Minute No. 459
Report - Executive Policy Committee – June 11, 2008

Item No. 6 **General Council of Winnipeg Community Centres – 2008-2010 Business Plan**
File PR-2

COUNCIL DECISION:

Council concurred in the recommendation of the Executive Policy Committee and adopted the following:

1. That the General Council of Winnipeg Community Centres 2008 – 2010 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 – June 11, 2008

DECISION MAKING HISTORY:

Moved by His Worship Mayor Katz,
That the recommendation of the Executive Policy Committee be adopted.

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On June 11, 2008, the Executive Policy Committee concurred in the recommendation of the General Council of Winnipeg Community Centres and submitted the matter to Council.

GENERAL COUNCIL OF WINNIPEG COMMUNITY CENTRES RECOMMENDATION:

The General Council of Winnipeg Community Centres recommended that the 2008 – 2010 Business Plan be adopted as presented.

GENERAL COUNCIL
GCWCC
WINNIPEG COMMUNITY CENTRES

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Winnipeg, Manitoba

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February 12, 2008

Executive Policy Committee
Council Bldg
510 Main Street
Winnipeg, Mb
R3G 1B9

Attention: Jo-Ann Park, Manager of the Decision Making Process
City Clerks Department

Re: General Council of Winnipeg Community Centres 2008-2010 Business Plan

Recommendation: That the General Council of Winnipeg Community Centres 2008 – 2010 Business Plan be adopted as presented.

Further to the adoption of the Recreation, Library and Leisure Facilities Policy in May of 2005, the General Council of Winnipeg Community Centres roles and responsibilities were significantly increased. The policy also identified that the GCWCC receive an increase of $150,000 to it's annual operating grant. GCWCC was requested to submit an annual 3 year business plan to support this increase.

Sincerely,

Original Signed by

Steve Bemrose
President, GCWCC

GENERAL COUNCIL OF WINNIPEG COMMUNITY CENTRES

2008/10
BUSINESS PLAN

Presented To:

Executive Policy Committee

February 2010

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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.

Prior to the formation of Unicity, each Municipal Parks and Recreation Department had its own model of how the community centres were maintained, funded and staffed. Services and programs that were being provided by the community centres were inconsistent with some centres offering a range of programs while others operated on a single, seasonal activity.

The Universal Funding Formula (UFF), which was adopted by Council in 1993, addressed many of these discrepancies and inequities.

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.

1.2 Organizational Structure:

The Board of General Council consists of an Executive Committee elected by the membership. A Representative Board made up of one Representative appointed by each of the five District Community Centre Boards. A maximum of 3 Members-at-Large may be appointed by the GCWCC Board. Executive Policy Committee appoints three members that bring financial, asset management and legal expertise to the GCWCC Board. The Executive Director and Representative(s) from the City of Winnipeg, Community Development & Recreation Services Division will sit as ex-officio members of the Board. GCWCC is accountable to its membership, funding bodies and its partners so as to ensure a transparent, accountable and open operation.

The Board of GCWCC is supported by four staff members.

1.3 Recreation Library and Leisure Facility Policy (RLALFP)

The Recreation, Leisure and Library Facilities Policy (RLALFP) identified a stronger leadership role for the GCWCC to strengthen and optimize the community centre model in the City of Winnipeg.

Additional responsibilities included such as:

1. To 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. Facilitate consultation processes regarding opportunities in reconfiguring and optimizing Community Centre space.

3. Make recommendations for new capital projects.

4. Advise on, and coordinate infrastructure grant applications.

5. 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.

Outstanding Issues:

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, Executive Policy Committee, and City of Winnipeg Administration. GCWCC will report to Council through the Executive Policy Committee

1.4 Management Agreement

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.

GCWCC, as per the RLALFP GCWCC entered in to a Management Agreement with the City of Winnipeg. This agreement outlines the responsibilities between the GCWCC and the City of Winnipeg as related to the City of Winnipeg Community Centres. 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.

GCWCC has agreed to enter into individual management agreements with all existing community centres within one year after the signing of the City of Winnipeg and GCWCC. This task is anticipated to be completed in the Spring of 2008.

1.5 2007/2010 Strategic Plan

In January 2007 the GCWCC began to develop a Strategic Plan for the organization. The Strategic Plan process was developed by the Board of Directors and facilitate by a consultant.

The Strategic Plan was approved by the GCWCC Board, on April 2, 2007 and subsequently adopted by the GCWCC Membership at the Annual General Meeting held on April 28, 2007. The Strategic Plan will ensure continued support to provide and improve upon these services in future years.

1.6 Plan 2025

The purpose of Plan 2025 is to develop a 20 year policy for the future direction of community centre movement in the City of Winnipeg.

General Council's role is to 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.

The District Plans will take into consideration infrastructure, programming and people that will support both the Community Centre (Neighbourhood I) and Recreational Leisure Centre model (Neighbourhood II) and will also take into consideration programming opportunities relative to the demographic and socio-economic needs of the communities.

Desired Outcomes:

- Help support and sustain a volunteer base for recreational services
- Help guide the delivery of recreational programs
- Help direct the development of recreational facilities…..for this, and the next generation

Plan 2025 allows for a re-investment strategy so as to maximize the financial resources to the community centre movement and to assist with financial sustainability.

District Planning Process

The District Plan will be led by the individual District 2025 Plan Committees and supported by the GCWCC, with the assistance of URBANEDGE Consulting. The Committee Representatives have been appointed by each of the five District Community Centre Boards and the individual community centres to identify and prioritize facility needs, programming needs and volunteer support.

1.7 Ongoing Responsibilities

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
- To develop and publish leadership training manuals and reference information
- To provide ongoing leadership support to the community centre executives and volunteers
- 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 operating procedures that affect the day-to-day operation of the City of Winnipeg Community Centres.

1.8 Future Challenges

Facilities:

- Capital and operating maintenance dollars will need to be identified to ensure that a "Managed Care" level of maintenance can be maintained for all existing and new facilities.

Programs:

- Partnership opportunities between community centres, city programmers and schools must be pursued to ensure that the demand for increased activities can be met; and that all recreational space is being programmed at a maximum level.

Volunteers:

- Develop a strong recruitment and training programs to target untapped volunteer resources.

2. Organizational Introduction

2.1 History:

General Council of Winnipeg Community Centres (GCWCC) was established in 1971 when the 13 autonomous municipalities and the City of Winnipeg were amalgamated under a central administration known as Unicity. The GCWCC was formed to promote and encourage co-operation and inter-communication between the 83 Community Centres, 27 Recreational Centres located within the City of Winnipeg Boundaries; and to encourage co-operation and communication between community centres and city administration.

Prior to the formation of Unicity, each Municipal Parks and Recreation Department had its own model of how the community centres were maintained, funded and staffed. Services offered to the community centres by the individual municipalities varied in respect to services, policies, standards, leadership and maintenance responsibilities. Services and programs that were being provided to the neighbourhood residents were also inconsistent with some centres offering a range of programs while others operated on a single, seasonal activity.

The Universal Funding Formula (UFF), which was adopted by Council in 1993, addressed many of these discrepancies and inequities. The UFF is reviewed every five years to reflect current financial and administrative requirements.

Further to the adoption of the Recreation, Library and Leisure Study adopted in May of 2005, the roles and responsibilities of GCWCC were significantly increased. These responsibilities are now clearly identified in the GCWCC/City of Winnipeg Management Agreement.

2.2 Organizational Structure:

Governance and Leadership

The Board of the General Council is a volunteer Board who are elected or appointed by the membership. A maximum of 3 Members-at-Large may be appointed by the Board. In addition EPC appoints 3 community representatives that bring financial, legal and asset management expertise to the Board. The Executive Director of GCWCC and Representative(s) from the City of Winnipeg are ex-officio members of the Board.

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:

Executive Committee

- The Past President, duly elected President, First Vice President, Second Vice President

Representative Board

- 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

City of Winnipeg Appointees

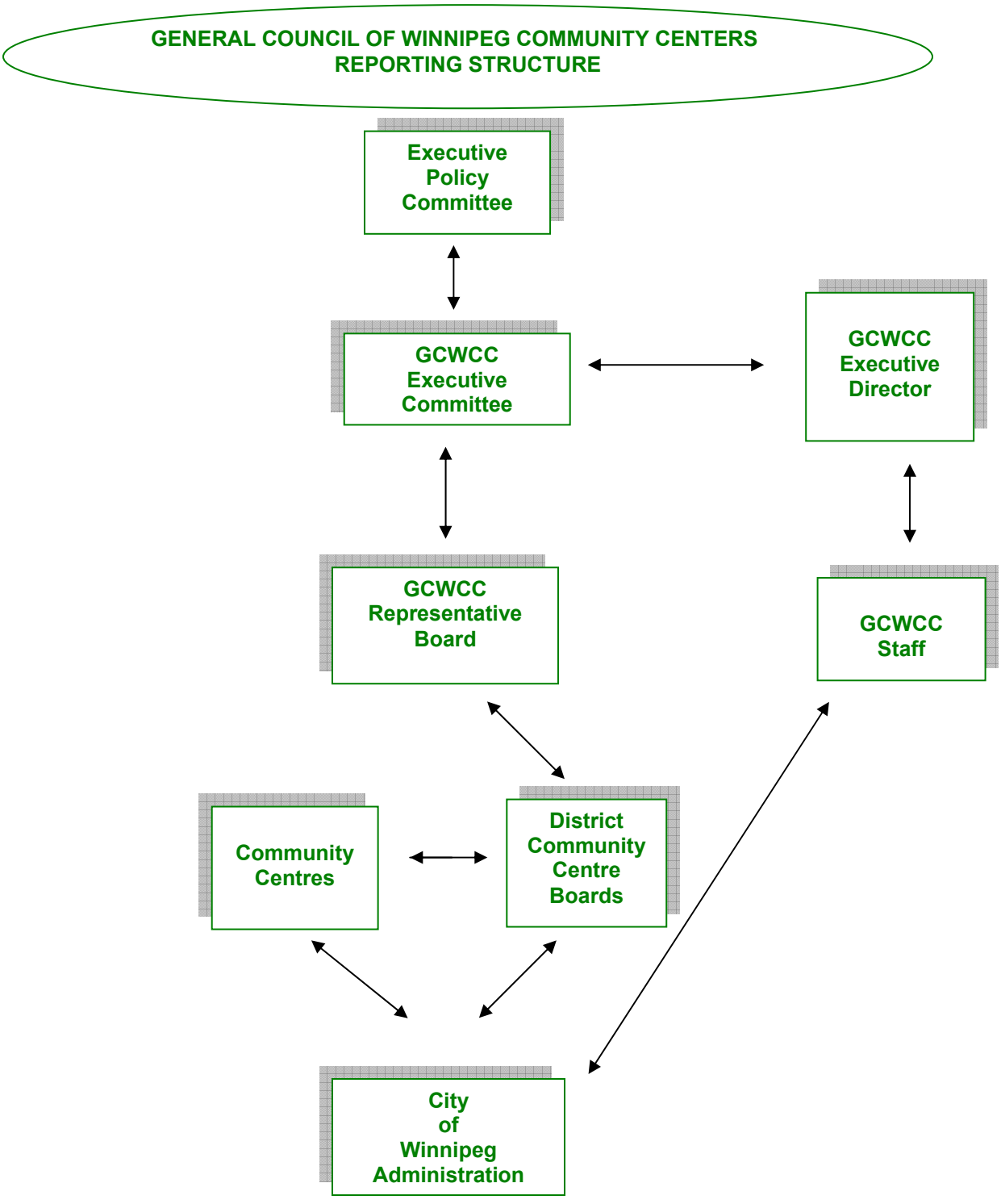
- Three City appointed community representatives that will ensure financial/ asset management and legal expertise

Administrative Support

The Board of GCWCC is supported by four staff. They are a full time Executive Director, a full time Facility/Program Coordinator, two part time Office Assistants.

Membership

The General Council of Winnipeg Community Centres' current membership base is the 67 Community Centers as recognized by the City of Winnipeg. These community centres are divided into five districts of the City.


GENERAL COUNCIL OF WINNIPEG COMMUNITY CENTERS
REPORTING STRUCTURE
Executive Policy Committee
GCWCC Executive Committee
GCWCC Executive Director
GCWCC Representative Board
GCWCC Staff
Community Centres
District Community Centre Boards
City of Winnipeg Administration

2.3 Recreation Library and Leisure Facility Policy (RLALFP)

The Recreation, Leisure and Library Facilities Policy (RLALFP) identified a stronger leadership role for the GCWCC to strengthen and optimize the community centre model in the City of Winnipeg.

GCWCC Responsibilities:

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:

6. 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.
   GCWCC currently manages Weston Community Center and is responsible for the financial management of East Elmwood C.C.

7. Work in close collaboration with the City to ensure that efforts regarding programming and facility operation are complementary.
   GCWCC continues to meet monthly with representatives of the Community Services Division, Community Development & Recreation Initiatives Branch

8. Facilitate consultation processes regarding opportunities in reconfiguring and optimizing Community Centre space.
   Ongoing through the District Planning Process

9. Make recommendations for new capital projects.
   Ongoing through the District Planning Process

10. Advise on, and coordinate infrastructure grant applications.
    As requested

11. Assist in providing day-to-day administrative support to Community Centres and collaborate with the City to optimize the support given to Community Centres.
Ongoing

12. Facilitate the coordination of Community Centre programming to maximize coverage and minimize duplication in efforts.
Ongoing

13. Communicate the intent of all relevant Federal, Provincial and Municipal legislation as it relates to the operation of the Community Centres.
Ongoing

14. Ensure that Community Centres purchase Workers Compensation coverage for all paid employees.
100% Compliance

15. Advise the City of Winnipeg when requests for third party occupancy are being contemplated in the Community Centres.
Ongoing

16. 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.
Ongoing

17. 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.
Scheduled for completion Spring 2008

<u>Outstanding Issues:</u>

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.

2.4 Management Agreement:

GCWCC, as per the RLALFP GCWCC entered in to a Management Agreement with the City of Winnipeg. This agreement outlines the responsibilities between the GCWCC and the City of Winnipeg as related to the City of Winnipeg Community Centres. 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.

Community Centre Support Services

The proposed responsibilities of the GCWCC are contained in the Management Agreement and have been approved by the GCWCC Board. GCWCC continues 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
- Workplace, Health & Safety

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 has been 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:

- hire staff to meet the needs of the community
- determine a solution that will 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.

2.5 2007/2010 Strategic Plan:

In the fall of 2006, the GCWCC embarked on a Strategic Planning process that would include the increased responsibilities as outlined in the RLALF Policy. This document would chart the

direction of the organization to meet the challenges which community centres face today and into the future. KGM Consultants were contracted to facilitate the Strategic Planning process.

Vision Statement

To lead and support Winnipeg's unique volunteer based community centre movement into a strong and vibrant future.

Mission Statement

GCWCC provides leadership to volunteers to develop and sustain Community Centres; and to provide support to Community Centre Volunteers in the provision of safe, affordable, accessible programs and facilities for citizens of Winnipeg.

Strategic Goals

Communication: To provide open and transparent communication with all partners and stakeholders.
Membership Services: To develop a comprehensive list of membership services.
Governance: To review the GCWCC Board and Sub-Committee structure, roles and responsibilities including a constitutional review so as to reflect the ongoing development of the organization
Resources: To identify resource gaps (funding and human).
Advocacy/Public Affairs: To represent and promote the Community Centre movement
Evaluation: To engage the membership in evaluating GCWCC to be an effective and efficient organization.
Planning Process: To implement Business, Strategic and District Planning Processes.
Management Agreement: To implement a community centre management agreement.
Logistics: To identify the functional requirements of GCWCC.

2.6 Plan 2025

The purpose of Plan 2025 is to develop a 20 year policy for the future direction of community centre movement in the City of Winnipeg.

This plan focuses on:

- People – Programs – Facilities, it takes into account the complete picture.

- Allows for actual growth to occur given the anticipated increased housing in specific areas of the city.
- Allows for proper resourcing of funding, volunteers, potential partnerships, as well as other funding sources.
- Allows for the "here and now" as well as the "next generation".

The goal is to develop:

- 1 overall plan providing long term direction
- 5 supportive plans for district development
- Consistent with the Recreation Leisure and Libraries Facilities Study
- In keeping with GCWCC's Strategic Plan.

Plan 2025 will address increasing challenges for funding, volunteers, adequate amenities, and programming needs that are facing today's community centres. The objective is to empower the community to reconfigure its recreation and leisure needs.

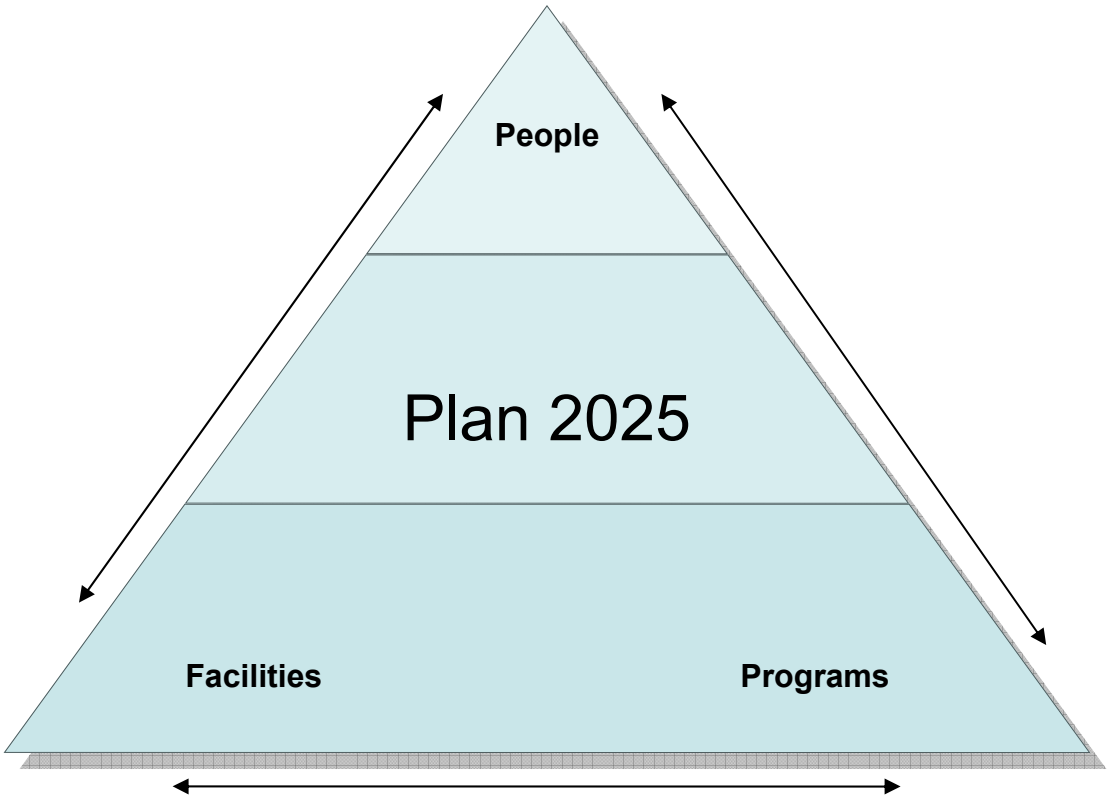
The District Plans will take into consideration infrastructure, programming and people that will support both the Community Centre (Neighbourhood I) and Recreational Leisure Centre model (Neighbourhood II) and will also take into consideration programming opportunities relative to the demographic and socio-economic needs of the communities.

<u>Desired Outcomes:</u>

- Helps support and sustain a volunteer base for recreational services
- Help guide the delivery of recreational programs
- Help direct the development of recreational facilities……for today and tomorrow

General Council's role is to 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.

Plan 2025 allows for a re-investment strategy so as to maximize the financial resources to the community centre movement and to assist with financial sustainability.



Desired Outcomes:

- Help support and sustain a volunteer base for recreational services
- Help guide the delivery of recreational programs
- Help direct the development of recreational facilities…..for this, and the next generation

District Planning Process

The District Plan will be led by the individual District 2025 Plan Committees and supported by the GCWCC, with the assistance of URBANEDGE Consulting. The Committee Representatives have been appointed by each of the five District Community Centre Boards and the individual community centres to identify and prioritize facility needs, programming needs and volunteer support.

2025 Planning Framework

Context – history; evolution; overview of facilities; programs; volunteers; boundaries and catchment areas; trends in recreation services; other service providers

Research and Analysis
- Demographics and Recreation – current demographics, programming and volunteering; current strengths/weaknesses; demographic projections to 2025 and implications; opportunities and challenges
- Space Planning – current space by centre by district; current population; space to pop rations; population projection to 2025; additional space needed

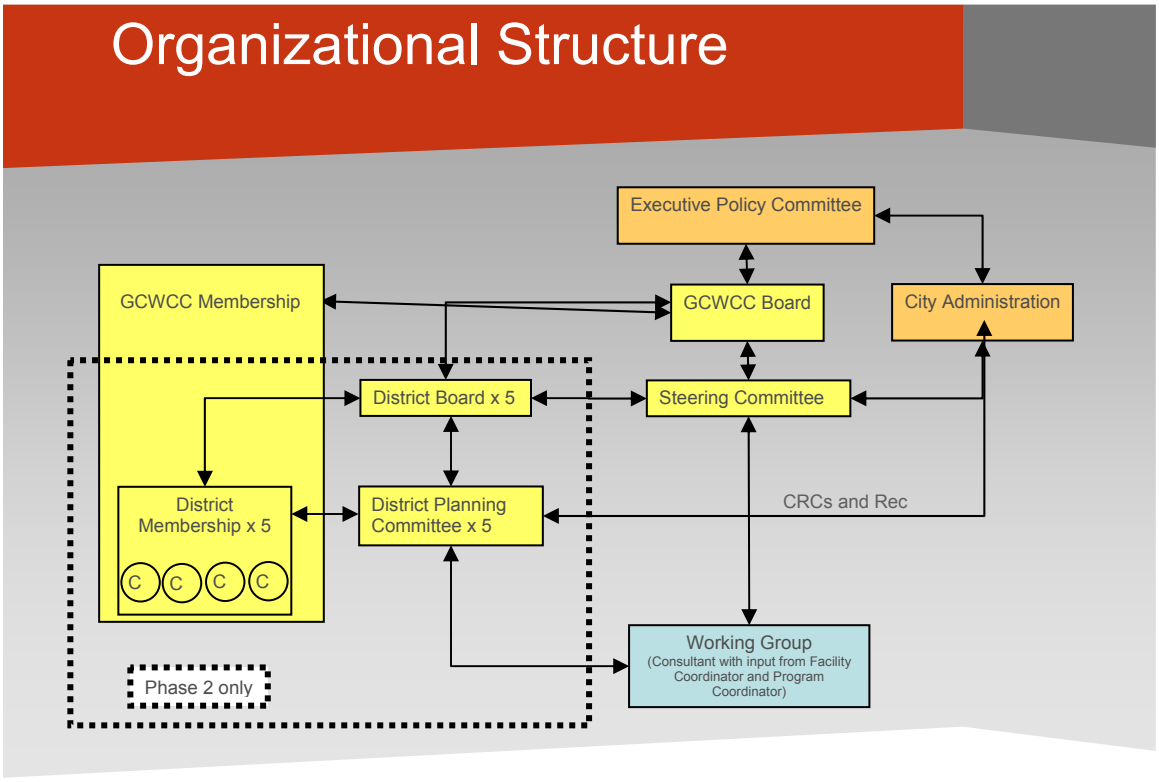
Direction and Parameters – vision for recreation; allocating space to districts for planning purposes; expectations for district planning; GCWCC support

Decision Making Model – how plans will be adopted and implemented; process for funding; leveraging resources; political decision making process

Plan Review and Evaluation – how plans will be monitored and updated

Time Line – Phase One Fall 2007
Phase Two Fall 2008

PLAN 2025 ORGANIZATIONAL CHART



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:

- 67 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

2.7 Ongoing Responsibilities of the GCWCC

- To meet monthly with representatives of the District Community Centre Boards and the City of Winnipeg 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 network and partner with other service providers regarding the delivery of recreational/leisure services at the community level.
- To provide ongoing support to the centres' volunteers in the areas of leadership development, financial accountability, legal liabilities, program development and policy development, constitutional/bylaws/policy reviews.
- To administer:
    - Athletic Field Maintenance (Sweat Equity) Grant
    - Programming Grant
    - Community Centre Program Registration Fee Subsidy Grant

2.8 Future Challenges:

Facilities:

A large proportion of Winnipeg's recreation infrastructure is aging. Older facilities are deteriorating more rapidly due to a lack of funding for preventative maintenance programs. The average age of community centres in Winnipeg is 40 years old. In 2004 the approximate replacement cost for community centres was estimated at $135 million. This was based on $150 per sq ft. Today this would be considerably higher at today's sq ft cost of $234. Preservation needs were estimated at approximately $38.6 million in 2004.

There is imperative that there is a strong focus placed on adopting a sustainable, preventative maintenance program to ensure that our facilities can be maintained to an acceptable standard.

Programs:

The initial emphasis of community centre programming was to provide sporting activities to their community members. Today's community centres offer diverse programming that includes recreation, leisure fitness, wellness, cultural and social programs. As programming is directly related to facilities, many community centres are hampered in what programs they can offer their area residents.

The growing awareness of the health benefits of recreational and physical activity will place a much greater demand on our recreational facilities. Partnership opportunities between community centres, city programmers and schools need to be explored to ensure that the demand for increased activities can be met.

Volunteers:

Community Centres in the City of Winnipeg are unique in that they are run and programmed by volunteers. In 2005, it is estimated that 10,000 + volunteers devoted over 1.2 million hours to community centres. Although Winnipeg has enjoyed the title as "volunteer capital of Canada", we are facing the realities of increasing demands for a rare commodity.

To promote sound practices, GCWCC has developed programs and services for volunteers that provide leadership development, financial accountability, volunteer board orientations as well as day to day administrative matters. We are also faced with many new requirements that come with volunteering training. Legal liability issues have resulted in formal orientation and training for volunteers. Related costs for volunteer's police checks are playing a

large part in the ability of community centres to check their volunteers. While centres will continue to have increased challenges in volunteer recruitment, there are untapped volunteer resources in our young adults and senior population that need to be pursued.

3. Financial Summary

General Council of Winnipeg Community Centres
2008 – 2010 RLALFP Budget

	2008	2009	2010
Revenue			
City of Winnipeg Grant	$ 150,000	$150,000	$150,000
Total Revenue	**$ 150,000**	**$150,000**	**$150,000**
Expenditures			
Equipment	$ 5,000	$ 5,000	$ 5,000
Office	$ 15,000	$ 20,000	$ 20,000
Wages	$ 125,000	$ 120,000	$ 120,000
Contingency Fund	$ 5,000	$ 5,000	$ 5,000
Total Expenditures	**$ 150,000**	**$ 150,000**	**$ 150,000**