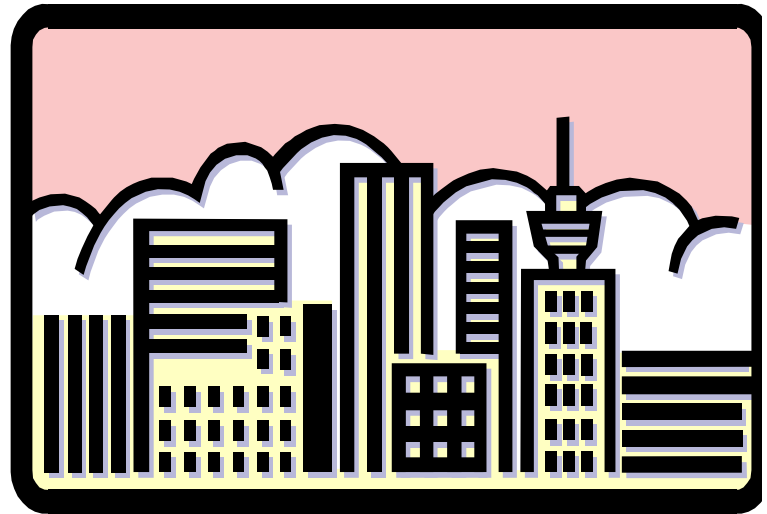


VANCOUVER COMMUNITY RECREATION

JOINT OPERATING AGREEMENT *RENEWING THE PARTNERSHIP*

JOINT OPERATING AGREEMENT TASK
FORCE PROGRESS REPORT
June 2003



PREFACE

Paper prepared for reporting out on progress of the Task Force to date and soliciting early input that the Task Force can incorporate into the development of options for further consultation. A companion Discussion Paper is also produced separately to encourage dialogue on issues learned to date.

Summary: The Joint Operating Agreement Task Force was established in recognition of the need for a renewal of the partnership between the Vancouver Board of Parks and Recreation (Park Board) and each of 20 not-for-profit Community Association Societies (Associations). The Task Force was initiated by the Community Associations and supported by the Park Board. The framework and current Joint Operating Agreement were developed in the late 1970's to provide community-based recreation and leisure opportunities and community services to the residents of each Vancouver community. The mandate of the Task Force is to make recommendations to the Park Board and Associations which will result in the development of a new agreement and associated tools to strengthen the partnership and enhance the capacity of both to better provide for the recreation needs of citizens. This Progress Report outlines the progress of the Task Force work from the period Nov. 2001 to May 2003 and provides a summary of our learning from our research activities and input to date. This paper is one of several mechanisms that the Task Force is using to solicit broad discussion on the issues and will use the results of the discussion to formulate options that will be presented to the community and stakeholders for consultation. A companion Discussion Paper is also being distributed at the same time.

Acknowledgements: We are grateful to Vancouver Board of Parks and Recreation Commissioners and staff for endorsing and participating in the work of the Task Force to date. We are equally grateful to the Community Association Societies Executives, members and staff for their endorsement and participation. The contribution of research from consultants Jennifer Wilson and Anne Morrison has greatly enhanced our work for which we are thankful. Finally, we thank Gail Thodeson, Administrative Assistant with the Park Board who has added the burden of administering our web site, minutes, and keeping the Task Force organized to her already busy workload. Mark Vulliamy is thanked for sharing his work on the history of the partnership and Michel Desrochers for mapping and population estimates.

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APPENDIX 1 – Joint Operating Agreement Task Force Terms of Reference

APPENDIX 2 – Executive Summary – Jennifer Wilson & Anne Morrison, consultants

1.0 INTRODUCTION

1.1 JOINT OPERATING AGREEMENT PROGRESS REPORT

The Joint Operating Agreement Task Force has produced this report. The report aims to provide the results of the Task Force work for the period September 2001 – May 2003 and encourage discussion to guide all of our efforts to improve recreation services in Vancouver. The report is being brought to the attention of key stakeholders including Community Associations, affiliated community groups, staff, unions, city departments, and other partners of the Park Board. The contents expressed in this paper are entirely those of the Task Force and should not be attributed in any manner to the Vancouver Board of Parks and Recreation,

to its affiliated Community Associations or to the individual members of the Task Force or organizations they represent. Citation and the use of this material should take into account this provisional character.

Free copies of this report can be downloaded from the Joint Operating Agreement Task Force web page at www.parks.vancouver.bc.ca under “Joint Operating Agreement Task Force” – “Progress Report”.

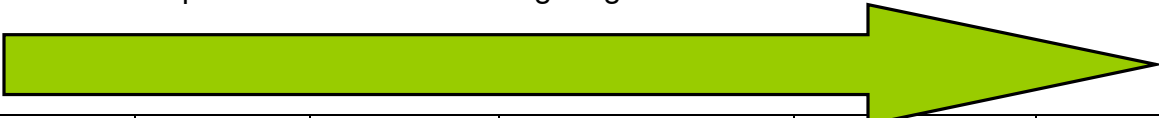
At the same time, a Discussion Paper has been produced encourage dialogue on the issues which have emerged through the Task Force work to date. This document is also available from the same web site.

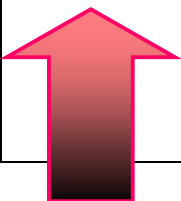
1.2 JOINT OPERATING AGREEMENT TASK FORCE

The Joint Operating Agreement Task Force was formed in 2001 to review and revitalize the partnership agreement between the Park Board and 20 voluntary not-for-profit Community Centre Associations that currently operate under a 25 year old joint operating agreement. The Task Force consists of 12 members, 6 each from the Community Associations and Park Board staff and jointly chaired by one representative from each. The Task Force is a working group that will produce a final report with recommendations in 2004 and is co-funded by Community Associations and the Park Board. Since 2001, the Task Force has been in the development and research phases of our work and is now at a stage to report out on preliminary findings.

1.2.1 WORK PLAN

Our revised work plan sets out the following stages:



Nov 2001	June 2002	June 2003	Fall/Winter/03	Spring 2004	September 2004
Development Phase – 8 months - Form Task Force - Develop Terms of Reference - Approval to proceed - Initial consultation with stakeholders	Research & Analysis – 12 months - Form work groups - Hire consultant - Conduct research and analysis	Reporting Out and Engaging in Dialogue Developing Options <i>TODAY</i> 	Consultation Phase Developing Recommendations and Final Report	Endorsement and Approval	Implementation Phase New Agreement in Place

The Terms of Reference for the Task Force is attached as APPENDIX 1.

1.2.2 MEMBERSHIP OF JOINT OPERATING AGREEMENT TASK FORCE

Ingrid Alderson	– The Roundhouse Community Arts and Recreation Society
Daisy Chin	– Park Board Co-ordinator - Special Events and Filming
Lorraine Chow	– Renfrew Park Community Association
Warren Coughlan	– Park Board Community Recreation Supervisor, Stanley District
Himmat Gill	– Killarney Community Centre Society
Anita Ho	– Park Board Director of Corporate Services
Yvonne Howe	– Mount Pleasant Community Centre Association
Lori MacKay, Co-Chair	– Park Board Director of Parks and Recreation - Van East District
Diane Murphy	– Park Board District Recreation Manager - QE District
Gordon Plottel, Co-Chair	– Douglas Park Community Association Society
Dan Tidball	– Champlain Heights Community Association
Terry Walton	– Park Board District Recreation Manager, Stanley District

2. BACKGROUND

When people go to their local Community Recreation Centre in Vancouver, they may not be aware that their experience is the result of a complex partnership between the City of Vancouver, Vancouver Park Board and a local not-for profit society. All of these groups have a critical role in the provision of recreation services for Vancouver citizens of all ages.

2.1 WHO DOES WHAT?

City of Vancouver and Vancouver Park Board

- Provides cost effective community services that respond to the need of constituents
- Open democratic process with elected Council and elected Board of Commissioners
- Universal access to basic services
- Authority to establish laws
- City of Vancouver collects taxes and provides operating and capital budget for Park Board and established policy framework and corporate support services
- Park Board has legal capacity to exercise powers under the Vancouver Charter to provide park and leisure services and has exclusive possession, jurisdiction and control of all designated public parks including the facilities and programs.
- The City of Vancouver and Vancouver Park Board are accountable to the voters

Community Associations

- Purpose is to provide recreation and community programs at a specific community centre as outlined in their constitution
- Incorporated by Province of BC under Societies Act and, if designated as a Charity also regulated by Government of Canada
- Authority to operate jointly in community centres provided under Joint Operating Agreement with Park Board
- Governed by individual constitutions, by-laws, membership vote

- The Community Associations are accountable to their members, many of whom are also their clients

2.2 INVENTORY OF COMMUNITY CENTRE JOINT OPERATING AGREEMENTS (20)

- Champlain Heights Centre & Community School
- Coal Harbour & West End Centres
- Douglas Park Centre
- Dunbar Centre
- False Creek Centre
- Hastings Centre
- Kensington Centre
- Kerrisdale Centre
- Killarney Centre
- Kitsilano War Memorial Centre
- Marpole – Oakridge Centre
- Mount Pleasant Centre
- Roundhouse Arts Centre
- Renfrew Park Centre
- Riley Park Centre
- Strathcona Centre
- Sunset Centre
- Thunderbird Centre
- Trout Lake Centre
- West Point Grey Centre

NOTE: Ray Cam Co-Op Centre and Britannia Centre operate under unique agreements, which are different from the Joint Operating Agreement. The Park Board also has a number of joint operating agreements with other organizations.

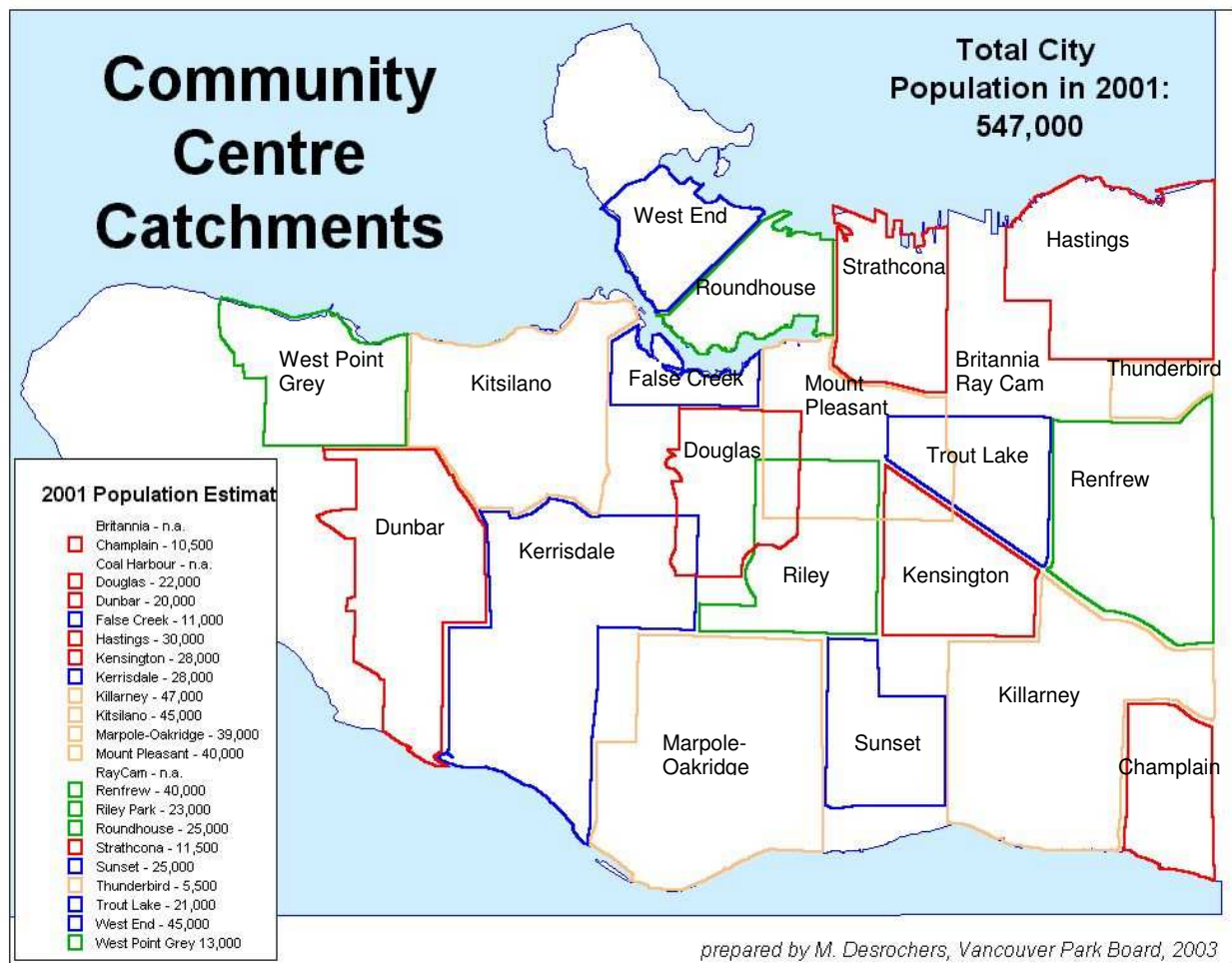
2.3 COMMUNITY CENTRE CATCHMENT AREAS

Community Centres are widely distributed throughout the City within local neighbourhoods. There is a Community Centre within 3.5km of every doorstep in the City of Vancouver. The Joint Operating Agreement outlines geographical boundaries, which identify the primary catchment area for each Centre. This serves to focus service planning, communication and outreach programs at the local neighbourhood level. It is accepted that, due to the features and programs available at different centres, members of the public from outside the catchment's area are welcome at all centres throughout the system.

Following is a map describing the current catchment areas. A review of this map illustrates the following observations:

- The catchment's areas differ in size, both in physical size and in the numbers of population served

- There are five areas of the City currently not included in the catchment area of any community centre
- There are seven areas of the City with overlapping catchment areas. A population of 27,500 are counted in more than one catchment area (note: the upcoming relocation of the Mt. Pleasant community Centre to #1 Kingsway will reduce this number)



2.4 CURRENT DELIVERY UNDER THE JOINT OPERATING AGREEMENT

The Joint Operating Agreement outlines the terms under which the Park Board and the Community Associations work together to operate a community centre. The model has a number of distinguishing features:

- Community based decision making and advisory roles with strong professional and administrative support provided by City/Park Board
- Decentralized delivery system
- Facilities provided by Park Board with support from Associations through capital campaigns

- Recreation Programs provided by both Park Board (Rinks, Pools and some Fitness Centres) and Associations (balance of full range of physical, creative, skill development and social recreation programs for all ages)
- Other community programs provided by Association (childcare, social services) with support from Park Board, City of Vancouver and outside funding sources
- Key distinguishing feature is the ability of Associations to collect user fees and engage in fund raising activities to fund community based recreation programs

2.5 SUMMARY OF THE CURRENT AGREEMENT

GENERAL

Because of the key role played by local community associations in getting funding approved to initially build community centre facilities (pre 1965), the Park Board decided (1975) on a joint operation of community centres with Associations.

The Agreement is made up of a master agreement common to all 20, plus a number of appendices related to individual centres.

The most recent master agreement for the Roundhouse Community Centre (1999) reflects more contemporary language while making no substantive changes to the intent of the older Joint Operating master agreement. One major difference in the Roundhouse agreement is that it clearly commits to a long-term direction for the facility as a local and regional centre for community cultural development in addition to being a provider of local community recreation services.

SUMMARY OF AGREEMENT CLAUSES

Facilities

- VPB has control, care and maintenance of all facilities, spending sums as allowed by COV
- VPB maintain facilities in state of good repair
- Mutual agreement on operating hours
- Association to comply with by-laws and directives of VPB and COV governing conduct and use of facilities; Both parties can not change the facilities nor enter into any agreement for use without first consulting each other; Association has right to rent the facilities

Program of Activities – VPB and Association consult together

Consumption of Alcohol – Association may allow with written consent of VPB and Association to ensure liquor permit is obtained

Staff

- Designated facilities (Appendix C) to have full-time staff provided by and accountable to VPB

- Staff to comply with reasonable directives from Association; mutual agreement on duties and working hours provided they are consistent with collective agreement
- Hiring - 3 association representatives to participate in interviews of prospective programming and clerical staff and VPB to consider reasonable comments of Association
- Job descriptions – Association and VPB shall collectively prepare
- Staff changes – Association initiated – Association to show cause in writing; VPB initiated - VPB to advise President of Association. New staff to receive 14 days in-service training
- Vacation – VPB to consult with Association for programming and clerical staff and provide 15 days written notice.

Finance

- Parties agree on operating budget based on \$ provided by COV for program, maintenance, utilities
- Association to submit Financial statements to VPB
- Association to submit Audited statement to VPB within the first quarter of fiscal year
- VPB to submit monthly report of revenues and expenses to Association
- Expenditure Accounting – 15 days written notice for reasonable requests by either party
- Revenues – Association fees and revenues shall be received by the Association and expended on program costs, equipment, supplies, community recreation services and other objects consistent with the Constitution of the Association subject to Appendix D; Funds from Appendix E for which VPB is responsible are received by VPB

Association meetings – Association to notify VPB of all meetings of association and its Directors; VPB can address all meetings

Community Groups – Association to make information about community athletic, social and cultural groups available to public and encourage their membership/participation in Association

Association-purchased **equipment** belongs to association and their permission is required for use and disposal. This equipment is included in inventory and insured by VPB

Dispute resolution – To be resolved by Association President and Director of Recreation; if no resolve – then refer to Superintendent of Parks and Recreation; final decision to rest with VPB

Special Provisions to be included in agreement as Appendix D by mutual concurrence

Renewals/Termination – automatic renewal every 2 years unless 3 months written notice of termination by either party

Appendix A – describes catchment's area

Appendix B – describes the jointly operated facilities

Appendix C – describes facilities which have full time staff coverage

Appendix D – Special Provisions

- VPB to advise Association on use/development of certain parks
- Staffing for summer playground leaders
- Unique clauses about specific facilities or groups

Appendix E – describes VPB control of revenues for specific facilities/services

2.6 HISTORY OF RELATIONSHIP

1920-30'S	Volunteer-built community halls constructed in almost every neighbourhood in the city
1931 - 2	Park Board "Fieldhouse Program" operating through winter in Community Halls as an extension of playground program. Cancelled due to budget constraints
1945	Norrie Report advocates for public community centre in each of 20 neighbourhoods with school authority as driving force rather than park authority or voluntary effort
1947 - 51	Weir Committee proposes capital funding formula and administration model. Park Board Community Building Committee devise capitalization process for community centres with matching funds up to \$20,000 with balance from local area plebiscite. Kitsilano, Sunset and Marpole opened following local plebiscites. Joint Operating Agreement drafted governing relationship between the Board and Community Halls with Board providing 2/3 of core operating funding. Board appointed playground supervisors as centre directors even though associations lobbied for social work professionals.
1959	Odegaard Report evaluated community centres and made recommendations to broaden and improve community centre programming and professional direction of the centres by recreation specialists
1961 – 70s	After a number of defeated local area plebiscites, community centre construction carried out through city capital plans, supplemented by funds from senior levels of governments
1950 - 79	Joint Operating Agreement, revised and expanded over the years is renewed on an annual basis up to 1979. While there have been efforts to revise and update the agreement, it has not been formally renewed since that year
1999	Most recent new agreement signed for new Roundhouse Community Centre outlining a local community and regional centre
2001 - present	Joint Operating Agreement Task Force

3. RESEARCH SUMMARY

The Joint Operating Agreement Task Force conducted a literature review, collected statistical and financial data and retained the team of Wilson & June Consultants and Anne K. Morrison Consulting Ltd. to conduct research in partnership models.

A full description of the research methodology and results from the consultant team is available on the Task Force website. In summary, the work involved scanning other jurisdictions in North America, which delivered services through a community partnership model, and

selecting 3 models that could be studied together with the Vancouver model. The three jurisdictions selected were Regina, Calgary and Seattle. Through a series of key informant interviews with representatives from each city department and representatives from the community, as well as a focus group with Vancouver Park Board staff and Community Association representatives, the consultants gathered practical information on how these models of recreation service delivery work in “real life”. This information, together with other documented research resulted in the development of 27 “success factors” for community partnership models in recreation service delivery. The Executive Summary of the consultants report is attached as Appendix 2.

Included in the research was a review of trends that impact the recreation service delivery system.

3.1 TRENDS SUMMARY

SOCIETAL TRENDS

- Growing gap between the “have” and “have nots”
- Increasing poverty levels creating barrier to equal access of leisure pursuits
- Changing demographics; increasing diversity of ethnicity/culture/capacities in our communities
- Increasing population of “older adults” with different resources and perspectives (NOTE: Vancouver population trend is different from this societal trend)
- Shift from people accessing only their local services to accessing services in other communities and regional service centres
- “Experimental Hedonism” – pursuit of pleasure/individual pursuits
- Spiritual Quest: physical/environmental
- Declining trust in big institutions
- Shift from structured to unstructured activities: decline in organized sports for youth; no long-term commitments to programs
- Declining volunteer hours/busy lifestyles
- Volunteer burnout/shorter commitment
- Shift in roles volunteers want to play/people feel time poor
- Declining youth activity levels affecting basic health
- Shift in facility usage (arena/rinks/sports fields down – pools/theatres/wellness centres up)
- Emphasis on environmentally friendly facilities and spaces
- Requirement for safe environments (low tolerance for accidents)
- Rising costs and aging facilities
- Shift in facility design and operations (to flexible/adaptable/multipurpose/ease of access)
- Parks, recreation and culture services are major community contributors and part of integrated community systems
- Consumer demands are more complex

COMMUNITY PARTNERSHIP TRENDS

- Downloading responsibilities to local governments

- Local government downloading to non-profit sector
- Broadening role of non-profit sector
- Increased expectation for non-profit sector accountability
- Increasing competition for funds from government and philanthropic sources
- Lack of sustainable funding impacting long range planning for non-profits
- Parks, recreation and culture services are seen as major community contributors and part of integrated community systems
- Changing roles and demands on professional staff to support partnerships: need for skills development
- Partnership agreements becoming more complex
- Non Profit organizations want to be seen as equal partners
- Decreased resources leading to increasing partnerships, alliances and alternative service delivery

CHALLENGES FACING CANADA’S NON PROFIT AND VOLUNTARY ORGANIZATIONS

The Voluntary Sector Initiative, a joint undertaking between the voluntary sector and the Government of Canada recently reported on the current strengths and challenges in the non-profit and voluntary sector in their document “The Capacity to Serve – A Qualitative Study of the Challenges Facing Canada’s Non-profit and Voluntary Organizations”. The findings conclude that the participants identified their “organization’s greatest strengths as their human resources and their ability to draw on their networks and relationships with others. However, they also made it clear that current funding practices and mechanism pose substantial challenges that prevent them from realizing their full potential to serve Canadians.” The study suggests ways to strengthen efforts to build capacity including the development and implementation of:

- new funding models that provide stability and support to develop human resources, organizational infrastructure and long-term planning.
- new models of financial accountability
- approaches to volunteer recruitment and management
- strategies to reduce competition among organizations and increase opportunities to share resources
- training strategies
- strategies to improve public and media awareness of the value of non-profit and voluntary organizations

The full report is available free of charge from the Canadian Centre for Philanthropy’s non-profit and voluntary sector information portal, www.nonprofitscan.ca.

3.2 WHAT IS A PARTNERSHIP?

A partnership is an arrangement between two or more parties who have agreed to work cooperatively toward shared and/or compatible objectives and in which there is:

- Shared authority and responsibility (for the delivery of programs and services, in carrying out a given action or in policy development)

- Joint investment of resources (time, work, funding, material, expertise, information)
- Shared liability or risk-taking; and
- Ideally mutual benefits

Excerpted from Rodal, Alti, and Mulder, Nick, “Partnerships, devolution and power-sharing: Issues and Implication for Management”, The Journal of Public Sector Management

The literature review also suggests the following additional points:

- Usually members have their own identity outside the partnership and are independently accountable to others in addition to the partnership
- Requires special attitudes, values, skills and knowledge
- A positive “interdependence partnership” is when two organizations are linked to each other so that one cannot succeed without the other and vice versa.

“The Partnership Handbook” produced by Human Resources Development, developed by Flo Frank and Anne Smith, defined partnership as:

“A partnership is a relationship where two or more parties, having compatible goals, form an agreement to share the work, share the risk and share the results or proceeds.

Partnership implies the sharing of decision-making, risks, power, benefits and burdens. It should add value to each partner’s respective services, products or situations. In partnerships, there is give and take.”

They further suggest:

“What A Partnership is Not

A true partnership does not exist when:

- there is just a gathering of people who want to do things;
- there is a hidden motivation;
- there is an appearance of common ground but actually many agendas exist;
- there is tokenism or the partnership was established just for appearances;
- one person has all the power and/or drives the process; or
- there is no sharing of risk, responsibility, accountability and benefits.”

3.3 BEST COMMUNITY PARTNERSHIP PRACTICES

The Task Force reviewed material on effective and progressive partnership approaches and developed the following list of success factors.

PARTNERSHIP SUCCESS FACTORS

VISION, GOALS AND OUTCOMES

- Shared vision, values and goals and commitment to serve those whose needs are affected by the partnership
- Clear vision that we all understand and support
- Strong commitment to working together to achieve a common purpose
- Common objectives and goals consistent with fundamental values and objectives of each partner
- Shared understanding about the rationale for the partnership

MEMBERSHIP

- Local community representation, reflecting community autonomy and local decision-making
- Cross - section of people with various skills who are “plugged” into community needs
- Respect and responsiveness for regional, city-wide or special interest perspectives
- Balanced Board composition and quality staff
- Good governance practices of each partner (e.g. competent, loyal)
- Organizational “readiness” to participate in a partnership
- Degree of autonomy for each partner

NEEDS

- Understanding of the interests and needs of each partner organization
 - Substantive needs (money, resources)
 - Procedural needs (process, implementation, decision making)
 - Psychological needs (sense of ownership)
- Clarity about the rationale for the partnership

COMMITMENT AND AGREEMENT

- Easy to understand document which provides guidance, structure, processes and established norms and ground rules
- Shared risks and mutual benefits (may be different for each)
- Contributions from each partner (monetary and non-monetary)
- Shared authority, responsibility and accountability (rarely equal)
- Clarity around expectations and indicators for success
- Clarity around roles and responsibilities
- Mechanisms to address differences and conflicts
- Fast, streamlined decision-making

PLANNING

- Collaborative planning
- Service level standards
- Connected with broader service networks and initiatives (other organizations, levels of governments etc.)

COMMUNICATION

- Processes for effective two way internal and external communication between partners
- Joint communication mechanisms for partnership
- Documented history of accomplishments and challenges
- Information and reporting systems

RESOURCES

- Co-ordination and support tools and services to each partner and to the partnership
- Financial and non-financial assets such as budgets, qualified staff, facilities, policies
- Clear processes for handling financial, human resources and risk management
- Clear understanding of individual partner ownership/allegiance of resources and shared ownership/allegiance
- Stable funding and sound fiscal management

TRAINING AND DEVELOPMENT

- Ongoing commitment to improvement and flexible/responsive to change
- Investment to develop the necessary skills and attitudes to sustain a partnership

EVALUATION

- Performance evaluation methods to regularly measure progress and success
- Commitment to continuous improvement
- Evaluation of the partnership progress as well as the outcomes of the partnership

RECOGNITION

- Fair and honest recognition of each partner's contribution and the "added value" afforded by the partnership
- Demonstrate appreciation and encouragement towards partner
- Celebrate successes
- Respect lifecycle of each partner and demands/circumstances outside of the partnership

3.4 FINANCIAL REVIEW

Joint Operating Agreement Task Force Research Task Group - Finance

LEAD PARTNERS: Himmat, Dan and Anita

SOURCE OF INFORMATION:

Community Association financial statements for the year of 1999, 2000 and 2001
Park Board operating budgets and expenditures of Community Centres for 1999, 2000 and 2001

FINDINGS:

Revenue

(1) The total revenue (funds) collected by Community Associations and Park Board for community recreation services based on 3 year average were:

Park Board - property tax	\$10,733,640	46%
- user fees	\$ 1,173,797	5%
Community Associations	<u>\$11,443,635</u>	<u>49%</u>
Total	<u>\$23,351,072</u>	<u>100%</u>

(2) Community Associations revenue - significant portion was collected from program services (83-91%) though the amount collected varied among associations. Community Associations in Queen Elizabeth District collected the highest amount of revenue (\$5,194,112).

(3) Park Board Revenue were mainly from property tax from City of Vancouver and Park Board allocated 21% (\$2,548,947) to Stanley District, 40% (\$4,784,631) to Queen Elizabeth District and 39% (\$4,573,860) to Vancouver East District.

Expenditures

(1) The total expenditures incurred by Community Associations and Park Board in community recreation services based on 3 year average were:

Park Board	\$12,567,476	53%
Community Associations	<u>\$11,350,110</u>	<u>47%</u>
Total	<u>\$23,917,586</u>	<u>100%</u>

(2) Community Association expenditures were broken down as follows with 85-90% in program and 10-15% in non-program costs.

Program	\$7,608,419	67%
Wages/salaries	\$2,036,176	18%
Administration	\$ 798,843	7%
Amortization	\$ 409,141	4%
Advertisement	\$ 379,415	3%
Maintenance	\$ 50,957	
Training	<u>\$ 67,159</u>	<u>1%</u>
	<u>\$11,350,110</u>	<u>100%</u>

Non-program costs were mainly made up of administration, conference/training and advertising and brochures.

(3) Park Board expenditures -\$12,567,476 were direct program expenditures. Administrative costs of community recreation services were not included as they were combined with the Park Board administrative costs. Major components of Park Board program costs were payroll (73-78%), supplies (10-16%) and utilities (8-12%).

(4) Park Board program expenditures by district and type were as follows:

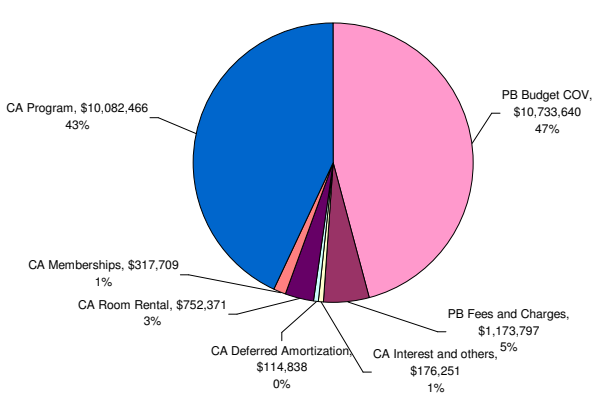
By District:

Stanley District	\$2,706,547	22%
Queen Elizabeth District	\$4,919,992	39%
Vancouver East District	<u>\$4,940,937</u>	<u>39%</u>
	\$12,567,476	100%

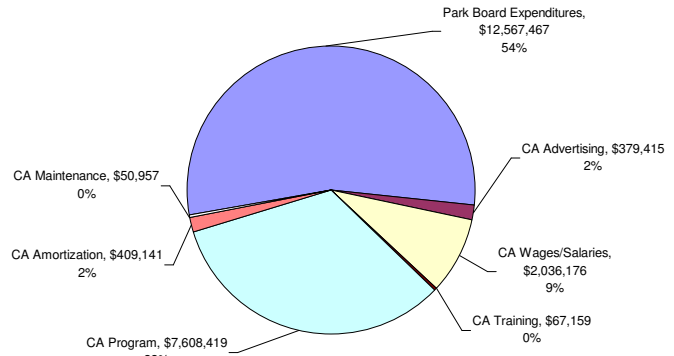
By Type of Expenditures:

Payroll	\$9,577,509	76%
Utilities	\$1,261,539	10%
Supplies	\$1,691,268	14%
Equipment	<u>\$ 37,160</u>	<u>0%</u>
	\$12,567,476	100%

Revenue and Expenditures Charts – Parks Board and Community Associations



Revenue – 3 Year Average



Expenditures – 3 Year Average

Year End Positions

(1) The 3-year average surplus (deficit) of the combined 20 Community Associations by District were as follows:

Stanley District	\$190,280
Queen Elizabeth District	\$240,359
Vancouver East District	<u>(\$138,550)</u>
	<u>\$292,089</u>

(2) The 3 year average surplus (deficit) of the combined community centres operating budget of the Park Board by District were as follows:

Stanley District	(\$705,731)
Queen Elizabeth District	(\$135,361)
Vancouver East District	<u>(\$367,077)</u>
	<u>(\$1,208,169)</u>

Park Board spent above its funding levels in recreation community services.

Expenditures Per Capita – based on City Population

	City Population of JOA Community Centres (does not include Britannia & Ray Cam)	Community Association Expenditures per Capita	Park Board Recreation Community Expenditures per Capita	Total Expenditures per Capita
Stanley District	81,000	\$12	\$33	\$45
Queen Elizabeth District	211,000	\$26	\$23	\$49
Vancouver East District	233,000	\$21	\$21	\$42
TOTAL	525,000	\$22	\$24	\$46

Expenditures Per Capita – based on existing Centre catchment areas

	Population within at least one of JOA Community Centre catchment areas (does not include Britannia & Ray Cam)	Community Association Expenditures per Capita	Park Board Recreation Community Expenditures per Capita	Total Expenditures per Capita
Stanley District	81,000	\$12	\$33	\$45
Queen Elizabeth District	196,500	\$28	\$25	\$53
Vancouver East District	224,500	\$22	\$22	\$44
TOTAL	502,000	\$23	\$25	\$48

LIMITATIONS OF THE REVIEW:

(1) Inconsistency in reporting - the financial statements of Community Associations and the financial records of the Park Board, in some cases, were not consistent in grouping, timing, capitalization of expenditures and revenue. The Associations had different year-ends and so the statements might not represent exactly the same time period, although each accounting period represented 12 months of operations. External auditors audited some statements, some were prepared by external accountants but not audited and Association staff prepared some.

(2) The financial data of the Park Board included revenue and expenditures of community centres only. It did not include indirect administrative costs such as District office expenditures or expenditures in arena and aquatic operations.

(3) In 2000, there was a 7-week labour dispute that was an unusual disruption to Park Board and Community Associations financial data.

(4) The Joint Operating Agreements outlined the catchment areas of each community and was used here to compare to the financial data and were provided for additional information. The source of the population values in each catchment area and district were provided by Statistic Canada for the year 2001. This might not be representative of the usage of the centre. Users might be mobile and move outside the catchment area or outside the City limits to access services.

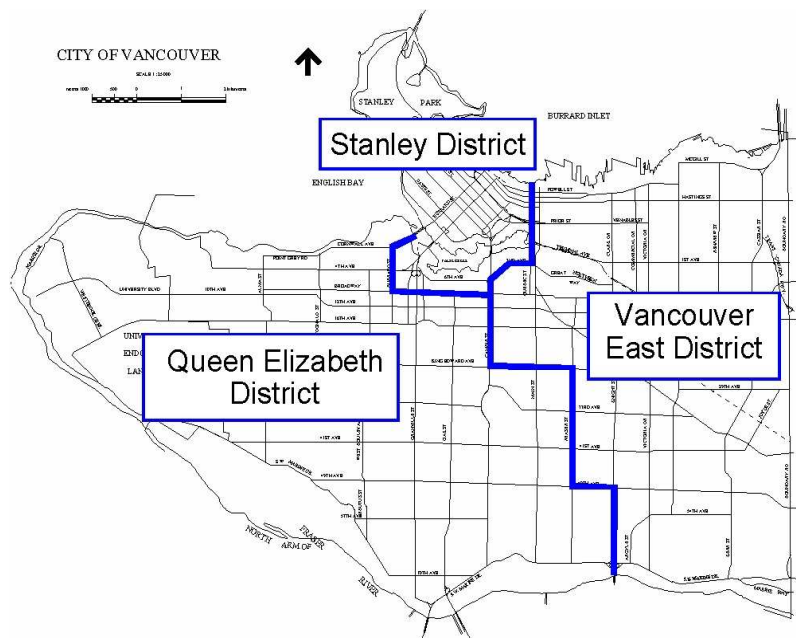
(5) Neither the Park Board nor Community Associations financial data reflected values and contributions made by volunteers.

Definition of District:

- Vancouver East District:
 - Hastings,
 - Champlain Heights
 - Kensington
 - Killarney
 - Mount Pleasant
 - Renfrew
 - Strathcona
 - Thunderbird
 - Trout Lake

- Queen Elizabeth District:
 - Douglas Park
 - Dunbar
 - Kerrisdale
 - Kitsilano
 - Marpole/Oakridge
 - Sunset
 - West Point Grey
 - Riley

- Stanley District:
 - Coal Harbour/ West End
 - False Creek
 - Roundhouse



3.5 PROGRAM, MEMBERSHIP AND STAFFING

Programs, Membership and Staffing Research Sub-committee Report

Surveys were sent out to all twenty Community Centres (not including Ray Cam, Britannia or the VAC) requesting information on program course offerings and cancellations, programs sponsored by other funding sources, memberships and acceptance of other memberships, as well as staffing levels.

It was challenging to compile some of this information, as there isn't a consistent or standard method of gathering these kinds of statistics. At this time this information has still not been verified with all Community Centre Association's and staff, the numbers have been compiled as submitted by the facility staff.

1. Programs:

In the analysis of the 2001 program course offerings the program information was gathered on a Fall, Winter, Spring, Summer seasonal basis and included twenty categories of course offerings broken down into the age groups of Pre-school, Children, Youth, Adults, Seniors and Mixed/All.

The total number of Association operated programs on a citywide basis for each season is as follows:

Fall	4914
Winter	4106
Spring	4558
Summer	3639
Total	17,217

Overall, the top eight of twenty program categories were as follows:

Performing Arts	16%
Sports	13%
Fitness/Aerobics	12%
Creative Arts	8%
Social Recreation	7.7%
Education	5.5%
Special interests	5.5%
Workshops	5.2%

Program cancellations

The total number of cancelled courses on a citywide basis each season is approximately 10% of the total program course offerings.

Programs sponsored in part or full by provincial gov't, corporate or other sources

(ie: HRDC, Social Planning, Human resources, Vancouver Foundation, CMHC, Provincial grants, Local Businesses, MCFC, COV Child Development office, Community Services Grant,

Neighbourhood Matching Funds, Civic Youth Strategy, Kidsafe, VanCity). These sources fund a variety of programs, including many social services such as childcare which the Associations provide.

Van East	\$1,871,005.72
Queen Elizabeth	\$ 300,268.80
Stanley	<u>\$ 158,578.61</u>
Total	\$2,329,853.13

2. Memberships:

The total number of Memberships was compiled for the categories of Adults, Seniors, Children, Youth and Families. Approximately 53 % of the Community Centre Association members are Adults followed by Children at 25%, Seniors at 11%, Youth at 9% and Families at 2%.

a) Membership Sharing

In a review of the twenty Community Centre Association Memberships and reciprocal memberships the findings are as follows:

Eight Community Associations only accept their own memberships; three Community Associations accept all memberships for access to the fitness centre only; two Associations accept memberships from all Community Associations; and the remaining seven Community Associations vary in accepting other memberships within the local vicinity.

3. Staffing:

The information gathered on staffing levels for the Association and Park Board are as follows:

Full time Association	1.7%
Part time Association	9.7%
Association Instructors	60.7%
Full time Park Board	6.6%
Part time Park Board	21.3%

4. NEED FOR RENEWAL

4.1 STRENGTHS AND CHALLENGES

The Task Force has engaged in initial consultations with Elected Officials, Association representatives, staff, volunteers, the public, and union representatives. Through these discussions, a number of strengths and challenges in our Joint Operating Agreement have been shared.

Strengths	Challenges
<ul style="list-style-type: none"> • Financial <ul style="list-style-type: none"> ○ Access to Fundraising Volunteer work • Non-Financial <ul style="list-style-type: none"> ○ Greater variety and quality of service ○ Community support, spirit and civic engagement ○ Trust and communication – especially at the local level ○ Community accountability ○ Community advocacy for benefits of parks and recreation 	<ul style="list-style-type: none"> • Communication gaps • Lack of focus on broad public values and movement towards special interests • Slower response time • Resource intensive - resources being redirected from service delivery to sustaining the partnership • Public confusion • Different service standards at different centres • Membership and registration practices restrict public access to multiple community centres • Blurred responsibilities, loose accountability • Potential liability, financial risks

In addition, a number of issues have been shared:

4.2 ISSUES INVENTORY

Finance Issues

- Core funding – what VPB provides – financial, human
- Revenue Opportunities (e.g. Fitness centres)
- Financial accountability
- Financial sustainability
- Requirements related to capital improvements

Roles

- Role of Associations in issues outside of centre (e.g. Parks)
- Role and composition of Association as representatives of community
- Role of Associations in hiring process and direction of staff
- Clarity of roles, responsibilities and accountabilities
- Description of the partnership contributions

Program

- Equity of program delivery in different communities
- Universal access to recreation programs (membership at different centres)
- Coordination of service delivery
- Different fees and charges
- Facility rentals

General

- Joint Operating Agreement has no weight or commitment
- Weak dispute resolution mechanism – no appeal process

- Power and trust
- Micro management
- Managing change
- Efficiency
- Communication
- Agreement needs statement of values or principles
- Agreement needs defined areas and process for consultation and decision making
- Agreement needs to reflect current structure of VPB

Staffing

- Potential for staff conflict of interest
- Job descriptions and qualifications of staff
- Collective Agreements

Association Governance

- Membership (residency requirement)
- Director's terms
- Potential for conflict of interest (e.g. Volunteers sitting on different boards, staff/volunteer, staff working for both partners)
- Indemnification of Association and its Directors
- Potential for special interest groups participating in local politics of Community Association

4.3 PARTNERSHIP ASSESSMENT

Human Resources Development Canada has produced “The Partnership Handbook”, developed by Ken King, Flo Frank and Anne Smith, which provide many useful tools to help us be more effective in community-based partnerships.

The following Ten Partnership Statements, summarized from this source suggest that we can assess our partnership in ten specific areas:

STATEMENT	Agree	Disagree
We have a clear vision for the partnership that we all understand and support		
We have clear goals that we all understand and support		
The members of our partnership bring together the people and interests that are needed to reach our vision and goals		
We are all strongly committed to working together and achieving a common purpose		
We have developed action plans that make sure we get things done		
We understand and support the structures and processes that make our partnership work		
We have effective communication within our partnership and with the broader community		
We have the resources we need to get the job done		
We are committed to evaluation, as well as building on success and learning from our failures		
We know how to adapt our partnership or bring it to closure when we have achieved our purpose		

Our individual experiences will determine whether we agree or disagree with each statement, however the overall results from this assessment tool suggest we have opportunity for improvement.

4.4 PRIORITY ISSUES

Our work to date suggests that a number of priority areas are in need of renewal. These issues have been organized under four main themes:

- **Developing a Shared Vision**
- **Serving Community Needs**
- **Creating Effective Alliances**
- **Maximizing Available Resources**

These issues form the basis of our following discussions. You are invited to reflect on the points described in these discussions and share your thoughts with us.

5. DISCUSSION PAPER

A companion Discussion paper has been produced and is available on the Task Force website. The Discussion paper encourages dialogue on issues learned through the Task Force work to date.

Free copies of this report can be downloaded from the Joint Operating Agreement Task Force web page at www.parks.vancouver.bc.ca under “Joint Operating Agreement Task Force” – “Discussion Paper”.

Appendix 1 – Joint Operating Agreement Task Force

Terms of Reference

This sets out the scope of work to be undertaken in support of renewal of the partnership agreement between the Vancouver Park Board and local non-profit Community Association Societies.

Background and Overview

The Joint Operating Agreement is intended to define the working partnership between the Vancouver Board of Parks and Recreation and each of 20 Community Associations developed to provide recreation and leisure opportunities and to facilitate provision of community services to the residents of each community. The framework and Joint Operating Agreement were developed and approved in 1979. This operating framework provides for flexibility of service delivery to reflect the diversity of the many communities within Vancouver, while providing for service stability and equitable resource distribution for the long-term needs of the City as a whole. The Park Board has other agreements related to the operations of Community Centres and other facilities, including the Ray Cam and Britannia Centre Agreements. These unique agreements are not the subject of this task force work.

The Vancouver Board of Parks and Recreation and the Community Associations are seeking to renew and revitalize our partnership and update the master Joint Operating Agreement.

Vision and Mandate

Vancouver is celebrated for its quality of life and values that respect community identity and diversity. Recreation is viewed as a vital component in protecting and developing strong communities and developing healthy citizens. Local Community Centres and neighbourhood parks and facilities are valued as important community assets that demonstrate our collective priority to achieve our potential as individuals, neighbourhoods, communities and a vibrant and healthy City. Our tradition and vision commit to a partnership approach which links the best of our resources as volunteers, staff, agencies and government to commit to working together to maximize the benefits of recreation for everyone. We recognize that the partnership between the Park Board and the Community Associations is integral to the provision of community recreation services.

The mandate of the Joint Operating Agreement Task Force is to make recommendations to the Park Board and Community Association Societies which will result in the development of a new agreement and associated tools to strengthen the partnership and enhance the capacity of both to better provide for the recreation needs of citizens.

The proposed new Agreement will guide the development and delivery of services while reflecting established and emergent Association and Park Board policies, practices and guidelines. It must be expressed in plain language and hold both the Community Centre Association Societies and the Park Board accountable for their respective activities and reflect the shared vision of the relationship. Finally, it must also be flexible enough to allow for local demographics and uniqueness in facility and business practices which reflect the need to meet

local service requirements while firm enough to state specific terms to protect the interests of the community.

Scope of Work

The work will include the completion of the following:

- Description of shared vision for partnership
- Evaluation of current strengths and challenges of the partnership within the broad community context of recreation delivery in Vancouver including:
 - review of the value and opportunity afforded by the partnership
 - review all technical issues related to service provision such as finance, human resource management, risk management, conflict resolution, agreement management, accountability, resource allocation/core service and long range planning
- Assess implications of current trends in partnership
- Comprehensive review of alternative community based delivery systems
- Results of community input
- Develop at least three alternative concepts
- Recommend a preferred concept supported by:
 - development of tools as may be required for approval and implementation including clear definitions of terms and specific focus on roles and processes related to budget and staffing
-
- Recommendations as may be required to create changes in policy and/or procedure
- Development of sustainability plan to include incremental review periods to enable ongoing change and improvement
- The Task Force is encouraged to explore unique ideas and themes to determine the optimum potential.

Stakeholders

Community at large

Recreation program participants

Vancouver Park Board B Commissioners and staff at all levels

Community Associations B committees, staff and contractors

Unions B CUPE 15 - 1004

Timeline

The timeline was originally estimated to be 2 years, commencing November 2001 and ending September 2003. This timeline has been adjusted to now reflect a 3 year work plan, scheduled to be completed in September 2004 as outlined in the June 2003 Task Force Progress Report.

Task Force Membership

The Task Force will be constituted for a maximum of two years, commencing in November 2001. The Task Force will be composed of an equal number of Community Association members and Park Board staff. The number of members will be 12 including 2 Co-Chairs. The majority of members will be at the executive/management level for both staff and volunteer Association members. Members are self-nominated with recruitment aimed to bring a good cross-section of representatives throughout the city with a balance of the required skills. In the event that a member withdraws from the Task Force, a replacement member will be recruited.

The team requires expertise in project management, public consultation, the ability to facilitate and capture feedback from diverse opinions of various community stakeholders, partnership development, negotiation, research, group development in the government and voluntary non-profit sector, strong inter-personal skills and experience in the working of the current Joint Operating Agreement.

Public Consultation

The Task Force will conduct a consultation process at the inception of the work to generate ideas. Further efforts such as public information meetings, open houses, key informant interviews with current partners and past partner members and staff will be undertaken. The Task Force will consult with all current stakeholders.

Relationship between the Joint Task Force and the Park Board

The Joint Operating Agreement Task Force is one of the key strategic initiatives of the Park Board. It was initiated through the leadership of the Presidents group of the Community Associations as a request at their meeting of Sept. 6, 2001.

The Park Board will provide overall coordination to the project and help manage the collaborative process. The Board will provide background information as well as reports and information related to the history of the Joint Operating Agreement and related information from other jurisdictions. The Board will also coordinate community input and facilitate meetings. The Park Board will be responsible for budget management for Task Force expenditures.

Budget

Total of \$20,000 (including GST and disbursements) comprised of \$10,000 in each year (2002/2003) for joint task force consultant fees, meeting materials and supplies, office materials, communications, reference materials and research. This funding to be supplied on a 50/50 basis from the Park Board and the 20 Community Associations. There are no allowances for funding for independent legal advice. Funds for each year are to be deposited on account with the Park Board by May 30th of each year.

OPERATING PRINCIPLES OF THE TASK FORCE

Roles and Expectations

Members should be accountable for their accessibility and responsiveness, and to each other as members of a team for participating, collaborating and doing their best to advance the joint process in good faith. As senior persons with wide experience, they will apply their best judgement on behalf of their members, the city and citizens of Vancouver.

Reaching Agreement

The Task Force will seek to reach a consensus wherever possible. If, for whatever reason, consensus cannot be achieved, the members may agree to a recommendation, through another process, such as voting or permitting dissenting reports.

Conflict of Interest Guidelines

Park Board employees are responsible for complying with the City of Vancouver policies on conflict of interest.

Association members of the Task Force:

- ❑ will act with honesty, integrity and openness in advancing the joint process;
- ❑ will not use their position on the Task Force to benefit materially from the process or the outcomes;
- ❑ will not be eligible on an individual basis for contract research or other paid work commissioned by the Task Force;
- ❑ will not use their position to assist other Association members or staff of the Associations in their dealings with the City/Park Board where this would result in preferential treatment to any person or organization.

Meetings

The Task Force will meet at a frequency to be determined by the Co-Chairs, using face-to-face meetings, retreats, facilitated workshops, conference calls and/or electronic correspondence. Member attendance and participation at meetings is valued and cannot be substituted by a designate representative.

Quorum

Given that the Task Force has 12 members, 6 from the Associations and 6 from Park Board, a quorum of at least 3 from each side will be required when major decisions or motions are being made. It is not necessary for the Park Board and Associations to have the same number of participants at each meeting; only that each has the minimum quorum number when any major decisions or motions are proposed.

Confidentiality

Task Force members are expected to be open and candid in discussing items before the group. For this reason it is important to maintain confidentiality. Task Force members are

committed to respecting the personal privacy of members and agree not to disclose personal information or views expressed by individuals during meetings. Deliberations are to remain confidential until there is general agreement and consensus to make them public. To avoid prejudicing any work in progress, members should exercise caution when discussing work where no consensus or agreement has been reached.

Public Communication and Media

Regular communications about the progress of work of the Task Force is a priority and should be part of the ongoing work. Records of discussion, progress updates and other communications tools will be regularly developed and approved by members for posting on web sites and printing for all interested observers. The Task Force members will make no material from the Task Force work available outside the Task Force without prior approval.

Experts and Invited Guests

The Task Force may, from time to time, require experts or other representatives to attend meetings as presenters, advisers or observers because of their knowledge of the subject or as part of another project or consultation mechanism. The Co-Chairs will agree to such invitations in advance.

APPENDIX 2 – Executive Summary – Jennifer Wilson & Anne Morrison, consultants

Executive Summary

Introduction

The consulting team comprised of Jennifer Wilson and Anne Morrison wishes to congratulate the Vancouver Joint Operating Agreement Task Force (JOA) on undertaking this Partnership Agreement review. By using the “best practices” from other proven and successful partnership models as the basis, the JOA has a solid foundation for future work.

Through our field research, we find that all partnership model organizations are in the midst of revisiting their original Partnership Agreements. Indeed, there is a common need to adapt or recreate these Agreements so that they can be relevant for today’s realities, and therefore be truly “living documents”. This means that these agreements not only address today’s issues and opportunities, but also provide a guidepost for current and future directions.

Report Content

The report includes information derived from a literature review, consultants’ experience, interviews with 3 “model organizations” (Seattle, Calgary, and Regina), a focus group with twelve Vancouver Staff/Community Associations members, and numerous meetings and a formal interview with the JOA’s Task Force.

The section on societal trends and community trends is an invaluable resource and will help ground any strategic thinking and position strategies to be responsive to current and future factors.

The “best practices” section is a consolidation of all the research material and provides a comprehensive list of what activities need to occur to support the partners as well as elements that should be included in the revised Partnership Agreement. The research details are provided in the Appendices.

Best Practices Learning’s at a Glance

The best practices research is presented under 3 headings. Each heading is described in more detail below:

1. Desired Outcomes (5): Are the results that are hoped for in a well-functioning partnership relationship. These desired results also reflect what the JOA Task Force and the Vancouver Focus Groups shared with the consultants about what was important for their partnership model to achieve. There are 5 desired outcomes:

- 1) A great appreciation of each other's contributions;
- 2) The ability to work well together;
- 3) An effective mechanism, that achieves what it sets out to achieve;
- 4) An efficient mechanism, that makes the most out of available resources; and
- 5) An approach that is responsive to community needs.

- 2) **Critical success Factors (27):** Are the key elements that have been proven necessary to support a well-functioning partnership relationship. These factors have been customized to reflect the issues and opportunities that were identified by both the JOA Task Force and the Vancouver Focus Group. They have been stated to provide a set of indicators against which a partnership's performance can be evaluated. From the research, the consulting team identified 27 success factors that fall within the 5 desired outcome areas.
- 3) **Best Practices:** Describe what elements need to be in place to foster a well-functioning partnership and how model organizations have integrated the critical success factors into their agreements or their operating practices. The details are contained in the body of the report.

The list of outcomes and the associated critical success factors is presented below.

Outcome	Critical Success Factors
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Outcome #1: A great appreciation of each other's contributions	1. That each partner appreciates what each person brings to the relationship.
Outcome #2: To Work Well Together	2. Clarity about rationale for the partnership – why it is important and what is its value for the partners and wider community. 3. Periodic evaluation of the partnership - to ensure that it reflects the way the partnership needs to function in order to be relevant to current needs. 4. Balanced Board Composition – to ensure there are motivated members with both a grass roots perspective and ability to see the bigger picture. 5. Collaborative planning – so that board members and staff jointly assess the present and future needs and preferred directions for their work 6. City staff and Association members have mutual regard for each other – foundational to positive working relationships.

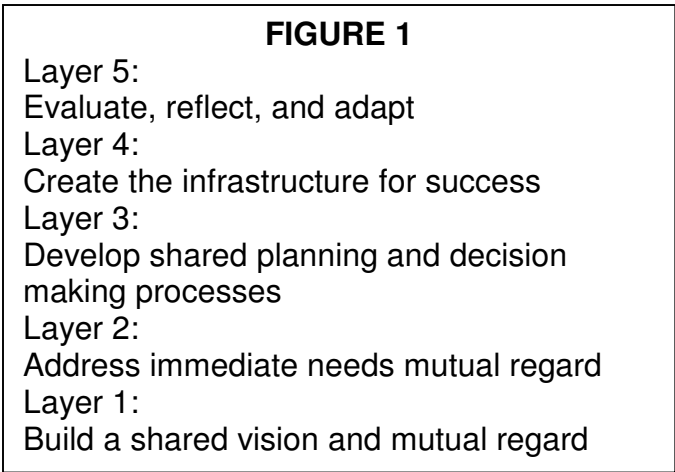
	<p>7. Agreement has clarity around roles and responsibilities – clearly defined, mutually understood, roles and responsibilities provide a common framework for standards and accountability.</p> <p>8. Clarity around staff allegiance – staff need to understand the broad public and community needs, as well as the local community needs that their Partnership is intended to address.</p> <p>9. Agreement with clarity around expectations and indicators for success – staff and partners need to work within a common framework, have realistic expectations of what they can achieve, and an effective evaluation approach.</p> <p>10. City staff and Assoc members effectively communicating with each other – clear communication between levels of staff and with all kinds of partners is essential to sustaining positive working relationships and rapport.</p> <p>11. Learn from the past, recognize and celebrate accomplishments - both staff and partners appreciate recognition and acknowledgement of their individual efforts, as well as their accomplishments through partnership.</p>
<p>Outcome #3: To be Effective – i.e., achieving what set out to achieve</p>	<p>12. Agreement reflects how partners work together –specific guidance on the roles and responsibilities is needed as well as an understanding of how partners work together on a day to day basis</p> <p>13. Agreement provides clear guidance – it needs to be revisited regularly to ensure relevancy and usefulness</p> <p>14. Coordination and support services to CAs – CAs need to feel supported through a variety of ways, including communication systems, training, resources, and support.</p> <p>15. CA members are supported by the City – staff and partners can work together to determine what are the common informational, support and training needs that the City can address.</p> <p>16. City is supported by the CAs – CAs provide a huge volunteer base, resources, knowledge, skills, and advocacy to enable a</p>

	<p>wider reach into the community.</p> <p>17. Citizens well served and there is equitable services between communities with different needs - it is important to have a mechanism to ensure equitable services for all citizens.</p> <p>18. An approach to reach the have not communities in order to have equitable services - this requires processes to enable all CA's and staff to see the larger picture of who is not being served and how they can coordinate their resources to ensure a basic level of service for all.</p> <p>19. Clear process for handling revenue – proper checks and balances/accountabilities</p> <p>20. Clear process to handle differences and conflicts – guiding principles, codes of ethics, conflict of interest clarifications and other acceptable ways to develop mutual understandings and resolve differences</p>
<p>Outcome 4: Efficient – making the most out of available resources</p>	<p>21. Each party accountable for their area of responsibility - to enable realistic expectations and common standards</p> <p>22. Monitor the City's investment in CAs – established service level standards provide assurance of good value</p> <p>23. Be accountable to the community – today's citizens want to know there is value through services</p> <p>24. There are tools and resources to support the partnership model – a variety of resources are required to ensure mutually understood rules, protocols, and processes that support positive relationships and effective operations.</p>
<p>Outcome #5: Responsive to Community Needs</p>	<p>25. Services from partnerships are responsive to changing circumstances – ensure that services reflect changing demographics, trends, gaps in services and urgent priorities.</p> <p>26. Board/Staff are truly plugged into community needs – meet more than the typical 20% of one's local community's needs.</p> <p>27. Respect lifecycle of CAs – create a mechanism to support CAs which have accomplished their purpose and no longer viably address current needs. Such CAs need to be acknowledged and disband if necessary, to make room for another community response for the changed realities.</p>

Prioritizing Your Focus

To move ahead in a strategic manner, we recommend that the JOA take a phased approach which addresses the priority areas in order of importance. The phases related to the following requirements:

- (1) Build a shared vision and mutual regard;
- (2) Address immediate needs;
- (3) Develop shared planning and decision making processes;
- (4) Create the infrastructure for success; and
- (5) Evaluate, reflect, and adapt



These 5 layers are depicted in Figure 1 in conjunction with the critical success factors associated with each.

Layer - Description	Critical Success Factor (Number precedes description and is consistent with the number in the body of the report)
<p>Layer 1: Build a Shared Vision and Mutual Regard Building a shared vision and developing mutual regard within and between partners will set a strong foundation for future collaborative and strategic thinking. It will enable productive discussions around important service delivery issues such as how to develop equitable resources for all citizens. This foundational work also provides a context for creating a revised partnership agreement. And it will facilitate positive ways to resolve differences and collaboratively address challenges. Such a solid base moves the Partnership Model ahead and provide sways for people to feel validated, respected and understood so that they can successfully strategize next steps together.</p>	<p>First Layer Success Strategies:</p> <ol style="list-style-type: none"> 1 - Each partner's appreciation for what each person brings to the relationship. 2 - Clear about rationale for the partnership. 6 - City staff and Association members have mutual regard for each other: 7 - Agreement has clarity around roles and responsibilities. 8 - Clarity around staff allegiance 10 - City staff and Assoc members effectively communicating with each other

<p>Layer 2: Address immediate needs The second layer focuses on strategies, which identify and address immediate needs for the key stakeholders (i.e., the staff, partners, and the wider community). It involves processes to identify and meet each stakeholder's unique needs and to provide a sense of worth, comfort and mutual support to each. By meeting the respective needs and formalizing them, the stage is set for strategic thinking as well as for resolving the more complicated issues.</p>	<p>Second Layer Success Strategies: 14 – Coordination and support services to CA's 15 – CA members are supported by the City () 16 - City is supported by the CA's 20 – Clear process to handle differences and conflicts (commitment support to staff and CA's in difficult time) 17 – Citizens well served; equitable services between communities with different needs (commitment to support to community) 9 - Agreement with clarity around expectations and indicators for success:</p>
<p>Layer 3: Develop shared planning and decision making processes The third layer addresses the need to instil a belief in collaboration and for creating processes and forums for shared planning and decision making.</p>	<p>Third Layer Success Strategies 5 – Collaborative planning</p>
<p>Layer 4: Build the infrastructure for success This layer includes the systems, processes, protocols, etc which are required to guide and track how the relationships work in order to keep the partnership working effectively and efficiently. Because the required relationships have been already built in trust and mutual respect, now the infrastructure can be created from these principles and reflect sustainable accomplishments.</p>	<p>Fourth Layer Success Strategies 25 - Services from partnerships are responsive to changing circumstances 26 - Board/Staff are truly plugged into community needs 18 – Reach the have not communities in order to have equitable services 19 - Clear process for handling revenue 21 - Each party accountable for their area of responsibility 24 (but be thinking and creating frameworks about it in the above steps – actual tools etc at this point) 27 - Respect lifecycle of CA's 4 – Board Composition 12 – Agreement reflects how partners work together 13 – Agreement provides clear guidance, is a reference, and understood by each partner</p>
<p>Layer 5: Evaluate, Reflect and Adapt This layer is essential to ensure that the processes and mechanisms are relevant to the changing times and address new needs and priorities which surface as the partnerships evolve. It builds in the need to learn from the past. And, it reflects the need for flexibility i.e., to make changes as necessary. It will also shows the value that is provided through the partners' investments and service delivery approach. When designed correctly, partners do not interpret change as a threat but rather as an opportunity to improve their response to community needs.</p>	<p>Fifth Layer Success Strategies: 11 - Learn from the past: recognize and celebrate accomplishments 3 - Periodic evaluation of the partnership 22 - Monitor the City's investment in CA's 23- Be accountable to the community</p>

Conclusion

This research has enabled the Vancouver Joint Operating Task Force to 1) take a broader look at how the Partnership Agreement can be made responsive to current realities and 2) incorporate learnings from other successful models. Through this research and field consultations, links between Vancouver, Seattle, Regina and Calgary have been established. Consequently, there is the opportunity to continue to exchange knowledge so that each organization continues to benefit from each other's learnings and ultimately better serve their communities.

Respectfully submitted,

Jennifer Wilson, Wilson and June Consultants
Anne Morrison, Anne K. Morrison Consulting Ltd.