adults	10,000	
Drop in Fees from Families	15,000	
Subtotal Drop In Fees	55,000	\$ 55,000
Program Revenues		
Net margin after leadership costs	50,000	\$ 50,000
Space rentals by groups		
Space rental by local groups	\$10,000	
Space Rental by outside groups	\$10,000	
Total Space Rental	\$20,000	\$20,000
Other Revenues		
Sponsorships	2000	
Food and Beverage Operations	2000	
Grants and Fundraising	2000	
Subtotal Other Revenues	6000	\$ 6,000
Total Revenues		\$631,000

Initially, the UELCC won't operate at full occupancy, and therefore maximum efficiency for several years after initial opening. The shortfall in the operating account would be larger in initial years as lelarn is built out and other projects in Neighbourhood D evolve. The following summary table illustrates that fact with funds rounded to the nearest \$5000.

SUMMARY OF COMMUNITY CENTRE OPERATING PROJECTIONS IN 2019 DOLLARS

COST AND REVENUE CENTRES	IN HOUSE STAFF OPTION			AT 6000 WITH LOCAL CONTRACTOR WHO CAN DELIVER ECONOMIES OF SCALE
	FIRST YEAR OF OPERATION (IN 2019 DOLLARS)	YEAR FIVE OF OPERATION (IN 2019 DOLLARS)	AT UEL POPULATION 6000 (IN 2019 DOLLARS)	
Operating Expenditures				
Full Time Staff Costs (including benefits)	390,000	390,000	390,000	360,000
Part Time and Contract Staff	120,000	160,000	220,000	220,000
Administrative Services	40,000	45,000	55,000	40,000
Utilities	80,000	85,000	85,000	85,000
Building and Site Services	140,000	150,000	160,000	150,000
Programming Services	30,000	40,000	50,000	40,000
Start Up Costs	50,000	0	0	0
Subtotal	\$850,000	\$870,000	\$960,000	\$895,000
Operating Revenues				
Memberships	120,000	270,000	500,000	510,000
Drop in Fees	10,000	20,000	55,000	55,000
Program Registration net of instruction	20,000	30,000	50,000	50,000
Space Rental	5,000	10,000	20,000	20,000
Miscellaneous Revenue	5,000	5,000	5,000	5,000
Subtotal	\$160,000	\$335,000	\$630,000	\$640,000
Net Tax Support Required	\$690,000	\$535,000	\$330,000	\$255,000

There are two important points in the above estimates. The first is that the initial period between opening the UELCC and full build out of the centre will be a challenging time financially as the users will not be in place to contribute to the operation of the centre. The second important point is that if a local third party operator can be contracted to operate the UELCC and if that operator can deliver some significant economies of scale due to existing operations that can be leveraged in the new facility, and still effectively deliver on the mission for the centre, substantial savings in operating costs may be possible.

In order to deliver on the potential of the UELCC to realize its vision and mission, there will be a net shortfall in the operation that will be financed through a tax on all property within the UEL.

In order to put the impact of that tax supported shortfall into context, one might first assume the following:

- There will be a total of about 6000 residents in the UEL when lelām is fully developed,
- At that time, there will be a tax assessment of roughly \$6.5B (in 2019 dollars) on which to raise taxes (i.e. about \$5B of existing assessment and another \$1.5B of new assessment associated with lelām),
- There will be an ongoing need for tax support for the UELCC that will not exceed \$400,000 in 2019 dollars.
- The 2019 tax requisition will be roughly \$4.3M and that will be considered as a base from which to consider tax impacts of the new Community Centre.

There are a number of ways of looking at the tax impact and putting it into context, as follows:

- The first phase of lelām includes the commercial, rental and one tower / townhouse complex, representing a significant new taxable property that will be complete at the same time as the Community Centre. That tax revenue from it will lag, by one year, behind the first year of operation of the Centre. After that initial year, the new tax assessment will be helpful in financing the operation of the UELCC.
- The (upper limit of) \$400,000 of new taxes required to support the operation of the new Community Centre is equal to a tax increase of roughly 9% over the current tax levy of \$4.3M but due to the expanded tax base, will result in a tax rate increase of somewhat less than 9% after the first year lag in that assessment coming online.
- The tax levy of (up to) \$400,000 for the UELCC is much less than the total taxes that will be paid by all residents of lelām at current tax rates, which is currently estimated to be over \$1M. That means that at full build out of lelām, there should be no net increase in tax rates and therefore no impact on 2019 residents.
- The total tax requisition associated with the UELCC is about \$67 per capita (which is much less than the average taxes for public recreation in British Columbia communities, which is over \$100 per capita).

