Agenda - Council - July 26, 2006

Report – Executive Policy Committee – July 19, 2006

Item No. 4 General Council of Winnipeg Community Centres – 2006 to 2008 Business Plan
File PR-2

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On July 19, 2006, the Executive Policy Committee concurred in the recommendation of the General Council of Winnipeg Community Centres and submits the following to Council:

1. That the General Council of Winnipeg Community Centre's 2006 to 2008 Business Plan be approved as submitted.

2. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

Report – Executive Policy Committee – July 19, 2006

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On July 19, 2006, the Executive Policy Committee concurred in the recommendation of the General Council of Winnipeg Community Centres Committee and submitted the matter to Council.

GENERAL COUNCIL OF WINNIPEG COMMUNITY CENTRES RECOMMENDATION:

On July 5, 2006, the General Council of Winnipeg Community Centres recommended that further to Council's adoption of the Recreation, Leisure and Library Facilities Policy in May 2005, the GCWCC 2006 – 2008 Business Plan be adopted as presented.

COUNCIL:

On May 18, 2005, Council concurred in the recommendation of the Executive Policy Committee and adopted the following:

1. That the document entitled "The City of Winnipeg Recreation, Leisure, and Libraries Facilities Policy" attached as Appendix 'A' be adopted as City Policy.

2. That an additional $50,000.00 operating grant be provided to the General Council of Winnipeg Community Centres (GCWCC) as interim funding for 2005.

3. That an increase of $150,000.00 to General Council of Winnipeg Community Centre's annual operating grant for 2006 and beyond be referred to the 2006-2008 budget process subject to GCWCC's provision of a business plan approved by Council.

GENERAL COUNCIL
GCWCC
WINNIPEG COMMUNITY CENTRES

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July 5, 2006

Executive Policy Committee
Council Building
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Attention: Jo-Ann Park

RE: General Council of Winnipeg Community Centres (GCWCC) 2006-2008 Business Plan

RECOMMENDATION: That further to the Recreation, Leisure and Library Facilities Policy (RLALFP) being adopted in May of 2005, the General Council of Winnipeg Community Centres 2006 – 2008 Business Plan be adopted as presented.

Further to the adoption of RLALPF on May 18, 2005, the General Council of Winnipeg Community Centres roles and responsibilities were significantly increased. As a result of these increased responsibilities, the GCWCC has been requested to report to Executive Policy Committee (EPC) and to submit an annual 3 year business plan and audited financial statements to support a $150,000 increase to their annual operating grant.

RLALFP identifies the following seven components as responsibilities of the GCWCC:

1. A facility hierarchy that provides general guidance around the provision of facilities, including facility to population ratios.
2. Direction for existing facilities and for the introduction of new facility types.
3. A stronger leadership mandate for the General Council of Winnipeg Community Centres to optimize the Community Centre model in the City of Winnipeg.
4. A commitment to sustaining existing, programmable recreation and leisure square footage while encouraging a reconfiguration of facilities over time.
5. A commitment to consultation
6. A commitment to a "managed care level" of maintenance for new facilities, and where possible, for existing facilities.
7. A reinvestment strategy.

Further, GCWCC has been given additional responsibilities to:

1. Run those Neighbourhood Community Centres and Community Recreation and Leisure Centres that are within its mandate where it is not possible to sustain a volunteer board and programming.
2. Work in close collaboration with the City to ensure that efforts regarding programming and facility operation are complementary.
3. Facilitate consultation processes regarding opportunities in reconfiguring and optimizing Community Centre space.
4. Make recommendations for new capital projects.
5. Advise on, and coordinate infrastructure grant applications.
6. Assist in providing day-to-day administrative support to Community Centres and collaborate with the City to optimize the support given to Community Centres.
7. Facilitate the coordination of Community Centre programming to maximize coverage and minimize duplication in efforts.
8. Communicate the intent of all relevant Federal, Provincial and Municipal legislation as it relates to the operation of the Community Centres.
9. Ensure that Community Centres purchase Workers Compensation coverage for all paid employees.
10. Advise the City of Winnipeg when requests for third party occupancy are being contemplated in the Community Centres.
11. Respond to PIPEDA requests as related to the Community Centres where such requests are related to programming and facility/grounds where the Community Centres are the service providers.
12. Agree to enter into individual management agreements with all existing Community Centres within one year of the Management Agreement between the City of Winnipeg and GCWCC being executed.

The proposed responsibilities of the GCWCC are contained in the attached Management Agreement and have been approved by the GCWCC Board.

Respectfully Submitted by:
General Council of Winnipeg Community Centres

Prepared by: Brian Johnston, 1st Vice President, GCWCC

GENERAL COUNCIL OF WINNIPEG COMMUNITY CENTRES

2006/08
BUSINESS PLAN

Presented To:

Executive Policy Committee

July 12, 2006

Table of Contents:

1. Executive
   Summary.....page 1

   1.1 Introduction

   1.2 Strategic Direction

   1.3 Community Centre Executive/Board Support

   1.4 Highlights

2. Organizational
   Introduction.....page 4

   2.1 History

   2.2 Mandate

   2.3 Current Status

   2.4 Vision Statement

   2.5 Mission Statement

   2.6 Strategic Direction

   2.7 Ongoing Responsibilities

3. Finance..... page 15

1. Executive Summary

1.1 Introduction:

The General Council of Winnipeg Community Centres (GCWCC) was established in 1971 to promote and encourage cooperation and communication among the community centres and city administration; to provide a central council for the exchange of ideas and consider solutions to common problems. Over the past decades, as the mandate and responsibilities of the community centre volunteers has increased, the role of GCWCC has been expanded to meet the centres' needs.

1.2 Strategic Direction:

On May 18th, 2005 Council adopted the Recreation, Leisure and Library Facilities Policy (RLALFP). The policy identified a stronger leadership role for the GCWCC to strengthen and optimize the community centre model in the City of Winnipeg.

Over the past several years, a focus on operating efficiencies and fiscal accountability has increased demands on community centre volunteers. GCWCC has responded by providing resources to assist the city and community centre volunteers in meeting these important requirements. We will continue to provide and improve upon these services in future years.

1.3 Community Centre Executive/Board Support:

GCWCC will continue to assist in providing day-to-day administrative support to Community Centres and will collaborate with the City to optimize the support provided to the Community Centres in such areas as:

- Standardization of Program Registration Fees
- Group Benefit Plan for Community Centre Volunteers
- Joint Partnerships in Youth Program Development
- Ongoing Review of Community Centre Policies and Procedures
- Joint Partnership with the City of Winnipeg TAG Program
- Community Centre Review Task Force
- Review the process for amalgamation and consolidation of community centres

- Support those community centres where it is not possible to sustain a volunteer board and programming
- Support community centres where legal services are required

1.4 Highlights:

The following are ongoing responsibilities of the GCWCC:

- To provide a central body where all District Community Centre Board Representatives and City of Winnipeg Representatives can meet monthly to discuss operational procedures, policy and programming issues
- To network and partner with other service providers (e.g. City of Winnipeg, Social Planning Council, Sport Manitoba, Province of Manitoba, Provincial Sport Organizations, Volunteer Centre
- To develop and publish leadership training manuals and reference information
- To provide ongoing support to the centres' volunteers in the areas of leadership development, financial accountability, legal liabilities, program development, and policy development
- To assist community centres with specific internal issues affecting the day-to-day operation of the centre and its volunteers
- To administer the three municipal grants that are available to the City of Winnipeg Community Centres
- To work in partnership with the City of Winnipeg Community Services Department to facilitate and implement policies and operating procedures that affect the day-to-day operation of the City of Winnipeg Community Centres.

2. Organizational Introduction

2.1 History:

The General Council of Winnipeg Community Centres (GCWCC) was established in 1971 when the 13 autonomous municipalities and the City of Winnipeg were amalgamated to form Unicity.

Prior to the formation of Unicity, services offered to the community centres were very diverse. Each Municipal Parks and Recreation Department had its own method for administering funding and staffing assistance that was provided to the community centres. Communication between the individual community centres to ensure that services and programs were being provided to all residents on a consistent basis was non-existent. Discrepancies existed among the centres with respect to services, policies, standards, leadership and maintenance responsibilities. Some centres offered a range of programs while others operated on a single, seasonal activity.

Originally, the GCWCC was formed to promote and encourage cooperation and communication among the community centres and city administration; to provide a central council for the exchange of ideas and consider solutions to common problems.

Over the past decades, as the mandate and responsibilities of the community centre volunteers has increased, the roles of the GCWCC have been expanded to meet the centres' needs. With the cooperation of the Community Centres and the City of Winnipeg, many major milestones to assist the volunteers in the operation of the Community Centers movement have been accomplished.

Achievements:

- Organization of the District Community Centre Boards where all member centres can meet on a monthly basis to discuss the day-to-day issues of the centres
- The implementation of the Universal Funding Formula Policy which ensures that all community centres are funded on an equal basis
- Realization of non-profit incorporation status of all Community Centres
- Development of a Community Centre Standardized Constitution
- Development and publishing of the Community Centre Accountability Manual
- Implementation of Standardized Financial Accountability Policy for all community centres
- Development of the Family Transfer Policy
- Establishment of the Community Centre Review Task Force and subsequent tabling of the Community Centre Review Policy to Standing Policy Committee on Protection and Community Services

2.2 Mandate:

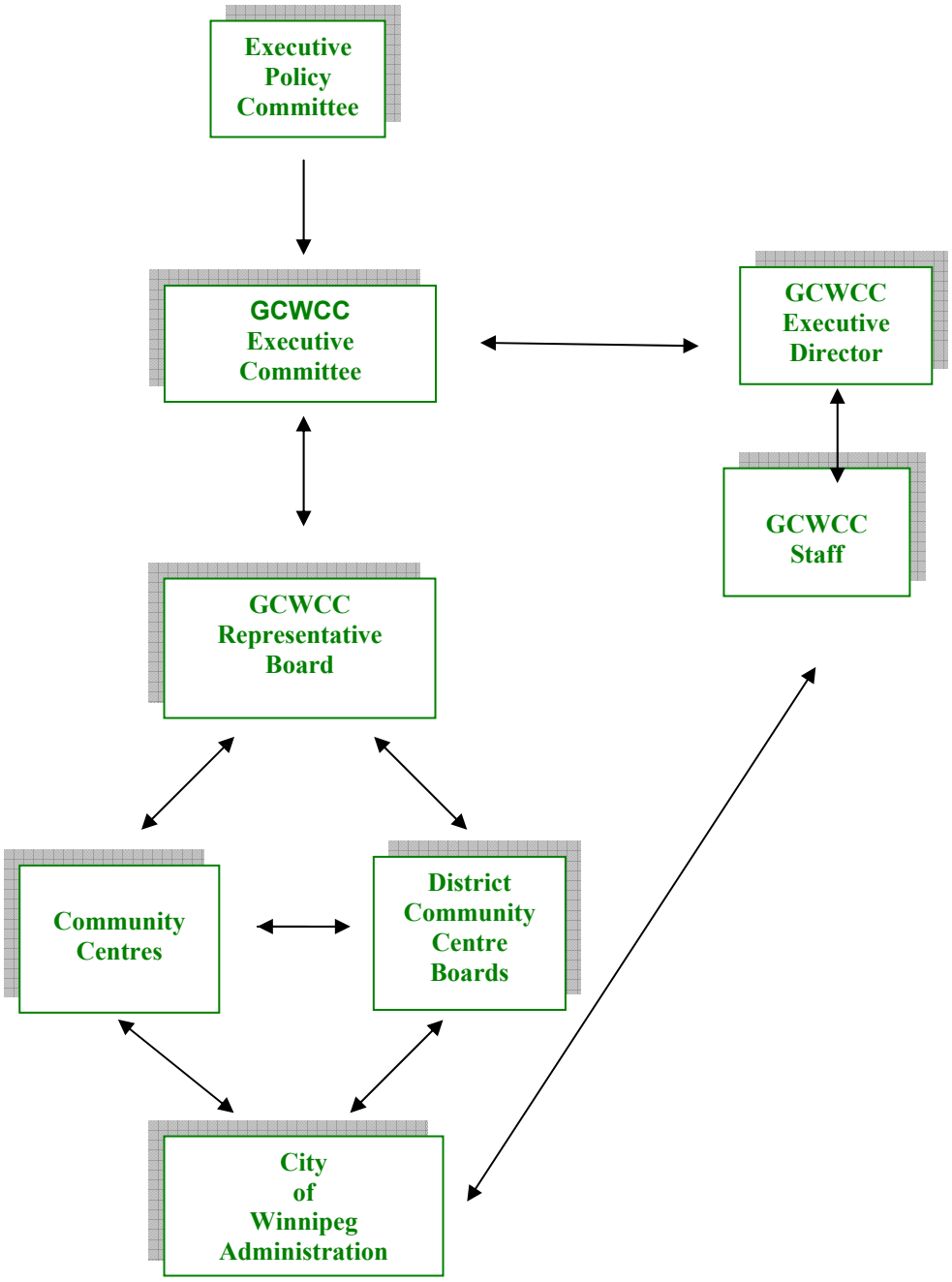
The General Council of Winnipeg Community Centres' membership base is the 71 Community Centers as recognized by the City of Winnipeg. The Board of the General Council consists of an elected Executive Committee, elected annually by the membership. The Representative Board consists of one Representative from each of the five District Community Centres Boards, which are appointed by the members of the District Boards. Members-at-Large (maximum of 3) may be appointed by the Executive Committee and Representative Board. The Executive Director of GCWCC and Representative(s) from the City of Winnipeg are ex-officio members of the Board.

The GCWCC Board will include EPC appointed community representatives that will ensure financial, asset management and legal expertise.

The role of General Council is to facilitate a strong and more sustainable Community Centre Model in the City of Winnipeg and to provide support to the volunteers in such areas as leadership development, administrative support and programming development.

GCWCC will enter into a Management Agreement with the City of Winnipeg. This agreement will outline the responsibilities between the GCWCC and the City of Winnipeg as related to the City of Winnipeg Community Centres.

GENERAL COUNCIL OF WINNIPEG COMMUNITY CENTERS
REPORTING STRUCTURE



2.3 Current Status:

As Community Centres have evolved from volunteer organizations to businesses run by volunteers, there has been an increased focus on operating efficiencies and fiscal accountability that has dramatically increased demands on community centre volunteers. GCWCC has responded by increasing resources to assist the City and community centre volunteers in meeting these important requirements.

General Council continues to work in partnership with the City of Winnipeg Community Services Department to facilitate the implementation of policies and operating procedures that assist community centres in their day-to-day operations.

2.4 Vision Statement:

To ensure that the uniqueness of the City of Winnipeg Community Centres movement remains vibrant and strong, that neighbourhoods have a safe place where citizens of all ages can attend and participate in Community Centre events.

2.5 Mission Statement:

- To promote and support the Community Centres' purpose and mandate.
- To assist Community Centres in planning for adequate facilities to meet the needs of their neighbourhood.
- To provide ongoing leadership training and administrative support to the volunteers of the Community Centres.
- To provide a network where community centres and other service providers can share their needs, plans and ideas in the delivery of recreational and leisure service programs within their neighbourhoods.

2.6 Strategic Direction:

On May 18th, 2005 Council adopted the Recreation, Leisure and Library Facilities Policy (RLALFP). The policy identified a stronger leadership role for the GCWCC to strengthen and optimize the community centre model in the City of Winnipeg.

The Management Agreement between the City of Winnipeg and the GCWCC identifies the responsibilities and the role of the GCWCC.

Governance and Leadership

The GCWCC is an incorporated, non-profit organization and is governed under the direction of the Executive Committee and Representative Board. The Board of the GCWCC is made up of the following representation:

- The Past President, duly elected President, First Vice President, Second Vice President
- One appointed representative from each of the five District Community Centre Boards
- Up to a maximum of three Members-at-Large as appointed by the Board of Directors
- Up to a maximum of three City-appointed community representatives that will ensure financial/ asset management and legal expertise

2006 – 2008 Strategic Plan

2006

- ► Vision/strategic planning (started)
- ► Development of first business plan
- ► Review of governance structure and constitution (started)
- ► Board approval of Management Agreement with the City of Winnipeg
- ► Support initial capital projects and provide resources accordingly such as the Bronx Park/Good Neighbours Centre project

To be done:

- Appointment of City Representatives to the GCWCC Board as to be determined by EPC
- Initial development of communication plans
- Develop strategy for addressing community centre Union issues
- Develop strategy for addressing Workplace, Health and Safety Legislation issues

2007/2008

- Complete Strategic Planning exercise
- Review/revise 2007 – 2010 Business Plan
- Implement strategic directions for addressing Union issues
- Implement strategic directions for addressing Workplace, Health and Safety Legislation
- Review and submit Capital Project recommendations to EPC
- Review and submit MRIF Capital Projects to EPC
- Evaluate approved Capital Projects
- Finalize Management Agreements with the Community Centres
- Review and evaluate training requirements for community centre volunteers/staff
- Review Board and Staff Structure

District Planning Process

The District Planning process will be led by the GCWCC Executive and Representative Board. General Council is committed to consult with the District Community Centre Boards and the individual community centres to identify and prioritize facility needs, programming needs and volunteer support.

This plan is an initial step in developing a long-tem strategy to address the increasing challenges for funding, volunteers, adequate amenities, and programming needs facing community centres. The objective is to empower the community to reconfigure its recreation and leisure needs

General Council will facilitate discussion with the Community Centres, District Community Centres Boards and the community at large to identify capital projects while considering the needs of the neighbourhood, the districts and the city at large. Capital projects will be considered in keeping with the mandate and the parameters of the RLALF Policy.

2006 – 2008 Action Plan

2006

- Review of Community Centre boundaries
- Initial round of the district planning process
- Prioritization of initiatives and projects based on criteria
- Completion of 2006 District Plans
- Review of MRIS applications
- Completion of UFF Review

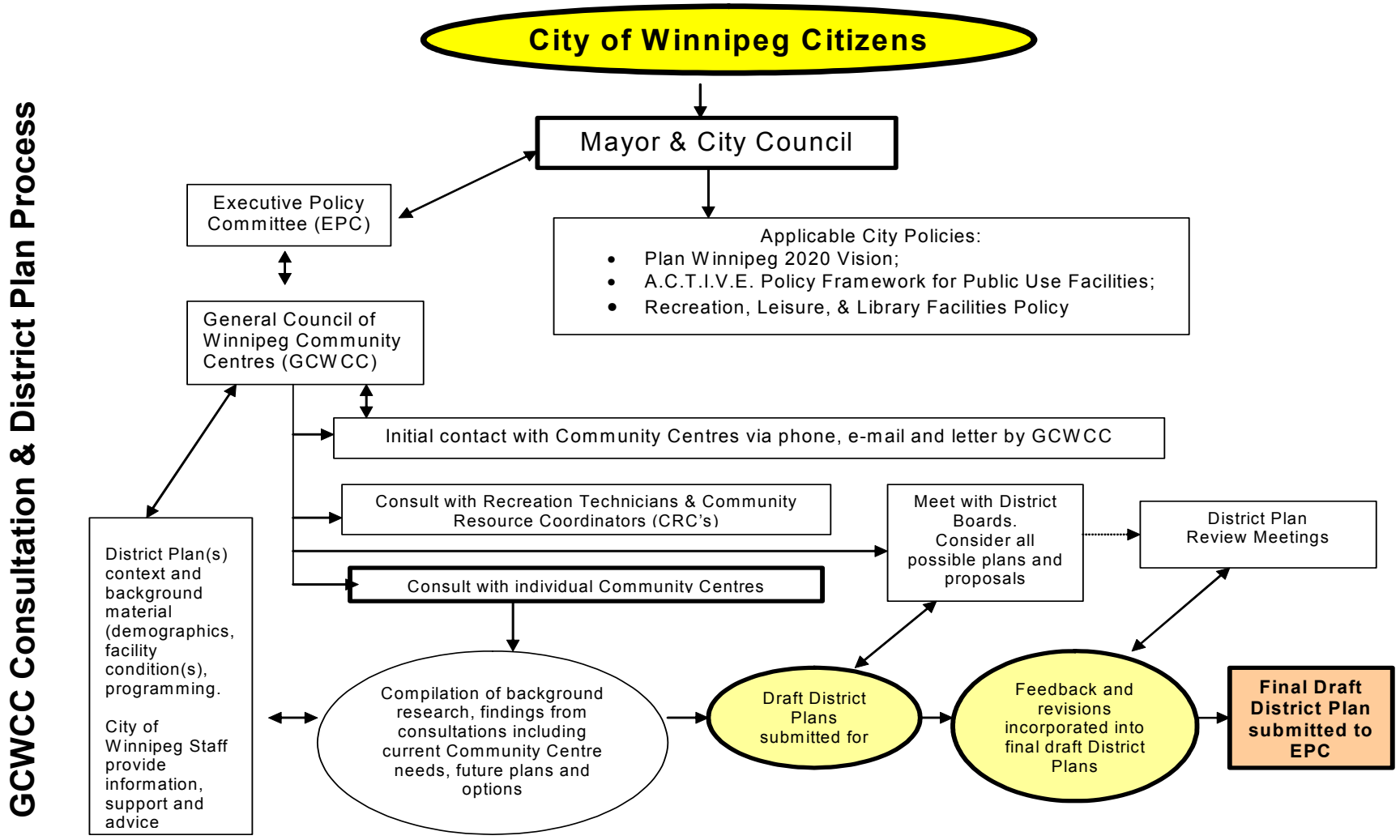
2007/2008

- Implementation of recommended Community Centre boundary changes as approved by EPC
- Review and revise district planning based on community needs
- Review current recreational and leisure programs offered by the City of Winnipeg and the Community Centres, identify programming gaps and duplication of services
- Initiate 2008 UFF Review
- Review and submit Capital Projects
- Review MRIF Applications
- Submit Business Plan to EPC

With the assistance of the GCWCC, district plans will be developed on a 10-year plan. These plans will be subject to an annual review and revision process where required. The district plans will take into consideration infrastructure that will support both the Community Centre (Neighbourhood I) and Recreational Leisure Centre model (Neighbourhood II). The district plans should also take into consideration programming opportunities relative to the demographic and socio-economic needs of the communities. District Plans will be forwarded to GCWCC for approval.

GCWCC, based on the district plans, will make recommendations for new capital projects, reporting to City Council through EPC.

GCWCC will keep Councillors informed of the project proposals in their respective wards.


GCWCC Consultation & District Plan Process
City of Winnipeg Citizens
Mayor & City Council
Executive Policy Committee (EPC)
Applicable City Policies:
Plan Winnipeg 2020 Vision;
A.C.T.I.V.E. Policy Framework for Public Use Facilities;
Recreation, Leisure, & Library Facilities Policy
General Council of Winnipeg Community Centres (GCWCC)
Initial contact with Community Centres via phone, e-mail and letter by GCWCC
Consult with Recreation Technicians & Community Resource Coordinators (CRC's)
Consult with individual Community Centres
Meet with District Boards. Consider all possible plans and proposals
District Plan Review Meetings
District Plan(s) context and background material (demographics, facility condition(s), programming.
City of Winnipeg Staff provide information, support and advice
Compilation of background research, findings from consultations including current Community Centre needs, future plans and options
Draft District Plans submitted for
Feedback and revisions incorporated into final draft District Plans
Final Draft District Plan submitted to EPC

GCWCC Business Plan:

As defined in the RLALF Policy, GCWCC will provide to Council an annual 3 – year business plan.

There are a number of unresolved issues that have not as yet been dealt with by the GCWCC and the City of Winnipeg.

1. Failing Community Centres– funding related to the operation of those Neighbourhood Community Centres and Community Recreation and Leisure Centres where it is not possible to sustain a volunteer board and programming which now fall under the GCWCC's responsibility.

2. Provision of Legal Services – funding related to outside legal services for Community Centres retained by the GCWCC where the City is unable to assist in providing legal assistance.

3. Union Staffing in Community Centres – funding relating to legal issues as a result of union negotiations.

The GCWCC will continue to work with the City of Winnipeg in the attempt to resolve these issues.

Reporting Relationships:

In keeping with its expanded roles and responsibilities as identified in the RLALF Policy, GCWCC is committed to consultation with its membership, the City of Winnipeg Administration and City Council.

GCWCC Membership:

- 71 community centres in the City of Winnipeg
- 5 District Community Centres Boards
- Where decisions on recreation/leisure facilities are required, the consultation process will involve community centres, district community centre boards and members of the community at large.

City of Winnipeg:

- Community Services Department

GCWCC will continue to work in close collaboration with the department to ensure that all policies and procedures of the City are adhered to.

City Council:

- EPC

- Council

GCWCC will report to Council through the Executive Policy Committee

Community Centre Operations:

GCWCC will continue to assist the community centre volunteers in providing day-to-day administrative support in such areas as:

Executive/Board support

To assist the community centre volunteers to perform their responsibilities to the best of their ability GCWCC will:

- provide annual board orientations
- develop publications and leadership training materials
- review of community centre policies and procedures
- provide assistance with specific internal issues
- coordinate Provincial Child Abuse Registry Checks for community centre volunteers and staff
- review constitutional/bylaw amendments

Financial Accountability

To ensure that all community centres remain fiscally responsible to their membership GCWCC will assist in such areas as:

- annual business planning process
- annual budgets
- ensure that centres are meeting the requirements of the Standardized Financial Accountability Policy

Policy Development

GCWCC in partnership with the Community Services Department and other City Departments, ensure that policies are adopted as required to assist the volunteers in the day-to-day management of the community centre in such areas as:

- Respectful Environment Policy
- Code of Conduct Policy
- Risk Management Policy

Program Development

To ensure that the district community centres are programming for all residents of the neighbourhood, GCWCC will:

- assist community centres in the development of new programs to maximize coverage and minimize duplication of programs
- consider areas of greatest need
- provide financial support for the development of new programs and to sustain existing programs through grants that are available through the City of Winnipeg and Province of Manitoba

Process for Failing Community Centres

GCWCC will be authorized to manage those community centres and community recreation centres where it is not possible to sustain a volunteer board or programming for the area residents. GCWCC will:

- temporarily hire staff to meet the needs of the community
- find a solution to address the community need
- evaluate the rationalization of the facility as part of the district plan

Facility Development

To encourage the reconfiguration of community recreation and leisure facilities, to provide a more sustainable, contemporary recreational model that will meet the programming needs of our citizens, today and tomorrow.

2.7 Ongoing Responsibilities of the GCWCC:

- To meet monthly to discuss operational procedures, policy and programming issues that are relevant to the day-to-day operation of community centres in the City of Winnipeg.
- To meet monthly with the City of Winnipeg Community Services Department and the District Community Centres Board representatives to discuss issues of common concern and consider solutions to common problems.
- To network and partner with other service providers (e.g. City of Winnipeg, Social Planning Council, Sport Manitoba, Province of Manitoba, VSPON) regarding the delivery of recreational/leisure services at the community level.
- To develop publications and provide leadership training manuals and reference information to the community centres' volunteers.
- To provide ongoing support to the centres' volunteers in the areas of leadership development, financial accountability, legal liabilities, program development and policy development.
- To assist centres with specific internal issues affecting the day-to-day operation of the centre and its volunteers in such areas as financial accountability requirements, conflict mediation, constitutional reviews, policy reviews and Child Abuse Registry Checks for all centre volunteers and staff.
- To administer three municipal grants that are available to the City of Winnipeg

Community Centres:

- Athletic Field Maintenance (Sweat Equity) Grant
- Programming Grant
- Community Centre Program Registration Fee Subsidy Grant

- General Council works in partnership with the City of Winnipeg Community Services Department to facilitate the implementation of policies and operating procedures (listed below) that affect the day-to-day operation of the City of Winnipeg Community Centres.
  - Development, implementation and ongoing review of the Universal Funding Formula
  - Development of the process for the Amalgamation and Consolidation of Community Centres
  - Community Centre Boundary Reviews
  - Standardization of Community Centre Financial Accountability
  - Family Transfer Policy and Appeal Policy
  - Community Centre Program Report
  - Licensing issues as they pertain to Community Centres
  - Coordinate and make recommendations on Infrastructure grant applications and Winnipeg Partnership Agreement proposals.
  - Standardized Community Centre Constitution
  - Respectful Workplace Policy for Community Centres

2.8 Current and Future Initiatives:

Standardization of Program Registration Fees

Due to changing demographics, many community centres have to amalgamate their sporting programs with neighbouring centres. The existing wide range of fees being charged by individual centres has created a difficult situation for the centres and the program participants. GCWCC has received numerous complaints regarding the discrepancies in fees being charged by the individual centres. The General Council will be meeting with the individual districts to deal with the issue of standardization of program registration fees.

Group Benefit Plan for Community Centre Volunteers

The City of Winnipeg provides limited insurance coverage for the centres' volunteers. Most centres that hire staff such as caretakers, supervisors and managers are not in the financial position to provide any benefits for their staff. After much research, it was determined that

the City of Winnipeg Chamber of Commerce Group Benefit Policy would best suit the needs of the City of Winnipeg Community Centre employees. In order for the centres to be eligible for the plan, General Council, as the community centre umbrella group, agreed to purchase a Winnipeg Chamber of Commerce membership.

Joint Partnerships in Program Development

Over the past years, the General Council has provided program funding to assist the centres in the development of partnership programs. One such program is the General Byng Youth Action Drop-In Program where the GCWCC Program Grant provided funds to cover equipment costs. The City of Winnipeg partnered in this program by providing staffing resources, while the School Division has provided the facility. GCWCC will continue to develop and support these highly successful partnerships.

Ongoing Review of Community Centre Policies and Procedures

With the constant changing of community centre volunteer boards, there is a need to continually re-affirm the policies and procedures that govern the community centres day-to-day operations.

Joint Partnership with the City of Winnipeg TAG Program

Over the past five years the General Council has provided seven Urban Green Team Workers annually to assist in the control of graffiti in the City's TAG program. The GCWCC provides the administration of this service at no cost to the City. These workers have become a valuable resource to the program.

Community Centre Review Task Force

In October of 2001, at the request of the District Community Centre Board Presidents, the Community Centre Review Task Force was struck. The objectives of the task force were to:

* Review the operation of community centres in terms of demographics, status of infrastructure, inventory of amenities, programming content, and volunteer and financial resources.
* Review and evaluate the contributions and impact of the individual centres in regard to recreational and leisure opportunities in the community.
* Review services offered by neighbouring centres and other service providers.
* Determine base standards for community centres based on the operational review and evaluation.

* Review existing operations of centres to recommend standards and to recommend opportunities for consolidations/enhancements.

3.

General Council of Winnipeg Community Centres
2006 – 2008 RLALFP Budget

	2006	2007	2008
Revenue			
City of Winnipeg Grant	$ 150,000	$150,000	$150,000
Total Revenue	**$150,000**	**$150,000**	**$150,000**
Expenditures			
Equipment	$ 10,500	$ 3,500	$ 3,500
Office	$ 24,500	$ 26,650	$ 29,000
Wages	$ 110,000	$ 114,850	$ 117,500
Contingency Fund	$ 5,000	$ 5,000	$ 0
Total Expenditures	**$ 150,000**	**$ 150,000**	**$ 150,000**