Agenda – Executive Policy Committee – September 21, 2023

REPORTS

Item No. 14 General Council of Winnipeg Community Centres Inc. 2023–2025 Business Plan

WINNIPEG PUBLIC SERVICE RECOMMENDATION:

1. That the GCWCC 2023 - 2025 Business Plan and Audited Financial Statements, included as Attachment 1, be received as information.

2. That an increase to the GCWCC Management Agreement funding, as outlined below, be referred to the 2024 – 2027 multi-year budget process:

    A. An increase to the GCWCC operating grant by five percent over four years, with a three percent increase in 2024 from $252,647 to $260,226 and a two percent increase in 2026 from $260,226 to $265,431.

    B. An increase to the Janitorial (Wage Subsidy) Grant by $50,000 in 2024 from $338,844 to $388,844, followed by a two percent increase in 2025 from $388,844 to $396,621, and two percent increase in 2026, from $396,621 to $404,553.

    C. An increase to the Athletic Field Maintenance Grant in 2024 by $36,116 from $354,484 to $390,600.

3. That $4,140,000 be referred to the 2024-2027 multi-year budget process ($1,035,000 per year) to restore the 2019-2023 level of the Community Centre Renovation Grant Program to $2,000,000 annually in support of upgrades, safety improvements, and renovation projects at Winnipeg Community Centre facilities.

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

DECISION MAKING HISTORY:

COUNCIL DECISION:

On December 14, 2016, Council concurred in the November 30, 2016 recommendation of the Executive Policy Committee, which included the following recommendation:

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 Inc. 2023–2025 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 is required to provide a three-year Business Plan and annual audited financial statements to the Executive Policy Committee (EPC) on an annual basis. This administrative report provides a high-level overview of GCWCC's 2023-2025 business plan and includes additional grant funding to be referred to the budget process. While this document refers to GCWCC's "2023-2025" Business Plan (The Plan), the attached plan submitted by GCWCC (Attachment 1) was developed as a four-year plan (2024-2027). This was done intentionally by GCWCC to mirror the City's four-year budget cycle.

In 2023, GCWCC will receive a total of $1,361,375 in grant funding from the City of Winnipeg. This is lower than the budget of $1,576,725 identified by GCWCC in The Plan due to a one-time funding reduction of the GCWCC programming grant of 50 percent ($215,375) in 2023.

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 Grant, Athletic Fields Maintenance and Graffiti Control Grants. As well, the Plan includes a request and rational for incremental increases to funding over the next four years.

RECOMMENDATIONS

1. That the GCWCC 2023 - 2025 Business Plan and Audited Financial Statements, included as Attachment 1, be received as information.

2. That an increase to the GCWCC Management Agreement funding, as outlined below, be referred to the 2024 – 2027 multi-year budget process:

    a. An increase to the GCWCC operating grant by five percent over four years, with a three percent increase in 2024 from $252,647 to $260,226 and a two percent increase in 2026 from $260,226 to $265,431.

    b. An increase to the Janitorial (Wage Subsidy) Grant by $50,000 in 2024 from $338,844 to $388,844, followed by a two percent increase in 2025 from $388,844 to $396,621, and two percent increase in 2026, from $396,621 to $404,553.

    c. An increase to the Athletic Field Maintenance Grant in 2024 by $36,116 from $354,484 to $390,600.

3. That $4,140,000 be referred to the 2024-2027 multi-year budget process ($1,035,000 per year) to restore the 2019-2023 level of the Community Centre Renovation Grant Program to $2,000,000 annually in support of upgrades, safety improvements, and renovation projects at Winnipeg Community Centre facilities.

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

REASON FOR THE REPORT

As per the executed Management Agreement (Attachment 2), on an annual basis, GCWCC is required to provide a three-year Business Plan and annual audited financial statements to Council through the Executive Policy Committee.

IMPLICATIONS OF THE RECOMMENDATIONS

GCWCC's 2023 - 2025 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. The Plan identifies planning strategies that enhance individual well-being and quality of life among area residents through sport and recreation programming.

There are financial implications that could result from the recommendations of this report including increasing GCWCC Operating Grant, Janitorial Grant (Wage Subsidy) Grant, Athletic Field Maintenance Grant and the Community Centre Renovation Grant Program.

HISTORY/DISCUSSION

History and Context

General Council of Winnipeg Community Centres Inc. (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 a 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 2022-2025 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 (CMS) 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.

On December 20, 2020, Council approved funding and support for Plan 2045 and allocated $300,000 for GCWCC to update Plan 2025 to Plan 2045.

GCWCC's 2023-2025 Business Plan

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 Public Service requires GCWCC to use a business plan template (Attachment C), in order for 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.

The 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 14 goals and strategies in The Plan. These relate to:

- The continued development of GCWCC's Plan 2045;
- The creation of a Program Coordinator position;
- Securing funding for legal representation;
- The development of a Community Centre Investment Fund;
- Updating GCWCC's governance, board policies, terms of reference, and procedures;
- Grant administration and assistance;
- Increased Athletic Field Maintenance funding;
- Increased Janitorial Program Grant funding;
- Sustained funding for the Community Centre Renovation Grant Program;
- Enhanced program partnerships and collaborations with Recreation Services;
- Commitment to working to support the City of Winnipeg's Newcomer Strategy;
- Commitment to working to support the City of Winnipeg's Poverty Reduction Strategy;
- Commitment to support the development of management agreements with community centres;
- Continued volunteer recognition.

In addition, The Plan also identifies key initiatives requiring continued support and consultation between the City of Winnipeg and GCWCC. These include:

- **Winnipeg Recreation Strategy -** In the fall of 2017, the City of Winnipeg initiated the Winnipeg Recreation Strategy (WRS) project, which was a collaborative effort by the Community Services Department to develop a 25-year strategic plan for recreation services. The strategy, recently approved by Council on May 26, 2022, has updated and replaced Recreation Leisure and Library Facilities (RLLF) with a new recreation strategic policy and plan including defined levels of service to help guide investment decisions for existing and new recreation facilities, including community centres.

- **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. GCWCC is proceeding with the next review of Plan 2025 beginning this year. The approved 2022 City of Winnipeg Capital budget included $300,000 through the Recreation & Library Facilities Investment Strategy, to support GCWCC in its review of Plan 2025.

- **Plan 2045 -** The purpose of Plan 2045 is to look strategically at the model that community centres currently work within, assessing the buildings and physical needs of centres, programs offered, areas of focus and opportunities for improvement to align with City of Winnipeg priorities. GCWCC and the City are currently working to complete a scoping exercise for this program, with a forthcoming request for proposals to be released in the fall of 2023. This initiative is expected to be completed in Fall of 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 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. GCWCC continues to explore options to secure support for legal representation for GCWCC and community centres.

- **Community Centre Renovation Grant Program (CCRGP) –** Community Services Department (CMS) works in partnership with GCWCC to support the City's Community Centre Renovation Grant Program (CCRGP). The CCRGP supports repairs, upgrades, retrofits, safety improvements and renovation projects at City of Winnipeg community centre facilities. In 2019 an additional $1.035 million in annual funding was awarded by Council to the CCRGP increasing the grant's annual total to $2 million. As a result, the maximum funding threshold per community centre project increased from $50,000 to $100,000. In 2022, the program was expanded to eliminate a 50 percent fund-matching requirement for community centres on revenue generating spaces and associated infrastructure such as indoor arenas, ice plants, fieldhouses, and soccer complexes.

  The additional $1.035 million added to the CCRGP in 2019 is set to expire as of December 31, 2023. However, this current level of funding is critical to the ongoing operations of the City's community centre facilities. This need is demonstrated by demand from centres to access funds from the CCRGP. Since 2019, CMS in partnership with GCWCC has allocated nearly $9.6 million to centres across the City. Since 2022, applications for CCRGP have significantly surpassed available funding, and it is anticipated that, in 2023, the CCRGP will be oversubscribed by nearly $4 million. A reduction to this grant amount to pre-2019 levels will reduce the ability of centres to address needed repairs, upgrades, and safety improvements, and will negatively impact the ongoing viability of the City's community centre facilities.

Key Plan Highlights

The City of Winnipeg and GCWCC have a very strong partnership and are committed to working together to achieve the outcomes in The 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 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 percent) 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 recent grant intakes.

- Executing an updated 10-year management agreement between the City of Winnipeg and GCWCC.

- Securing expanded Directors and Officers Insurance coverage for all 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.

GCWCC Granting Programs

The 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 (Attachment 4). 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.

It is important to note however, of all the grants listed below, the GCWCC operating grant, the Athletic Field Maintenance Grant, and the Janitorial Program Grant, have been negatively impacted over the past four years by the increasing costs of supplies and equipment, as well as increases to minimum wage. As outlined in Recommendation 2 above, GCWCC is seeking an increase to the funding levels identified in its Management Agreement to address these increasing costs. This funding will support GCWCC in meeting the requirements of its Management Agreement while also supporting centres to better meet the needs of the community.

GCWCC receives the following grant funds from the City of Winnipeg and administers the following grant programs (2023 Council-approved levels):

- **Operating Grant -** $252,647 - GCWCC utilizes the grant for salaries for two full time and two part time staff, administrative and operating expenses of the organization. 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.

  In order to maintain a similar level of service and continue to provide high level of support to Winnipeg Community Centres, an increase to the GCWCC operating grant has been requested. This increase will ensure that appropriate incremental wage increases are supported, as well as the cost of equipment, and supplies to support staff. Programming staff enhance support to all Winnipeg Community Centres, and specifically sites with greater needs related to resources, poverty, and low volunteer support.

- **Programming Grant -** $430,750 - GCWCC is responsible for administering the Community Centre Programming Grant. The grant provides funding assistance to ensure that centres can offer sustainable programs for their area residents. In 2023, a one-time 50 percent reduction in the Programming Grant was administered by the City.

- **Program Registration Fee Subsidy Program -** $150,000 - GCWCC administers the Community Centre Program Registration Fee Subsidy. This subsidy is designed to assist those children and families who would not otherwise participate in community centre activities (due to financial circumstances). In 2022 and 2023, work continued in order to reduce barriers and allow access to the program registration fee subsidy program in a meaningful way and ensure timelier payment of funds directly to family or community centre respectively.

- **Community Centre Janitorial Program -** $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.

- **Criminal Record Check Refund Grant -** $50,000 – The Criminal Record Check Refund Grant was established in 2021 as a two-year commitment for 2021 and 2022. 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. Unused funding from this grant has continued to be used to support costs in 2023.

- **Athletic Field Maintenance -** $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.

- **Graffiti Control Program Grant -** $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** - $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.

FINANCIAL IMPACT

Financial Impact Statement

Date: August 22, 2023

Project Name:

General Council of Winnipeg Community Centres Inc. 2023–2025 Business Plan

First Year of Program **2023**

	2023	2024	2025	2026	2027
Capital					
Capital Expenditures Required	$ 2,000,000	$ 2,000,000	$ 2,000,000	$ 2,000,000	$ 2,000,000
Less: Existing Budgeted Costs	2,000,000	965,000	965,000	965,000	965,000
Additional Capital Budget Required	$ -	$ 1,035,000	$ 1,035,000	$ 1,035,000	$ 1,035,000
Funding Sources:					
Debt - Internal	$ -	-	-	-	-
Debt - External	-	-	-	-	-
Grants (Enter Description Here)	-	-	-	-	-
Reserves, Equity, Surplus	-	-	-	-	-
Other - Enter Description Here	-	-	-	-	-
Total Funding	$ -	$ -	$ -	$ -	$ -
Total Additional Capital Budget Required	$ 4,140,000				
Total Additional Debt Required	$ -				
Current Expenditures/Revenues					
Direct Costs	$ 1,361,350	$ 1,670,420	$ 1,678,197	$ 1,691,334	$ 1,691,334
Less: Incremental Revenue/Recovery	-	-	-	-	-
Net Cost/(Benefit)	$ 1,361,350	$ 1,670,420	$ 1,678,197	$ 1,691,334	$ 1,691,334
Less: Existing Budget Amounts	1,361,350	1,576,725	1,576,725	1,576,725	1,576,725
Net Budget Adjustment Required	$ -	$ 93,695	$ 101,472	$ 114,609	$ 114,609

Additional Comments: Direct costs represent grants to General Council of Winnipeg Community Centres (GCWCC) from the City of Winnipeg. The following grants totaling $1,361,350, approved by Council for 2023 are outlined in the GCWCC Business Plan and are included in the Community Services and Public Works 2020-2023 multi-year operating budgets for 2023. In 2023 the total grant funding of $1,361,350 includes a one-time 50% reduction of $215,375 in the Programming Grant component.

The 2024 - 2027 preliminary budget submission includes total funding of $1,576,725. As outlined in recommendation 2 of the report, increases in funding levels to various grant components 2024 though are requested to be referred to the 2024-2027 mulit-year budget process. Grants require annual Council approval.

Community Services Department - $1,172,241:

- Operating Grant $252,647 *(Requested funding increase of 3% in 2024 to $260,226 and 2% in 2026 onwards to $265,431)*
- Programming Grant $430,750 *(Requested funding 2024 onwards remains at $430,750)*
- Program Registration Fee Subsidy Program Grant $150,000 *(Requested funding 2024 onwards remains at $150,000)*
- Community Centre Janitorial Program Grant $338,844 *(Requested funding increase of $50,000 to $388,844 in 2024, then by 2% in 2025 and 2026; remaining at 2026 levels for 2027).*

Public Works Department - $404,484:

- Athletic Field Maintenance Grant $354,484 *(Requested funding increase of $36,116 to $390,600 in 2024 onwards)*
- Athletic Field Equipment Grant $30,000 *(Requested funding 2024 onwards remains at $30,000)*
- Graffiti Control Grant $20,000 *(Request funding 2024 onwards remains at $20,000)*

Ozzy Garrett - August 22, 2023

CONSULTATION

This Report has been prepared in consultation with:

- General Council of Winnipeg Community Centres Inc.
- Legal Services (as to legal issues)
- Public Works Department – Parks & Open Space Division
- Assets & Project Management - Municipal Accommodations Division

OURWINNIPEG POLICY ALIGNMENT

The report aligns with the following goals:

Goal: Good Health and Well-Being

- 4.1 Health Equity
- 4.9 Inclusive Public Places
- 4.11 Equitable Service Access

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

Consideration was given as to whether this report connects to the Winnipeg Climate Action Plan (CAP), and it was determined that the CAP is not applicable to this specific report.

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

Goal 6: All City Services are Equitable, Inclusive and Accessible

SUBMITTED BY

Department: Community Services
Division: Community Development
Prepared by: C. Fenny, C. Brens
Date: August 22, 2023
File No: CMS-2023-6

Attachments

Attachment 1 – GCWCC Business Plan 2023-2025 (currently includes draft plan, draft grant program review, draft operating budget projections)

Attachment 2 – Council Approved – Authority to Enter into Management Agreement

Attachment 3 – Business Plan Template

Attachment 4 – List of Grant Recipients