

## **Agenda – Council – September 30, 2020**

### **Report – Executive Policy Committee – September 21, 2020**

#### **Item No. 12                    General Council of Winnipeg Community Centres Inc. 2020 – 2022 Business Plan**

##### **EXECUTIVE POLICY COMMITTEE RECOMMENDATION:**

On September 21, 2020, the Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service and submitted the following to Council:

1.        That the GCWCC 2020 - 2022 Business Plan (Appendix A) be received as information.
2.        That the continuation of grants totaling \$1,576,725, as identified in the GCWCC Business Plan and as per the 2019 – 2029 executed Management Agreement, be referred to the 2021 – 2024 Budget Process.
3.        That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

**Agenda – Council – September 30, 2020**

**Report – Executive Policy Committee – September 21, 2020**

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On September 21, 2020, the Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service and submitted the matter to Council.

## ADMINISTRATIVE REPORT

**Title:** General Council of Winnipeg Community Centres Inc. 2020 – 2022 Business Plan

**Critical Path:** Executive Policy Committee - Council

### AUTHORIZATION

| Author   | Department Head | CFO                        | CAO                     |
|----------|-----------------|----------------------------|-------------------------|
| C. Brens | C. Fernandes    | P. Olafson,<br>Interim CFO | M. Ruta,<br>Interim CAO |

### EXECUTIVE SUMMARY

Established in 1971, the mission of General Council of Winnipeg Community Centres Inc. (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 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), charged GCWCC 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 20 goals in its 2020 - 2022 Business Plan. Goals relate to:

- Community Centre Investment Fund
- Community Centre Renovation Grant Program
- Police Information Checks
- Legal Representation
- GCWCC Plan 2025
- Grant Administration
- Community Centre Engagement

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

- Community Centre Accountability Manual
- Community Centre Management Agreements
- GCWCC Plan 2025

GCWCC received a total of \$1,576,725 in 2020 grant funding from the City of Winnipeg. The GCWCC Business Plan (Appendix A) 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 and community centres will be incurring incremental legal expenses associated with property claims and with the creation and execution of 63 Community Centre Management Agreements over the next several years. GCWCC is requesting funding to retain legal representation in support of community centres. This request will be referred to future budgets for consideration.

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 and will be referred to future budgets for consideration.

## **RECOMMENDATIONS**

1. That Council receives as information the GCWCC 2020 - 2022 Business Plan (Appendix A).
2. That Council refer to the 2021 – 2024 Budget Process, the continuation of grants totaling \$1,576,725 as identified in the GCWCC Business Plan and as per the 2019 – 2029 executed Management Agreement.
3. 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 2020 - 2022 Business Plan contributes to the strengthening of community well-being including the promotion of community social cohesion, and an increase in community pride and satisfaction. GCWCC's 2020 - 2022 Business Plan identifies planning strategies that enhance individual well-being and quality of life among area residents through sport and recreation programming.

## 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 \$252,647 and is included within the 2020-2023 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 of \$200,000 to the GCWCC grants to reflect consolidation of a grant previously provided directly to GCWCC by the Province of Manitoba, but now consolidated into the City's operating basket funding.

GCWCC's 2020 - 2022 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 20 goals in their 2020 - 2022 Business Plan. Goals relate to:

- Community Centre Investment Fund
- Community Centre Renovation Grant Program
- Police Information Checks
- Legal Representation
- GCWCC Plan 2025
- Grant Administration
- Community Centre Engagement

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

- **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 intent is to proceed with the next review of Plan 2025 following 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 and will be needed by 2024.
- **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 Community Centres** - 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, as 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; the City must formalize funding and management agreements with each community centre; and legal representation for GCWCC and the community centres may result in reduced financial risks for taxpayers, community centre volunteers, GCWCC, and the City.

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 (2020 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 2019, 22 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 2019, with support from the City of Winnipeg, Province of Manitoba, Canadian Tire Jumpstart Program, and other contributors, 695 children from 63 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 2019, 17 community centres accessed this program. (see appendix 4 of the attached GCWCC Business Plan)
- **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 2019, 46 community centres accessed this funding. (see appendix 4 of the attached GCWCC Business Plan)

- **Athletic Field Equipment (existing)** – \$30,000 - 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 2019, 6 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 C), 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. Due to the COVID-19 pandemic, GCWCC did not conduct the Annual General Meeting in April of 2020, as originally planned. The meeting has been re-scheduled for October of 2020. The draft 2019 financial statements have been included as appendix D. The 2019 financial statements will be finalized at the October AGM.

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 two years include:

- the expansion of the Community Centre Renovation Grant Program,
- executing an updated ten-year management agreement between the City of Winnipeg and GCWCC,
- supporting the completion of a review and update of the UFF & Responsibilities Document approved by Council in December of 2019,
- securing expanded Directors and Officers Insurance coverage for all sixty-three (63) community centres and the GCWCC Board of Directors,
- Supporting community centres through Covid-19 by: providing regular updates to community centres on City, Provincial and Federal information and resources available to Community Centres; and supporting GCWCC in coordinating and providing community centres with proposed operational procedures based on Provincial Health guidelines.
- creating a new Criminal Record Check application process for community centre volunteers, effective in the fall 2020 with funding from the Mayor's Civic Initiatives Fund
- Hosted engagement sessions with small, medium, and large community centres to discuss revenue sources and sustainability to inform a forthcoming Administrative Report on the sustainability of Community Centre funding models.

## FINANCIAL IMPACT

### Financial Impact Statement

Date: August 21, 2020

Project Name: First Year of Program 2020  
General Council of Winnipeg Community Centres 2020 – 2022 Business Plan

|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              | 2020         | 2021         | 2022         | 2023         | 2024         |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------|--------------|--------------|--------------|--------------|
| <b>Capital</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |              |              |              |              |              |
| Capital Expenditures Required                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                | \$ -         | \$ -         | \$ -         | \$ -         | \$ -         |
| Less: Existing Budgeted Costs                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                | -            | -            | -            | -            | -            |
| Additional Capital Budget Required                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           | \$ -         | \$ -         | \$ -         | \$ -         | \$ -         |
| <b>Funding Sources:</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |              |              |              |              |              |
| Debt - Internal                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              | \$ -         | \$ -         | \$ -         | \$ -         | \$ -         |
| Debt - External                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              | -            | -            | -            | -            | -            |
| Grants                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       | -            | -            | -            | -            | -            |
| Reserves, Equity, Surplus                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    | -            | -            | -            | -            | -            |
| Other                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        | -            | -            | -            | -            | -            |
| Total Funding                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                | \$ -         | \$ -         | \$ -         | \$ -         | \$ -         |
| Total Additional Capital Budget Required                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     | \$ -         |              |              |              |              |
| Total Additional Debt Required                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               | \$ -         |              |              |              |              |
| <b>Current Expenditures/Revenues</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |              |              |              |              |              |
| Direct Costs                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 | \$ 1,576,725 | \$ 1,576,725 | \$ 1,576,725 | \$ 1,726,725 | \$ 1,576,725 |
| Less: Incremental Revenue/Recovery                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           | -            | -            | -            | -            | -            |
| Net Cost/(Benefit)                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           | \$ 1,576,725 | \$ 1,576,725 | \$ 1,576,725 | \$ 1,726,725 | \$ 1,576,725 |
| Less: Existing Budget Amounts                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                | 1,576,725    | 1,576,725    | 1,576,725    | 1,726,725    | 1,576,725    |
| Net Budget Adjustment Required                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               | \$ -         | \$ -         | \$ -         | \$ -         | \$ -         |
| <p><b>Additional Comments:</b> Direct costs represent grants to the General Council of Winnipeg Community Centres (GCWCC) from the City of Winnipeg. The following grants totaling \$1,576,725 are identified in the GWCCC Business Plan and included in the Community Services and Public Works Department's 2020 - 2023 Council adopted multi-year operating budgets. The same grants are assumed for 2024. All grants require annual approval by Council.</p> <p><u>Community Services:</u><br/> Operating Grant - \$252,647<br/> Programming Grant - \$470,000<br/> Program Registration Fee Subsidy Program - \$110,750<br/> Community Centre Janitorial Program - \$338,844</p> <p><u>Public Works:</u><br/> Athletic Field Maintenance Grant - \$374,484<br/> Athletic Field Equipment - \$30,000</p> |              |              |              |              |              |

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 Inc.
- 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.

## WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

N/A

## SUBMITTED BY

Department: Community Services  
Division: Community Development  
Prepared by: C. Brens, P. Skutnik  
Date: August 27, 2020  
File No:

Attachments:

Appendix A – GCWCC Business Plan 2020 – 2022

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

Appendix C – Business Plan Template

Appendix D – Draft 2019 Financial Statements