Minute No. 507
Report – Executive Policy Committee – September 10, 2019

Item No. 5 General Council of Winnipeg Community Centres 2019 – 2021 Business Plan

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 2019 – 2021 Business Plan (Appendix A) be received as information.

2. That the continuation of grants totalling $1,927,255, as identified in the GCWCC Business Plan and as per the executed Management Agreement, be referred to the 2020 – 2023 Budget Process.

3. That an annual $35,000 conditional grant to GCWCC for the purpose of legal service reimbursement be referred to the 2020 – 2023 Budget Process, subject to the following:

    A. That reimbursement of legal fees to GCWCC for itself and the City's community centres be (1) for the provision of legal advice with respect to the review and execution of management agreements between community centres and the City; (2) for the provision of legal representation with respect to the defense of claims filed against community centres provided that such claims do not allege bad faith or defamation; and (3) other legal services pre-approved by the Director of Legal Services and City Solicitor on a case-by-case basis;

    B. That the Chief Corporate Services Officer be authorized to develop and approve the administrative process for the submission and payment of claims for such legal fees;

    C. That a periodic review be conducted by the Director of Legal Services and City Solicitor of the actual requests for reimbursement received by GCWCC and recommend adjustments, as deemed appropriate, to this maximum amount in future years' budgets;

    D. That the City enter into, execute and deliver a grant agreement with GCWCC, and that the Chief Corporate Services Officer be authorized to negotiate and approve the terms and conditions of such grant agreement in accordance with this report and such other terms and conditions deemed necessary by the Director of Legal Services and City Solicitor to protect the interests of the City.

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EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

4. That $150,000 be referred to the 2020 - 2023 Budget process for inclusion in 2023 to conduct a review and update of Plan 2025, which is the long-term Strategic and Prioritization Plan for community centres.

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

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DECISION MAKING HISTORY:

Moved by His Worship Mayor Bowman,

That the recommendation of the Executive Policy Committee be adopted by consent.

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On September 10, 2019, the Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service and submitted the matter to Council.

COUNCIL DECISION:

On December 14, 2016, Council adopted the recommendation of the Executive Policy Committee, which included the following:

2. That GCWCC provide three-year business plans to Council through the Executive Policy Committee in September of each year.

ADMINISTRATIVE REPORT

Title: General Council of Winnipeg Community Centres 2019 – 2021 Business Plan

Critical Path: Executive Policy Committee - Council

AUTHORIZATION

Author	Department Head	CFO	CAO
P. de Graaf	C. Fernandes	P. Olafson, Interim CFO	D. Wardrop, Acting Interim CAO

EXECUTIVE SUMMARY

Established in 1971, the mission of General Council of Winnipeg Community Centres (GCWCC) is to provide leadership and guidance to volunteers to develop and sustain community centres for the citizens of Winnipeg.

The City of Winnipeg and the GCWCC have a very strong collaborative partnership and are committed to working together to sustain the community centre model providing community specific programs and services that are responsive to the needs of the citizens of Winnipeg.

The City of Winnipeg Council-adopted Recreation, Leisure and Libraries Facility Policy (RLLF) (2005), wherein GCWCC was charged with numerous responsibilities in order to facilitate a stronger and more sustainable community centre model in Winnipeg. An updated Management Agreement between the City of Winnipeg and the GCWCC was executed in January 2019 for the period of January 2019 to January 2029, that both formalized and articulated the direction for the GCWCC to achieve the mandate and responsibilities set forth in RLLF. GCWCC currently supports 63 City of Winnipeg community centres in the areas of facility development; strategic planning; grant administration; volunteer recruitment, retention and training; managing community centres that cannot sustain a volunteer board and programming; financial administration; constitutional expertise; district planning; Universal Funding Formula responsibilities; workplace safety and health requirements; and assisting community centres with programming and planning.

GCWCC has identified 21 goals in their 2019 - 2021 Business Plan. Goals relate to:

- Community Centre Investment Fund
- Community Centre Renovation Grant Program
- Police Information Checks
- Legal Representation
- GCWCC Plan 2025
- Off-Leash Dog Parks
- Grant Administration

- Community Centre Engagement

GCWCC requires continued support and consultation with the Public Service on key initiatives, including the following:

- Community Centre Universal Funding Formula (UFF) and Responsibilities Document
- Community Centre Management Agreements
- GCWCC Plan 2025
- Community Centre Accountability Manual

GCWCC receives a total of $1,972,225 in grant funding from the City of Winnipeg. The GCWCC Business Plan includes program details, recipients of the grant dollars by name and year, and a financial summary for the Operating Grant, Programming Grant, Community Centre Program Registration Fee Subsidy Grant, the Community Centre Janitorial Program, Infrastructure Capital Grant Program, Athletic Field Equipment, and the Athletic Fields Maintenance Grant.

GCWCC and community centres are and will be incurring incremental legal expenses associated with property claims and with the creation and execution of 63 Community Centre Management Agreements in 2020. City lawyers cannot provide the GCWCC and community centres with legal advice or services without contravening the conditions of their exemption from the Law Society insurance requirement. GCWCC is requesting funding to retain legal representation in support of community centres. The Public Service supports GCWCC's request for $35,000 in annual funding.

Upon Council approval, the Public Service will develop and approve the administrative process for the submission and reimbursement of claims for such legal fees. A periodic review will be conducted by the City Solicitor / Director of Legal Services of the actual requests for reimbursement received by GCWCC and will recommend adjustments, as deemed appropriate, to this maximum amount in future years' budgets.

In 2023, the GCWCC plans to review and update Plan 2025. The purpose of Plan 2025 (2005 – 2025) was to provide a 20-year plan for the future direction of the community centre movement in Winnipeg. Up to $150,000 will be required for a consultant to complete the new plan.

RECOMMENDATIONS

1. That Council receives as information the GCWCC 2019 – 2021 Business Plan (Appendix A).

2. That the continuation of grants totalling $1,927,255, as identified in the GCWCC Business Plan and as per the executed Management Agreement, be referred to the 2020 – 2023 Budget Process.

3. That an annual $35,000 conditional grant to GCWCC for the purpose of legal service reimbursement be referred to the 2020 – 2023 Budget Process, subject to the following:

a. That reimbursement of legal fees to GCWCC for itself and the City's community centres be (1) for the provision of legal advice with respect to the review and execution of management agreements between community centres and the City; (2) for the provision of legal representation with respect to the defense of claims filed against community centres provided that such claims do not allege bad faith or defamation; and (3) other legal services pre-approved by the City Solicitor / Director of Legal Services on a case-by-case basis;

b. That the Chief Corporate Services Officer be authorized to develop and approve the administrative process for the submission and payment of claims for such legal fees;

c. That a periodic review be conducted by the City Solicitor / Director of Legal Services of the actual requests for reimbursement received by GCWCC and recommend adjustments, as deemed appropriate, to this maximum amount in future years' budgets;

d. That the City enter into, execute and deliver a grant agreement with GCWCC, and that the Chief Corporate Services Officer be authorized to negotiate and approve the terms and conditions of such grant agreement in accordance with this report and such other terms and conditions deemed necessary by the City Solicitor / Director of Legal Services to protect the interests of the City.

4. That $150,000 be referred to the 2020 - 2023 Budget process for inclusion in 2023 to conduct a review and update of Plan 2025, which is the long-term Strategic and Prioritization Plan for community centres.

5. That the proper officers of the City be authorized to do all things necessary to implement the foregoing.

REASON FOR THE REPORT

As per the Council decision of May 18, 2005, GCWCC is required to provide a three-year Business Plan and annual audited financial statements to Council on an annual basis.

IMPLICATIONS OF THE RECOMMENDATIONS

GCWCC's 2019 - 2021 Business Plan contributes to the strengthening of community well-being including the promotion of social cohesion, promotion of community social cohesion, and an increase in community pride and satisfaction.

GCWCC's 2019 - 2021 Business Plan identifies planning strategies that enhance individual well-being and quality of life among area residents through sport and recreation programming.

Securing legal representation will provide the GCWCC and 63 community centres legal services as they require to govern and manage the City's community centre portfolio. Community centres are independent legal entities. Beginning in 2020, additional Mill-rate support in the amount of

$35,000 annually is required to provide the conditional grant to reimburse GCWCC itself and the City's community centres for legal services.

As the City embarks on a four-year balanced budget (2020 - 2023), funding of $150,000 in 2023 is required to update Plan 2025, which is the long-term strategic and prioritization plan for community centres, needs to be budgeted and planned for.

HISTORY/DISCUSSION

GCWCC was established in 1971 to promote and encourage cooperation and communication among the community centres and City of Winnipeg administration; to provide a central council for the exchange of ideas; and to consider solutions to common problems.

The Universal Funding Formula (UFF) was adopted by Council in 1993 to address many discrepancies and inequities that existed as a result of Unicity. Today, all community centres receive funding based on heated square footage, population base and number of outdoor hockey pens.

With the adoption of the RLLF Policy in May 2005, the roles and responsibilities of GCWCC were significantly increased. Adoption and implementation of the Policy resulted in an increase of $150,000 to GCWCC's annual operating grant. The annual operating grant is $216,491 and is included within the 2019-2021 tax-supported budget as a grant to GCWCC. As a requirement of the 2005 increase, GCWCC was requested to submit annual three-year business plans.

On April 14, 2008, GCWCC entered into a Management Agreement with the City of Winnipeg. This agreement outlined the responsibilities of GCWCC and the City of Winnipeg as they related to the City of Winnipeg's community centres. GCWCC continues to work in partnership with the Community Services Department to facilitate the implementation of policies and operating procedures that assist community centres in their day-to-day operations.

On May 27, 2009, Council adopted Plan 2025, a 20-year plan for the future direction of the community centre movement in the City of Winnipeg.

On January 14, 2019, the City of Winnipeg and GCWCC entered into and executed a Management Agreement. The Management Agreement will help to facilitate a strong and more sustainable community centre model. The term of the agreement is ten years, expiring in January 2029.

On March 20, 2019, Council approved an increase to the operating revenue grant from the Province of Manitoba by $200,000 to reflect the consolidation of the GCWCC grant into the City's operating basket funding. As a result, there is a corresponding increase to the 2019 operating expenditures for the Community Services Department to pay out this grant to GCWCC. It is expected to continue in perpetuity or until such time as the City's basket funding from the Province of Manitoba is amended.

GCWCC's 2019 - 2021 Business Plan reviews the history of the organization to provide context to the direction identified in the plan. It describes the initiatives and programs the organization

has started or will be embarking on in the next three years and provides updates on feasibility studies.

GCWCC has identified 21 goals in their 2019 - 2021 Business Plan. Goals relate to:

- Community Centre Investment Fund
- Community Centre Renovation Grant Program
- Criminal Record Checks
- Legal Representation
- GCWCC Plan 2025
- Off-Leash Dog Parks
- Grant Administration
- Community Centre Engagement

Key initiatives requiring continued support and consultation between the City of Winnipeg and GCWCC include:

- **Community Centre Universal Funding Formula (UFF) and Responsibilities Document** - A review of the UFF and the Responsibilities Document is currently underway for implementation in 2020, for the purpose of assessing the current formula to ensure it is equitable, and to confirm expectations and responsibilities of community centres, GCWCC, and the City of Winnipeg relative to the management of these City-owned assets.

- **Winnipeg Recreation & Parks Strategies project** - In fall 2017, the City of Winnipeg initiated the Winnipeg Recreation & Parks Strategies (WRPS) project, which is a collaborative effort by the Community Services Department and the Parks & Open Space Division of the Public Works Department to develop 25-year strategic plans for both the recreation and parks services. The project will update and replace the current RLLF with a new recreation strategic policy and plan that will include defined levels of service to help guide investment decisions for existing and new recreation facilities, including community centres.

- **Recreation, Leisure and Libraries Facilities Policy** – The RLLF identified a stronger leadership role for GCWCC to strengthen and optimize the community centre model in the City of Winnipeg. The WRPS project will update and replace the current RLLF and will provide parameters, levels of service, and general goals and expectations relative to community centres. This will ultimately set the foundation for an update of Plan 2025.

- **Plan 2025** (to be called Plan 2045) – The purpose of Plan 2025 (2005 – 2025) was to provide a 20-year plan for the future direction of the community centre movement in Winnipeg. GCWCC's goal is to proceed with the next review of Plan 2025 following with the development of the WRPS. GCWCC would like to begin the update in 2023, for it to be effective 2026 – 2045. Conservative initial estimates for consulting costs are approximately $150,000.

- **Management Agreement** – On January 14, 2019, GCWCC entered into an updated Management Agreement with the City of Winnipeg for 10 years, expiring January 2029.

This agreement outlines the responsibilities of the GCWCC and the City of Winnipeg as it relates to City of Winnipeg community centres. GCWCC continues to work in partnership with the Community Services Department to facilitate the implementation of policies and operating procedures that assist community centres in their day-to-day operations.

- **Legal Representation Services for the GCWCC and CCs -** All lawyers who practice law in Manitoba are regulated, licenced and insured by the Law Society of Manitoba. The lawyers who work for Legal Services at the City of Winnipeg are exempt from the insurance requirements imposed by the Law Society so long as their practice is limited to providing legal services/advice solely to the City. Each community centre and the GCWCC is a separate legal incorporated entity. As a result, City lawyers cannot provide them with legal advice or services without contravening the conditions of their exemption from the Law Society insurance requirement.

  Due to this exemption, the GCWCC has requested, in its business plan, financial assistance from the City for the GCWCC and community centres to secure legal representation. The Public Service supports this request for the following reasons:
  - Community centres were created by Council in 1947.[1]
  - The 2005 RLLF, as adopted by Council on May 18, 2005, identified that the GCWCC would assume an enhanced governance role in order to strengthen and optimize the Community Centre model in Winnipeg.
  - In terms of operations, section 3.3 of RLLF indicates:
    'GCWCC will assist in providing day-to-day administrative support to Community Centres and will collaborate with the City to optimize the support provided to Community Centres.'
  - Community centres are responsible for the day-to-day programming, care, control, and maintenance of City-owned assets.
  - Community centres are managed by volunteer boards. In 2018, 16,263 community centre volunteers provided over 1,350,000 volunteer hours in order to improve the quality of life for the residents of Winnipeg. Furthermore, in 2018, 46 community centres participated in the Athletic Field Maintenance Program providing services to City fields at a very low cost.
  - Recently, the City has and will continue to formalize funding and management agreements with community centres. As a result, and on behalf of community centres, GCWCC is requesting funding to retain their own legal representation.
  - Legal representation for GCWCC and the community centres may result in reduced financial risks for taxpayers, community centre volunteers, GCWCC, and the City.

  In support of GCWCC's request in their Business Plan submission, the Public Service is proposing that the City reimburse GCWCC and community centre's legal representation for defence of claims filed against the community centres (with the exception of claims alleging bad faith or defamation) and legal advice with respect to the review and

[1] "Recreational and Youth Needs Report" C.W. Board of Parks 1946

execution of management agreements with the City, and other legal services approved by the City Solicitor / Director of Legal Services.

Upon Council approval, the Public Service will develop and approve the administrative process for the submission and reimbursement of claims for such legal fees. A periodic review will be conducted by the City Solicitor / Director of Legal Services of the actual requests for reimbursement received by GCWCC and will recommend adjustments, as deemed appropriate, to this maximum amount in future years' budgets.

GCWCC's Business Plan includes program details, recipients of the grant dollars by name and year, and a financial summary for the Operating Grant, Programming Grant, Community Centre Program Registration Fee Subsidy Grant, the Community Centre Janitorial Program, Athletic Field Equipment, and the Athletic Fields Maintenance Grant.

GCWCC receives the following grant funds from the City of Winnipeg and administers the following grant programs (2019 Council-approved levels):

Operating Grant - $252,647 GCWCC utilizes the grant for salaries for two (2) full time and three (3) part time staff, administrative and operating expenses of the organization (see page 19 of the GCWCC Business Plan).

- GCWCC's Roles and Responsibilities include:
  - Communication
  - Administrative and Operational Supports
  - Administration of Grants
  - Community Centre Engagement
  - Programming Support
  - Community Centre Facility Development
  - Business Planning
  - District Planning
  - Leadership, Training Support
  - Universal Funding Formula Responsibilities
  - Sustainability Efforts

- **Programming Grant (existing)** - $470,000 - GCWCC is responsible for administering the Community Centre Programming Grant. The grant provides funding assistance to ensure that all centres can offer sustainable programs for their area residents. In 2018, 25 community centres were awarded funding (see appendix 4 of the attached GCWCC Business Plan).

- **Program Registration Fee Subsidy Program (existing)** - $110,750 - GCWCC administers the Community Centre Program Registration Fee Subsidy. This subsidy is designed to assist those children who would not otherwise participate in community centre activities due to financial circumstances. In 2018, with support from the City of Winnipeg, Province of Manitoba, Canadian Tire Jumpstart Program, and other contributors, 855 children from 60 different community centres accessed this program (see appendix 4 of the attached GCWCC Business Plan).

- **Community Centre Janitorial Program (existing)** - $338,844 - GCWCC administers the Community Centre Janitorial Program Grant. The purpose of the program is to support those community centres that need janitorial assistance and/or need incremental funds to support their janitorial program. In 2018, 13 community centres accessed this program (see appendix 4 of the attached GCWCC Business Plan).

- **Infrastructure Capital Grant Program (funded from the Province of Manitoba, but effective 2019 is included in basket funding from the Province to the City to GCWCC)** - $100,000 - GCWCC administers the Community Centre Capital Grant Program. The grant provides funding assistance to Community Centres for the funding of capital projects such as facility upgrades, renovations, retrofits and safety repairs. Projects provide sustainable recreation, sport and leisure benefits to the community.

- **Athletic Field Maintenance (existing) -** $374,484 - GCWCC, in conjunction with the City of Winnipeg Public Works Department, Parks and Open Space Division, awards grants to participating community centres using the City of Winnipeg Maintenance Standard. In 2018, 46 community centres accessed this funding (see appendix 4 of the attached GCWCC Business Plan).

- **Athletic Field Equipment (existing)** – $280,500 - GCWCC, in conjunction with the City of Winnipeg Public Works Department, Parks and Open Space Division, awards grants to participating community centres for the purpose of the Sweat Equity Maintenance Program. The grant was to purchase or acquire equipment that was required to transport athletic field maintenance equipment between sites that require the use of public roadways. In 2018, 8 community centres accessed this funding (see appendix 4 of the attached GCWCC Business Plan).

The Public Service requires GCWCC to use a business plan template (Appendix B), in order that applicable pertinent details and financial accountability be included in all future annual Business Plan submissions. GCWCC's Business Plan was completed according to this business plan template.

Per the Management Agreement, GCWCC is required to provide an annual three-year business plan and annual audited financial statements within 120 days of GCWCC's fiscal year end. Based on a fiscal year end of December 31, followed by the GCWCC Annual General Meeting held in April of each year, a business plan submission to the Public Service in June with a submission to Executive Policy Committee in September, is operationally feasible.

The City of Winnipeg and GCWCC have a very strong partnership and are committed to working together to achieve the outcomes in the Business Plan. Highlights of the accomplishments between the Public Service, GCWCC, and community centres over the past year include:

- the expansion of the Community Centre Renovation Grant Program,
- completion of a boundary review updating the community centre and Community Centre District Boundaries,
- executing an updated ten-year management agreement between the City of Winnipeg and GCWCC,

- securing expanded Directors and Offices Insurance coverage for all sixty-three (63) community centres and the GCWCC Board of Directors,
- securing retroactive funding for community centres that experienced population growth based on the preliminary results of the 2016 Statistics Canada Census Data, and
- the review and update of the UFF & Responsibilities Document has also been occurring throughout 2019.

FINANCIAL IMPACT

Financial Impact Statement **Date:** August 12, 2019

Project Name: **First Year of Program** **2019**

General Council of Winnipeg Community Centres 2019 – 2021 Business Plan

	2019	2020	2021	2022	2023
Capital					
Capital Expenditures Required	$ -	$ -	$ -	$ -	$ -
Less: Existing Budgeted Costs	-	-	-	-	-
Additional Capital Budget Required	$ -	$ -	$ -	$ -	$ -
Funding Sources:					
Debt - Internal	$ -	$ -	$ -	$ -	$ -
Debt - External	-	-	-	-	-
Grants	-	-	-	-	-
Reserves, Equity, Surplus	-	-	-	-	-
Other	-	-	-	-	-
Total Funding	$ -	$ -	$ -	$ -	$ -
Total Additional Capital Budget Required	$ -				
Total Additional Debt Required	$ -				
Current Expenditures/Revenues					
Direct Costs	$ 1,927,225	$ 1,962,225	$ 1,962,225	$ 1,962,225	$ 2,112,225
Less: Incremental Revenue/Recovery	-	-	-	-	-
Net Cost/(Benefit)	$ 1,927,225	$ 1,962,225	$ 1,962,225	$ 1,962,225	$ 2,112,225
Less: Existing Budget Amounts	1,927,225	1,927,225	1,927,225	1,927,225	1,927,225
Net Budget Adjustment Required	$ -	$ 35,000	$ 35,000	$ 35,000	$ 185,000

Additional Comments: Direct costs represent grants to the General Council of Winnipeg Community Centres (GCWCC) from the City of Winnipeg. The following grants totaling $1,927,225 are identified in the GWCCC Business Plan and included in the Community Services and Public Works Department's 2019 Council adopted operating budgets. The same grants are assumed for 2020-2023 and subject to Council approval of the 2020-2023 budget:

Community Services:
Operating Grant - $252,647
Programming Grant - $470,000
Program Registration Fee Subsidy Program - $110,750
Community Centre Janitorial Program - $338,844
Infrastructure Capital Program - $100,000
Public Works:
Athletic Field Maintenance Grant - $374,484
Athletic Field Equipment - $280,500

Additional Mill-Rate support beginning in 2020 is required to provide an additional annual $35,000 conditional grant to GCWCC for the purpose of legal service cost reimbursement to community centres. Additional mill rate support of $150,000 is required in 2023 for GCWCC to conduct a review and update of Plan 2025, which is the long-term Asset Management Strategic Plan for community centres.

"Original signed by K. Lemoine"
Kelly Lemoine CPA, CA
Manager Finance and Administrative Services
Community Services Department

CONSULTATION

This Report has been prepared in concurrence with:

- General Council of Winnipeg Community Centres
- Legal Services (as to legal issues)

This Report has been prepared in consultation with:

- Public Works Department – Parks & Open Space Division

OURWINNIPEG POLICY ALIGNMENT

01-1 City Building

Create Complete Communities - The daily necessities of life should be within reach, with options for accessing services, amenities and resources like grocery stores, banks and restaurants, together with community centres, schools and day care centres.

01-2 01-5 Recreation

Direction 6: Plan for sustainable and connected recreation and leisure infrastructure.
Enabling Strategy - Deliver community and neighbourhood-managed recreation services by maintaining ongoing support for developing community centres with public, not-for-profit and private partners.

SUBMITTED BY

Department: Community Services
Division: Community Development and Recreation Services
Prepared by: Peter de Graaf, Manager
Date: August 12, 2019,
File No: CMS-2019-9

Attachments:

Appendix A – GCWCC Business Plan 2019 – 2021

Appendix B – Council Approved – Authority to Enter into Management Agreement

Appendix C – Business Plan Template