Agenda – Executive Policy Committee – November 26, 2021

BUDGET REVIEW

Item No. 6 General Council of Winnipeg Community Centres Inc. 2021–2023 Business Plan

COUNCIL DECISION:

On September 29, 2021, Council concurred in the recommendation of the Executive Policy Committee, which included the following recommendation:

2. That the continuation of grants totaling $1,626,725 in 2022, as identified in the GCWCC Business Plan and as per the 2019 – 2029 executed Management Agreement, be referred to the 2022 budget process for consideration.

DECISION MAKING HISTORY:

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ADMINISTRATIVE REPORT

Title: General Council of Winnipeg Community Centres Inc. 2021–2023 Business Plan

Critical Path: Executive Policy Committee - Council

AUTHORIZATION

Author	Department Head	CFO	CAO
C. Brens	C. Fernandes	C. Kloepfer	M. Jack

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.

GCWCC has identified 20 goals in its 2021 - 2023 Business Plan. Goals relate to:

- GCWCC Plan 2025
- Legal Representation
- Community Centre Investment Fund
- Community Centre Renovation Grant Program
- Criminal Record Checks
- GCWCC celebrating its 50th anniversary
- Grant Administration
- Community Centre Engagement and Programming
- Covid-19 - Since the onset of the pandemic in March 2020, Covid-19 has had a significant impact on both GCWCC and Community Centre operations; adjusting to evolving Health Regulations that created complete closures and shutdowns, modified re-openings, and the adjustment of operations, programs, and services. GCWCC has responded by providing regular updates to Community Centres including information pertaining to various financial supports and grant opportunities, operational clarifications, and administrative support. GCWCC is managing unallocated grant funding that is expected to be utilized as soon as Community Centres can return to full programming and operations and they will continue to support Community Centres to find innovative ways to provide programming and services that conforms to the future Covid-19 related Provincial Health Regulations. Moving into 2022, GCWCC will continue to work with the City of Winnipeg to identify available supports while providing information for Community Centres to mitigate the impact of Covid-19 on operations.

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 underwent significant transition and staff changes in 2020-2021. One part-time position was eliminated in the fall of 2020 due to changes associated with a registry procedure and the restructuring of the Canadian Tire JumpStart program. In addition, the GCWCC Executive Committee hired an HR firm to perform a succession plan review, and after careful consideration and a rigorous hiring process, a new Executive Director was hired, starting in the role in May 2021. Finally, due to retirements, a new Finance Officer and Facility and Program Coordinator were each hired and started in April and June of 2021 respectively.

GCWCC will receive a total of $1,626,725 in 2021 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 Grant, Athletic Fields Maintenance and Graffiti Control Grants.

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.

Beginning in 2022 and continuing through 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. The 2022 City of Winnipeg Capital budget includes a recommended $300,000 in 2022 through the Recreation & Library Facilities Investment Strategy, to support GCWCC in its review of Plan 2025.

RECOMMENDATIONS

1. That the GCWCC 2021 - 2023 Business Plan, included as Appendix A, be received as information.

2. That the continuation of grants totaling $1,626,725 in 2022, as identified in the GCWCC Business Plan and as per the 2019 – 2029 executed Management Agreement, be referred to the 2022 budget process for consideration.

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 2021 - 2023 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 2021 - 2023 Business Plan identifies planning strategies that enhance individual well-being and quality of life among area residents through sport and recreation programming.

There are no financial implications as a result of the recommendations of the report. The Council approved 2020-2023 Multi-Year Budget includes grants totaling $1,626,725 for 2022 and 2023.

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 Recreation, Leisure and Libraries Facilities Policy (RLLF) 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 2021-2024 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 2021 - 2023 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 2021 - 2023 Business Plan. Goals relate to:

- GCWCC Plan 2025
- Legal Representation
- Community Centre Investment Fund
- Community Centre Renovation Grant Program
- Criminal Record Checks
- GCWCC celebrating its 50th anniversary
- Grant Administration
- Community Centre Engagement and Programming
- Covid-19 Support and Information

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

- **Winnipeg Recreation Strategy Project** - In the fall of 2017, the City of Winnipeg initiated the Winnipeg Recreation Strategy (WRS) project, which is a collaborative effort by the Community Services Department to develop a 25-year strategic plan for recreation 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 WRS 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 WRS. GCWCC would like to begin the update in 2022, continuing through 2023, and for it to be effective 2026 – 2045. The approved 2021 City of Winnipeg Capital budget update includes a recommended $300,000 in 2022 through the Recreation & Library Facilities Investment Strategy, to support GCWCC in its review of Plan 2025.

- **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, Public Works Parks and Open Space, and Municipal Accommodations 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 an annual increase of $35,000 to the Operating Grant beginning in 2022 to secure 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. Covid-19 and the related closures of Community Centres has resulted in a reduction of the number of grant applications received and approved by GCWCC in 2020. Undersubscribed grant amounts will be used in the next fiscal year to provide for additional support opportunities for Community Centres in the areas of programming, subsidy and janitorial resources etc.

GCWCC receives the following grant funds from the City of Winnipeg and administers the following grant programs (2021 Council-approved levels):

Operating Grant (**existing**) - $252,647 - GCWCC utilizes the grant for salaries for three (3) full time and one (1) part time staff, administrative and operating expenses of the organization (see page 31 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, and 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 2020, 43 community centres were awarded funding (see appendix 5 of the attached GCWCC Business Plan, the undersubscribed amount of $164,159 will be used in the next fiscal year to allow for additional programming support opportunities for Community Centres).

- **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 2020, 33 children from 11 different

community centres accessed this program. (see appendix 5 of the attached GCWCC Business Plan, the undersubscribed amount of $3,278 will be used in the next fiscal year to allow for additional fee subsidy support opportunities for Community Centres)

- **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 2020, prior to the onset of the pandemic and over the course of the year, 24 community centres accessed this program. (see appendix 5 of the attached GCWCC Business Plan, the undersubscribed amount of $160,949 will be used in the next fiscal year to allow for additional janitorial support opportunities for Community Centres)

- **Criminal Record Check Refund Grant (new grant in 2021**) - $50,000 – GCWCC administers the Criminal Record Check Refund grant. Volunteers and staff of Community Centres often undergo a Criminal Record Check prior to commencing any volunteer or employment opportunities. This can pose a financial burden. The purpose of this grant is to ease the costs of Criminal Record Checks for volunteers and staff who find these costs to be a barrier. Given Community Centre closures in 2021 associated with the pandemic, the majority of this grant funding will be allocated in the fall of 2021.

- **Athletic Field Maintenance (existing) -** $354,484 - 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 2020, 33 community centres accessed this funding.

- **Graffiti Control Program Grant (existing) -** $20,000 - GCWCC has the opportunity to access Provincial Green Team grants each year, these funds augment wages for the Graffiti Control Program. In partnership with the City of Winnipeg Public Works Department, Streets Maintenance Division, these Green Team members support community centres and other community buildings to remove graffiti throughout the summer months.

- **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 2020, due to COVID-19 and associated facility closures, 1 community centre accessed this funding.

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.

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 three years include:

- GCWCC indicated that many community centres were not able to apply for the full Community Centre Renovation Grant Program (CCRGP) eligible funding amount of $100,000, as they do not have up to $50,000 in available funds to allocate to the grant. As a result, the CCRGP funding/payout process was amended to release the second half (remaining 50%) of CCRGP funding/payments to community centres upon receipt of final invoices and formal project sign off. This change eliminated the need for community centres to pay the second half of CCRGP projects from the centre's own funds and subsequently be reimbursed by the City of Winnipeg, it also resulted in a record number of applications for the most recent grant intake.

- 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 grant and application process for community centre volunteers, effective in January 2021 with funding from the Mayor's Civic Initiatives Fund.

FINANCIAL IMPACT

Financial Impact Statement **Date:** August 20, 2021

Project Name: **First Year of Program** **2021**

General Council of Winnipeg Community Centres Inc. 2021 – 2023 Business Plan

	2021	2022	2023	2024	2025
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	$ 1,626,725	$ 1,626,725	$ 1,626,725	$ 1,626,725	$ 1,626,725
Less: Incremental Revenue/Recovery	-	-	-	-	-
Net Cost/(Benefit)	$ 1,626,725	$ 1,626,725	$ 1,626,725	$ 1,626,725	$ 1,626,725
Less: Existing Budget Amounts	1,626,725	1,626,725	1,626,725	1,626,725	1,626,725
Net Budget Adjustment Required	$ -	$ -	$ -	$ -	$ -

Additional Comments: Direct costs represent grants to General Council of Winnipeg Community Centres (GCWCC) from the City of Winnipeg. The following grants totaling $1,626,725, approved by Council for 2021, are outlined in the GCWCC Business Plan and included in the Community Services, Public Works, and Mayor's Office 2020 - 2023 Council adopted multi-year operating budgets for 2022 and 2023. Grant funding is assumed at the same levels for 2024 and 2025. Grants require annual Council approval.

Community Services: $1,172,241
Operating Grant $252,647
Programming Grant $470,000*
Program Registration Fee Subsidy Program Grant $110,750*
Community Centre Janitorial Program Grant $338,844

*The GCWCC Business Plan includes a redistribution of funding beginning in 2022 reducing the Programming Grant to $430,750 and increasing the Program Registration Fee Subsidy Program Grant to $150,000

Public Works $404,484
Athletic Field Maintenance Grant $354,484
Athletic Field Equipment Grant $30,000
Graffiti Control Grant $20,000

Mayor's Office, Civic Initiatives Fund $50,000
Criminal Records Check Grant $50,000

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: P. Skutnik, C. Brens.
Date: August 20, 2021
File No: CMS-2021-14

Attachments:

Appendix A – GCWCC Business Plan 2021 – 2023

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

Appendix C – Business Plan Template