Minutes – Executive Policy Committee – September 16, 2025

REPORTS

Item No. 6 General Council of Winnipeg Community Centres Inc. 2026-2028 Business Plan

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

The Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service and recommended to Council:

1. That the GCWCC 2026-2028 Business Plan and 2024 Audited Financial Statements, included as Attachment 1, be received as information.

2. That grants totaling $1,691,334 in 2026, as identified in the Council adopted 2024-2027 Budget and as per the grant programs identified in the 2019-2029 executed Management Agreement, be referred to the 2026 budget process.

3. That the following increases to GCWCC Management Agreement funding be referred to the 2026 budget process for consideration:

    A. A one-time increase to the GCWCC 2026 operating grant in the amount of $35,000 to retain external legal advice to support community centres during the development and execution of management agreements between the City of Winnipeg and each community centre.

    B. An ongoing increase in the amount of $250,000 annually, beginning in 2026, for a new GCWCC Programming/Wage Subsidy Grant to provide the ability for community centres to hire operational and programming staff in support of the transition to a governance board model, as a priority action in Plan 2045.

    C. An ongoing increase of $12,000 to GCWCC dedicated Graffiti Control Program Grant beginning in 2026. This will increase the annual grant from $20,000 to $32,000.

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

DECISION MAKING HISTORY:

Moved by Councillor Santos,

That the recommendation of the Winnipeg Public be concurred in and forwarded to Council.

Carried

Councillor Lukes asked to be recorded as having voted against the above motion, in accordance with Rule 47(7) of The Procedure By-law No. 50/2007.

COUNCIL DECISION:

On July 17, 2025, Council concurred in the recommendation of the Executive Policy Committee and adopted the following:

1. That the General Council of Winnipeg Community Centres Inc. (GCWCC) Plan 2045 and related Appendices (Attachments A and B) be adopted by Council.

2. That the GCWCC include the following with their 2026 - 2028 Business Plan submission to Executive Policy Committee in support of Plan 2045's Strategic Goal of Improved Governance and that the Public Service be directed to refer the corresponding funding requirements to the 2026 Budget process in an accompanying Administrative Report for the GCWCC Business Plan:

    A. Funding in the amount of $250,000 annually, beginning in 2026, for a new GCWCC Programming/Wage Subsidy grant program to provide the ability for community centres to hire operational and programming staff in support of a transition from working boards to a governance board model.

    B. A one-time increase to the GCWCC 2026 operating grant in the amount of $35,000 to retain external legal advice to support community centres during the development and execution of management agreements between the City of Winnipeg and each community centre.

3. That the GCWCC report back to Executive Policy Committee at its June 2027 meeting with an update on the progress of the first phase of Plan 2045, along with recommendations to inform the 2028-2031 Multi-Year Budget.

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

DECISION MAKING HISTORY (continued):

COUNCIL DECISION (continued):

On November 30, 2016, Council concurred in the recommendation of the Executive Policy Committee and adopted the following:

1. That the General Council of Winnipeg Community Centres' (GCWCC) 2016 – 2018 Business Plan (Appendix A) be received as information.

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

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

ADMINISTRATIVE REPORT

Title: General Council of Winnipeg Community Centres Inc. 2026-2028 Business Plan

Critical Path: Executive Policy Committee - Council

AUTHORIZATION

Author	Department Head	CFO	CAO
T. Knowles Yarnell	C. Fernandes	T. Graham	J. Dunford

EXECUTIVE SUMMARY

The General Council of Winnipeg Community Centres Inc. (GCWCC) helps support the operation of community centres in Winnipeg. Each year, they must provide a business plan and financial report to Council. The business plan lists their main goals and priority actions for the next three years. It lists the funding they receive from the City and their current and proposed budgets.

This report includes the GCWCC 2026-2028 Business Plan (see Attachment 1). The GCWCC requests that their annual funding be included in the 2026 budget. A request for new funding in the 2026 budget is also made. This new funding would help community centres in three ways:

- Assist with new management agreements with the City,
- Pay staff wages at community centres that need operations and programming help, and,
- Increase annual funding for graffiti removal services at community centres.

RECOMMENDATIONS

1. That the GCWCC 2026-2028 Business Plan and 2024 Audited Financial Statements, included as Attachment 1, be received as information.

2. That grants totaling $1,691,334 in 2026, as identified in the Council adopted 2024-2027 Budget and as per the grant programs identified in the 2019-2029 executed Management Agreement, be referred to the 2026 budget process.

3. That the following increases to GCWCC Management Agreement funding be referred to the 2026 budget process for consideration:

    A. A one-time increase to the GCWCC 2026 operating grant in the amount of $35,000 to retain external legal advice to support community centres during the development and execution of management agreements between the City of Winnipeg and each community centre.

B. An ongoing increase in the amount of $250,000 annually, beginning in 2026, for a new GCWCC Programming/Wage Subsidy Grant to provide the ability for community centres to hire operational and programming staff in support of the transition to a governance board model, as a priority action in Plan 2045.

C. An ongoing increase of $12,000 to GCWCC dedicated Graffiti Control Program Grant beginning in 2026. This will increase the annual grant from $20,000 to $32,000.

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

REASON FOR THE REPORT

Per the current Management Agreement between GCWCC and the City of Winnipeg, GCWCC is required to provide annually a three-year business plan and annual audited financial statements to Council through the Executive Policy Committee (EPC).

On July 17, 2025, Council approved the GCWCC Plan 2045 and related appendices and directed that GCWCC include the annual funding amounts described in Recommendations 3.A. and 3.B. for referral to the 2026 budget process.

IMPLICATIONS OF THE RECOMMENDATIONS

There are financial implications that could result from the recommendations of this report, including an additional $285,000 in funding related to Plan 2045 – Phase 1 implementation (Recommendations 3.A. and 3. B.) and an additional $12,000 to support the Graffiti Control Grant (Recommendation 3.C.).

HISTORY/DISCUSSION

History and Context

The 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. Today, all community centres receive funding based on heated square footage, population base, and number of outdoor hockey rinks.

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 received Plan 2025 for information, a 20-year plan for the community centre model in 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 a $200,000 increase to GCWCC's grant funding to account for the consolidation of a grant that was previously provided directly to GCWCC by the Province of Manitoba, which is now included in 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 into Plan 2045.

On July 8, 2025, GCWCC's Plan 2045 was presented to EPC outlining four strategic goals to guide their work over the next 20 years:

1. Improved Governance.
2. Supported Volunteers.
3. Responsive Programming; and
4. Contemporary and Maintained Facilities.

Plan 2045 establishes four implementation phases and reporting periods as follows:

1. Phase 1: 2025-2027 with a report to EPC in 2027 to inform the 2028-2031 budget
2. Phase 2: 2028-2031 with a report to EPC in 2031 to inform the 2032-2035 budget
3. Phase 3: 2032-2035 with a report to EPC in 2035 to inform the 2036-2040 budget
4. Phase 4: 2036-2040 with a report to EPC in 2040 to inform the 2041-2045 budget

On July 17, 2025, Council approved the GCWCC Plan 2045 and related appendices and directed that GCWCC include the annual funding amounts described in Recommendations 3.A. and 3.B. for referral to the 2026 budget process.

GCWCC 2026-2028 Business Plan

Per the current Management Agreement, GCWCC provides Council, through EPC, an annual three-year business plan and annual audited financial statements by September of each year. The Public Service requires that GCWCC use a standardized business plan template (Attachment 2), to ensure the inclusion of key details and financial accountability information required by the City. The Public Service intends to work with GCWCC to review and update this template to ensure it aligns with current policies, budget cycles, and best practices.

GCWCC's business plan (the Plan) provides the history of the organization, summarizes the Management Agreement with the City, recaps long-range plans (Plan 2025, now Plan 2045), provides updates on grant programs and organizational structure, and reviews current/future challenges faced. The Plan also identifies priority actions and the organization's financial plan, including the projected budget for three years.

In the attached Business Plan (Attachment 1), GCWCC identifies 12 key objectives for 2026-2028 which include:

1. **Plan 2045** – renewed strategies and actions to ensure the community centre model is inclusive, sustainable, and responsive to the community.

2. **Governance Review** – standardized constitution and by-laws; Diversity, Equity and Inclusion policy and training; Anti-Racism in Sport policy template.
3. **Communications** – website improvements.
4. **Management Agreements** – between each community centre and the City of Winnipeg.
5. **Community Centre/GCWCC Legal Representation** – for management agreements.
6. **Review funding for Community Centres** – funding application process.
7. **Advocate for the Re-establishment of the Community Centre Investment Fund,**
8. **City of Winnipeg Renovation grant funding support** – support for process improvements and streamlined grant application.
9. **Recreation Program Partnership** – continued provision of free youth drop-in and free play programming for community centres.
10. **Winnipeg Poverty Reduction Strategy** – review programming at community centres to identify gaps and opportunities for low or no cost programming.
11. **Newcomer Strategy** – promotion of free programming to connect newcomers with community centres; explore program opportunities for community centres to welcome newcomers.
12. **Volunteer Recognition** – continue to promote and recognize volunteer commitment at community centres.

For 2026, GCWCC identifies specific priorities as a focus on improved governance, management agreements, and accountability assessments for community centres.

Recommendation 1 of this report is for Council to receive GCWCC 2026-2028 Business Plan and its appendices as information.

GCWCC Granting Programs

In the 2025 Council-adopted budget, $1,683,197 was approved for GCWCC to fund the following grant programs:

- GCWCC Operating Grant
- Community Centre Programming Grant
- Community Centre Program Registration Fee Subsidy Grant
- Community Centre Janitorial Program Grant
- Athletic Field Maintenance Grant
- Athletic Field Equipment Grant
- Graffiti Control Program Grant
- Graffiti Partnership Funding

GCWCC also administers grant funds through two additional funding initiatives, the Criminal Record Check Refund Grant and the Building Safer Communities Grant.

The Business Plan includes program details and a financial summary of grant funds administered by GCWCC, including funding approved for 2025 and GCWCC proposals for funding levels in 2026/2027 (see Table 1 below).

Table 1 – GCWCC Grant Summary – 2026-2028 Business Plan

Summary of Grants	Approved for 2025	Proposed for 2026/2027
GCWCC Operating Grant	$260,226	$265,431
Program Registration Fee Subsidy Grant	$110,750	$110,750
GCWCC Programming Grant	$470,000	$470,000
Janitorial Grant (Wage Subsidy)	$396,621	$404,553
Community Centre Agreement – Legal Support		$ 35,000
Program Wage Grant – as per Plan 2045	-	$250,000
Sub-total from Community Services	**$1,237,597**	**$1,535,734**
Athletic Field Maintenance Grant	$390,600	$390,600
Athletic Field Maintenance Equipment Grant	$30,000	$30,000
Graffiti Control Program Grant	$20,000	$32,000
Graffiti Partnership Funding *	$ 5,000	
Sub-total from Parks Department	**$445,600**	**$452,600**
Total Funding	**$1,683,197**	**$1,988,334**

**Approved at the discretion of the Director of Public Works (annual Graffiti Control Partner Funding Allocation).*

The GCWCC Business Plan provides an overview and update on each grant fund they administer, with additional detail provided in the Plan's appendices. Of note, Appendix 4 is a listing of community centre grant recipients for 2024 by grant fund.

Recommendation 2 of this report refers the next installment of annual grant funding for GCWCC, totaling $1,691,334, to the 2026 budget process. This amount reflects the grant funding approved in the Council adopted 2024-2027 budget. Additional funding requested by GCWCC in their 2026-2028 Business Plan (in Table 1 under "proposed for 2026/2027") is discussed in the section below and addressed separately in Recommendation 3 of this report.

GCWCC Requests for Additional Grant Funding

As outlined in Recommendation 3 of this report, GCWCC is seeking additional grant funds to advance priorities identified in their 2026-2028 Business Plan and in their updated Plan 2045.

Recommendation 3.A. – Community Centre/GCWCC Legal Representation for Establishment of Management Agreements

GCWCC is requesting a one-time increase to the GCWCC 2026 operating grant in the amount of $35,000 to retain external legal advice to support community centres during the development and execution of management agreements between the City of Winnipeg and each community centre.

Every community centre is a separate legally incorporated entity. City of Winnipeg lawyers cannot provide them, nor GCWCC, with legal advice or services without contravening current exemption from Law Society of Manitoba insurance requirements.

As a result, GCWCC is requesting one-time funding of $35,000 to secure independent legal representation for itself and the community centres in the development of management agreements with the City of Winnipeg and each individual community centre. These agreements are required by the City to establish and clarify the relationship, roles, and responsibilities of community centre boards operating these City-owned facilities.

Recommendation 3.B. – **New Annual Programming/Wage Subsidy Grant Fund**

GCWCC requests additional funding of $250,000 annually, beginning in 2026, for a new Programming/Wage Subsidy Grant Fund. This program would provide community centres with funds to hire operational and programming staff in support of the transition to a governance board model (a priority action in Plan 2045, 4.3 Supporting Volunteers, Strategic Goal 2). Funds would support community centres who may not be able to generate sufficient revenue to fund integral staff positions. Community centres likely to apply for this grant may operate smaller facilities or be in communities where improved programming could have a meaningful impact.

This new grant fund would also support boards with limited volunteer capacity or expertise in programming and facility operations. If these boards could hire staff, they could focus on strategic planning related to the community and facility needs and transition away from being an operational board to a governance board. This may attract also new board members, due to the change of focus and expected duties.

Recommendation 3.C. – **Graffiti Control Program Grant Increase**

GCWCC is requesting an ongoing increase of $12,000 to the Graffiti Control Program Grant for an annual total grant amount of $32,000. This would return the program to previous funding levels for graffiti control services at community centres, which was reduced with the adoption of the 2024-2027 budget.

For background, during the 2024 budget process, the Public Works department budget for the Graffiti Control Partner Funding Allocation Grant was directed to be reduced by $12,500 for the historical GCWCC allocation of this partner funding grant. Recommendation 3c would increase the dedicated standalone GCWCC Graffiti Control Program Grant from $20,000 annually to $32,000 annually. This would eliminate the need for GCWCC to seek an annual allocation through the reduced Graffiti Control Partner Funding Allocation pool, which is primarily used to support Business Improvement Zone groups with their graffiti control efforts.

FINANCIAL IMPACT

Financial Impact Statement

Date: July 23,

Project Name:

First Year of Program 2

General Council of Winnipeg Community Centres Inc. 2026–2028 Business Pla

	2025	2026	2027	2028	
Capital					
Capital Expenditures Required	$ -	$ -	$ -	$ -	$
Less: Existing Budgeted Costs	-	-	-	-	
Additional Capital Budget Required	$ -	$ -	$ -	$ -	$
Funding Sources:					
Debt - Internal	$ -	-	-	-	
Debt - External	-	-	-	-	
Total Funding	$ -	$ -	$ -	$ -	$
Total Additional Capital Budget Required	$ -				
Total Additional Debt Required	$ -				
Current Expenditures/Revenues					
Direct Costs	$ 1,683,197	$ 1,988,334	$ 1,953,334	$ 1,953,334	$
Less: Incremental Revenue/Recovery	-	-	-	-	
Net Cost/(Benefit)	$ 1,683,197	$ 1,988,334	$ 1,953,334	$ 1,953,334	$
Less: Existing Budget Amounts	1,683,197	1,691,334	1,691,334	1,691,334	
Net Budget Adjustment Required	$ -	$ 297,000	$ 262,000	$ 262,000	$

Additional Comments: Direct costs represent grants to General Council of Winnipeg Community Centres (GC the City of Winnipeg. The following grants totaling $1,683,197, approved by Council for 2025 are outlined in th Business Plan and are included in the Community Services and Public Works 2024-2027 multi-year operatin 2025.

Existing budget amounts reflect the amount included in the 2025 adopted budget and the 2026 - 2029 prelimi submission in the Community Services and Public Works departments. Net budget adjustment required refle increased funding levels as outlined in recommendation 3 of the report as a result of Plan 2045 items and the the Graffiti Control Grant requested to be referred to the 2026 budget process. Grants require Council approv

Community Services Department - $1,237,597:

- Operating Grant $260,226 (Requested funding increase of 2% in 2026 onwards to $265,431)
- Programming Grant $470,000 (Requested funding 2026 onwards remains at $470,000)
- Program Registration Fee Subsidy Program Grant $110,750 (Requested funding 2026 onwards remains at
- Community Centre Janitorial Program Grant $396,621 (Requested funding increase of 2% in 2026 onwards $404,553).

Public Works Department - $445,600:

- Athletic Field Maintenance Grant $390,600 (Requested funding 2026 onwards remains at $390,600)
- Athletic Field Equipment Grant $30,000 (Requested funding 2026 onwards remains at $30,000)
- Graffiti Control Grant $20,000 (Existing funding 2026 onwards remains at $20,000; however GCWCC reques increase to $32,000)
- Graffiti Control Partner Funding Allocation $5,000 (approved for 2025 only)

Ozzy Garrett CPA, CGA - July

Ozzy Garrett CPA, CGA - Manag
Community Services Department

CONSULTATION

This Report has been prepared in consultation with:

- Legal Services
- Public Works Department
- Assets and Project Management - Municipal Accommodations

OURWINNIPEG POLICY ALIGNMENT

Good Health and Wellbeing

4.11 Equitable Service Access Prioritize equitable access to recreation and parks systems, services, and infrastructure, in order to: enable active living; connect people and nature; create supportive environments; build community capacity; and achieve desired health outcomes, with a focus on children and youth.

Social Equity

5.1 Equitable Service Access Provide municipal services through an age-friendly lens that promotes equitable access for all, with a focus on the youngest, oldest, and systemically disadvantaged members of the community.

5.6 Equitable Service Access Welcome and support Indigenous Peoples, newcomers, and those who migrate from rural communities, through strategic collaboration and action that expedites service access and sense of belonging for residents.

5.7 Community Cohesion Promote opportunities for life-long learning and cross-cultural, inter-generational relationship-building, as a means of preventing social isolation, discrimination and racism.

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 Centres
Division: Community Services
Prepared by: C. Fenny/T. Knowles Yarnell
Date: July 23, 2025
File No: CMS-2025-02

Attachments**:**

Attachment 1: GCWCC Business Plan 2026-2028 with Business Plan Appendices

1. GCWCC Audited Financial Statement
2. 2026-2028 Operating Budget
3. 2024 Grant Program Review
4. 2024 Community Centre Grant Recipients

Attachment 2: Business Plan Template