Agenda – Executive Policy Committee – September 17, 2024

REPORTS

Item No. 9 General Council of Winnipeg Community Centres Inc. 2025–2027 Business Plan

WINNIPEG PUBLIC SERVICE RECOMMENDATION:

1. That the GCWCC 2025 - 2027 Business Plan and Audited Financial Statements, included as Attachment 1, be received as information.

2. That grants totaling $1,648,197 in 2025, as identified in the Council adopted 2024-2027 Budget and as per the 2019 – 2029 executed Management Agreement, be referred to the 2025 budget process for consideration.

3. That an increase to the GCWCC Management Agreement funding of $42,500, as outlined below, be referred to the 2025 multi-year budget update process:

    A. An increase to the Graffiti Control Program Grant of $12,500 that was previously supported by Public Works through the annual Graffiti Control Partner Funding Allocation, but removed with the adoption of the 2024-2027 budget.

    B. Continuation of the Athletic Field Maintenance Equipment Grant of $30,000 previously supported through Public Works but not budgeted beyond 2024 as part of the 2024-2027 budget.

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

DECISION MAKING HISTORY:

COUNCIL DECISION:

On December 14, 2016, Council concurred in the 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. 2025–2027 Business Plan

Critical Path: Executive Policy Committee - Council

AUTHORIZATION

Author	Department Head	CFO	CAO
C. Brens, C. Fenny	C. Fernandes	T. Grham	S. Armbruster, Interim CAO

EXECUTIVE SUMMARY

The General Council of Winnipeg Community Centres Inc. (GCWCC), was established in 1971 to provide leadership and guidance to volunteers. These volunteers develop and sustain community centres for Winnipeg citizens. GCWCC and the City of Winnipeg have a collaborative partnership. They are both committed to working together to continue the community centre model. This model provides for community-specific programs and services that respond to the needs of citizens of Winnipeg.

GCWCC is to provide a three-year business plan and annual audited financial statements every year to the Executive Policy Committee (EPC). This administrative report is an overview of GCWCC's 2025-2027 Business Plan. In 2024, GCWCC will receive a total of $1,870,420 in grant funding from the City of Winnipeg. This amount is greater than the budget of $1,670,420 identified by GCWCC, due to an additional $200,000 in Plan 2045 grant dollars.

GCWCC's Business Plan includes:

- Program details
- Recipients of the grant dollars by name and year as well as a financial summary for the:
    - Operating Grant
    - Programming Grant
    - Community Centre Program Registration Fee Subsidy Grant
    - Community Centre Janitorial Program
    - Athletic Field Equipment Grant
    - Athletic Fields Maintenance and Graffiti Control Grants

This Business Plan includes a request and rationale for incremental increases to the Graffiti Control Program in future years.

RECOMMENDATIONS

1. That the GCWCC 2025 - 2027 Business Plan and Audited Financial Statements, included as Attachment 1, be received as information.

2. That grants totaling $1,648,197 in 2025, as identified in the Council adopted 2024-2027 Budget and as per the 2019 – 2029 executed Management Agreement, be referred to the 2025 budget process for consideration.

3. That an increase to the GCWCC Management Agreement funding of $42,500, as outlined below, be referred to the 2025 multi-year budget update process:

    A. An increase to the Graffiti Control Program Grant of $12,500 that was previously supported by Public Works through the annual Graffiti Control Partner Funding Allocation, but removed with the adoption of the 2024-2027 budget.

    B. Continuation of the Athletic Field Maintenance Equipment Grant of $30,000 previously supported through Public Works but not budgeted beyond 2024 as part of the 2024-2027 budget.

4. 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 executed Management Agreement between the City and GCWCC, 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 2025 - 2027 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 Management Agreement funding.

HISTORY/DISCUSSION

History and Context

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. While the RLLF policy

was replaced by the Winnipeg Recreation Strategy in June of 2022, the adoption of the RLLF policy resulted in an increase of $150,000 to GCWCC's annual operating grant. The annual operating grant is included within the 2024-2027 tax-supported budget as a grant to GCWCC. As a requirement of the 2005 increase, GCWCC is 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 second Management Agreement. The most recent Management Agreement aims 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 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 up to $300,000 for GCWCC to update Plan 2025 to Plan 2045.

GCWCC's 2025-2027 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 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, as operationally feasible.

The Public Service requires GCWCC to use a business plan template (Attachment 2), in order that applicable pertinent details and financial accountability be included in all future annual Business Plan submissions. GCWCC's Business Plan (the 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 Welcome and Inclusion Policy and Strategic Framework.
- 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

The City continues to work in partnership with GCWCC to support programs and services to include considerations related to equity, diversity and inclusion. To encourage policy, strategic advisory groups and planning related to BIPOC (Black, Indigenous, People of Colour) leadership, meaningful inclusion and safe spaces within Community Centres.

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 -** The Winnipeg Recreation Strategy, a 25-year strategic plan for recreation services was, adopted by Council on May 26, 2022. The Strategy replaced the RLLF Policy with a new recreation strategic framework 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 and development of Plan 2045.

- **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 hired HTFC Planning & Design as the consultant. The majority of the research work was completed by June 2024 and the first draft of the report is expected to be shared with community centres and the steering committee in September 2024 with the final report in October 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 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 Department, Parks and Open Spaces Division, 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 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

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. This year, GCWCC is exploring legal expense insurance & legal advice services insurance to be included with Directors & Liability insurance coverage as a reasonable solution for centres.

- **Community Centre Renovation Grant Program (CCRGP) –** CMS works in partnership with GCWCC to support the City's Community Centre Renovation Grant Program . Established in 2012, 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 provided by Council increasing the grant's annual total from $965,000 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% fund-matching requirement for community centres on revenue generating spaces and associated infrastructure such as indoor arenas, ice plants, fieldhouses, and soccer complexes.

  Council has continued to fund the CCRPG with $2 million in each year of the 2024 Adopted Capital Budget and 2025 to 2029 Five-Year Forecast. 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 over $11.2 million to centres across the City of Winnipeg. Since 2022, applications for CCRGP have significantly surpassed available funding.

Key Plan Highlights

The City of Winnipeg and GCWCC maintain a 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:

- In the past, 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%) 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.
- Creating and maintaining the Criminal Record Check Grant and Application Process for community centre volunteers, effective in January 2021, with funding from the Mayor's Civic Initiatives Fund.
- Working together to improve and remodel the Community Centre Renovation Grant Program to a more accessible and equitable model.
- Working together to support the work of Plan 2045.

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 3).

It is important to note however, of all the grants listed below, 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 to reinstate the funding levels for Graffiti Control grant and Athletic Field Maintenance Equipment Grant 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 community.

GCWCC receives the following grant funds from the City of Winnipeg and administers the following grant programs (2024 Council-approved levels):

- **Operating Grant -** $260,226 - 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.

- **Programming Grant -** $430,750 – GCWCC administers the Community Centre Programming Grant. The grant provides funding assistance to ensure that centres can offer sustainable programs for their area residents.
    - In 2019, the program fee subsidy fund was consistently over-subscribed. At the time, GCWCC Board of Directors voted to redirect $39,250 from programming grant to fee subsidy grant. However, the programming fund in 2023 was over-subscribed, and in 2024 is trending in the same direction. In June 2024, GCWCC Board of Directors voted to reverse the original decision and return both funds to 2019 amounts.

- **Program Registration Fee Subsidy Program -** $150,000 - GCWCC administers the Community Centre Program Registration Fee Subsidy Program. This subsidy is designed to support children and families who face financial barriers to participate in community centre activities. In 2024, work continued in order to reduce barriers and allow access to program registration through the fee subsidy program in a meaningful and efficient way. That also ensured more timely payments directly to family or community centre respectively.

- **Community Centre Janitorial Program -** $388,844 - 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 order to maintain a similar level of service and continue to provide high level of support to Winnipeg Community Centres, an increase of 2% to GCWCC Janitorial Grant

was requested for 2025 and adopted through the 2024-2027 Budget process. This, along with a re-envisioning of the Janitorial grant ensures that appropriate incremental wage increases are supported and Community Centres have the autonomy to manage staff, specifically sites with greater needs related to resources, poverty, and low volunteer support.

- **Athletic Field Maintenance -** $390,600 - 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.

- **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 is used to purchase or acquire equipment that is required to transport athletic field maintenance equipment between sites that require the use of public roadways. On March 20, 2024, with the adoption of the 2024-2027 multi-year budget, Council directed the Public Service to report back to the appropriate committee of Council to review the process in which the City allocates its annual grants. This review includes the development of a new intake, review, and award process, as well as the potential reduction in total available funds. The Athletic Field Equipment grant is subject to this review which is ongoing, and is not budgeted in 2025. Through its business plan GCWCC is seeking the continuation of this funding in 2025 and into the future.

- **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.

  Through its business plan, GCWCC is seeking an additional $12,500 to support the Graffiti Control Grant. This funding was previously supported by Public Works through an annual Graffiti Control Request for Proposal process, however this funding was eliminated through the adoption of the 2024-2027 budget.

- **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 to support volunteers and staff of community centres who need to undergo a Criminal Record Check before starting their roles. Recognizing that these checks can be a financial burden, the grant aims to alleviate the cost for those who find it to be a barrier to volunteering or employment. Unused funding from this grant has continued to be used to support costs in 2024, and will be discontinued when the funding has been fully used.

FINANCIAL IMPACT

Financial Impact Statement **Date:** July 26, 2024

Project Name: **First Year of Program** **2024**

General Council of Winnipeg Community Centres Inc. 2025–2027 Business Plan

	2024	2025	2026	2027	2028
Capital					
Capital Expenditures Required	$ -	$ -	$ -	$ -	$ -
Less: Existing Budgeted Costs	-	-	-	-	-
Additional Capital Budget Required	$ -	$ -	$ -	$ -	$ -
Funding Sources:					
Debt - Internal	$ -	-	-	-	-
Debt - External	-	-	-	-	-
Grants (Enter Description Here)	-	-	-	-	-
Reserves, Equity, Surplus	-	-	-	-	-
Other - Enter Description Here	-	-	-	-	-
Total Funding	$ -	$ -	$ -	$ -	$ -
Total Additional Capital Budget Required	$ -				
Total Additional Debt Required	$ -				
Current Expenditures/Revenues					
Direct Costs	$ 1,670,420	$ 1,690,697	$ 1,703,834	$ 1,703,834	$ 1,703,834
Less: Incremental Revenue/Recovery	-	-	-	-	-
Net Cost/(Benefit)	$ 1,670,420	$ 1,690,697	$ 1,703,834	$ 1,703,834	$ 1,703,834
Less: Existing Budget Amounts	1,670,420	1,648,197	1,661,334	1,661,334	1,661,334
Net Budget Adjustment Required	$ -	$ 42,500	$ 42,500	$ 42,500	$ 42,500

Additional Comments: Direct costs represent grants to General Council of Winnipeg Community Centres (GCWCC) from the City of Winnipeg. The following grants totaling $1,670,420, approved by Council for 2024 are outlined in the GCWCC Business Plan and are included in the Community Services and Public Works 2024-2027 multi-year operating budgets for 2024.

Existing budget amounts reflect the amount included in the 2024 adopted buget and the 2025 - 2028 preliminary budget submission in the Community Services and Public Works departments. As outlined in recommendation 2 of the report, increases in funding levels to various grant components 2025 through 2028 are requested to be referred to the 2025 budget process. Grants require annual Council approval.

Community Services Department - $1,229,820

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

Public Works Department - $440,600

- Athletic Field Maintenance Grant $390,600 *(Requested funding 2025 onwards remains at $390,600)*
- Graffiti Control Grant $20,000 *(Requested funding 2025 onwards to increase to $32,500)*
- Athletic Field Equipment Grant $30,000 (*Requested funding 2024 onwards remains at $30,000*)*

* Effective 2025 onwards the Athletic Field Equipment grant is subject to the new Grant Intake and Review Process.

Ryad Ali o/b Ozzy Garrett - July 26, 2024

Ryad Ali CPA, CGA

Community Services Department

CONSULTATION

This Report has been prepared in consultation with:

- General Council of Winnipeg Community Centres Inc.
- Legal Services
- Public Works Department – Parks & Open Space Division
- Assets and Project Management - Municipal Accommodations

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

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
Date: July 26, 2024
File No: CMS-2024-7

Attachments

Attachment 1 – GCWCC Business Plan 2023-2025

Attachment 2 – Business Plan Template

Attachment 3 – List of Grant Recipients from Appendix 4 of GCWCC Business Plan