REPORTS

Item No. 12 General Council of Winnipeg Community Centres: 2027-2029 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 information included in this report, including the GCWCC 2027-2029 Business Plan and 2025 audited financial statements, included as Attachment 1, be received as information.

2. That grants totaling $1,953,334 in 2027, as identified in the Council adopted 2024-2027 Budget and as per the grant programs identified in the 2019-2029 executed Management Agreement and related grant agreements, be referred to the 2027 budget process.

3. That the following grant increases requested by GCWCC in their 2027-2029 Business Plan totaling $44,569 be referred to the 2027 budget process for consideration:

   A. An ongoing increase in the amount of $14,569 to the GCWCC Operating Grant to offset increasing lease costs and wages.

   B. An ongoing increase in the amount of $25,000 to the Athletic Field Maintenance Grant to offset increasing fuel and maintenance costs.

   C. An ongoing increase in the amount of $5,000 to the Athletic Field Equipment Grant to offset increasing costs of fuel, repairs, and equipment rentals.

4. That remaining funds in the amount of $39,822 from the City's 2022 Capital Budget for the development of Plan 2045 be provided to GCWCC as a one-time grant in 2026 to support Plan 2045 implementation actions as described in this report.

5. That, subject to the approval of Recommendation 4, the City enter into, execute and deliver a grant agreement with the General Council of Winnipeg Community Centres Inc. and such other agreements as determined necessary by the City Solicitor / Director of Legal Services to implement the intent of the foregoing (the "Ancillary Agreements"), and that authority be delegated to the Chief Financial Officer to negotiate and approve the terms and conditions of the grant agreement and the Ancillary Agreements, in accordance with this report and such other terms and conditions deemed necessary by the City Solicitor / Director of Legal Services to protect the interests of the City.

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

6. That the City enter into, execute and deliver Management Agreements with individual Community Centres as outlined as an implementation action in Plan 2045, and such other agreements as determined necessary by the City Solicitor / Director of Legal Services to implement the intent of the foregoing (the "Ancillary Agreements"); and that authority be delegated to the Chief Administrative Officer to negotiate and approve the terms and conditions of Management Agreements with individual Community Centers and the Ancillary Agreements, including all future similar agreements and renewals, in accordance with this report and such other terms and conditions deemed necessary by the City Solicitor /Director of Legal Services to protect the interests of the City.

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

DECISION MAKING HISTORY:

Moved by Councillor Santos,

That the recommendation of the Winnipeg Public Service 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 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: 2027-2029 Business Plan

Critical Path: Executive Policy Committee - Council

AUTHORIZATION

Author	Department Head	CFO	CAO
T. Knowles Yarnell	C. Fernandes	J. Speidel Acting CFO	M. Pittet Acting for J. Dunford

EXECUTIVE SUMMARY

The General Council of Winnipeg Community Centres Inc. (GCWCC) helps support Community Centres in Winnipeg. Each year, the City of Winnipeg gives GCWCC funding to operate. The City also gives GCWCC funding for Community Centre grant programs.

GCWCC reports to Council each year and provides a three-year business plan. The GCWCC 2027–2029 Business Plan is attached to this report as Attachment 1. The following documents are attachments to the Business Plan:

- The 2025 audited financial statements
- GCWCC's current and planned budget
- A summary of grants given in 2025
- A list of groups that received grants
- The GCWCC 2025 Annual Report

This report includes GCWCC's funding requests for 2027. The Public Service recommends that the funding requests be referred to the 2027 budget process. The Public Service also recommends that funds left in the 2022 capital budget for GCWCC Plan 2045 be granted to GCWCC to be used to carry out the plan's actions.

Finally, the Public Service recommends that Council delegate authority to the Chief Administrative Officer (CAO) to negotiate and approve management agreements with individual Community Centres. This supports an action in GCWCC Plan 2045, which Council has approved.

RECOMMENDATIONS

1. That the information included in this report, including the GCWCC 2027-2029 Business Plan and 2025 audited financial statements, included as Attachment 1, be received as information.

2. That grants totaling $1,953,334 in 2027, as identified in the Council adopted 2024-2027 Budget and as per the grant programs identified in the 2019-2029 executed Management Agreement and related grant agreements, be referred to the 2027 budget process.

3. That the following grant increases requested by GCWCC in their 2027-2029 Business Plan totaling $44,569 be referred to the 2027 budget process for consideration:

   A. An ongoing increase in the amount of $14,569 to the GCWCC Operating Grant to offset increasing lease costs and wages.

   B. An ongoing increase in the amount of $25,000 to the Athletic Field Maintenance Grant to offset increasing fuel and maintenance costs.

   C. An ongoing increase in the amount of $5,000 to the Athletic Field Equipment Grant to offset increasing costs of fuel, repairs, and equipment rentals.

4. That remaining funds in the amount of $39,822 from the City's 2022 Capital Budget for the development of Plan 2045 be provided to GCWCC as a one-time grant in 2026 to support Plan 2045 implementation actions as described in this report.

5. That, subject to the approval of Recommendation 4, the City enter into, execute and deliver a grant agreement with the General Council of Winnipeg Community Centres Inc. and such other agreements as determined necessary by the City Solicitor / Director of Legal Services to implement the intent of the foregoing (the "Ancillary Agreements"), and that authority be delegated to the Chief Financial Officer to negotiate and approve the terms and conditions of the grant agreement and the Ancillary Agreements, in accordance with this report and such other terms and conditions deemed necessary by the City Solicitor / Director of Legal Services to protect the interests of the City.

6. That the City enter into, execute and deliver Management Agreements with individual Community Centres as outlined as an implementation action in Plan 2045, and such other agreements as determined necessary by the City Solicitor / Director of Legal Services to implement the intent of the foregoing (the "Ancillary Agreements"); and that authority be delegated to the Chief Administrative Officer to negotiate and approve the terms and conditions of Management Agreements with individual Community Centers and the Ancillary Agreements, including all future similar agreements and renewals, in accordance with this report and such other terms and conditions deemed necessary by the City Solicitor /Director of Legal Services to protect the interests of the City.

7. 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

The Management Agreement between GCWCC and the City of Winnipeg requires that GCWCC report annually in September to Council through the Executive Policy Committee by providing a three-year business plan and an annual audited financial statement in a format prescribed by the City.

Council approval is required to enter into Management Agreements with individual Community Centres. Council approval is also required to award a grant and enter into a grant agreement with GCWCC, and to make budget referrals.

IMPLICATIONS OF THE RECOMMENDATIONS

There are no financial implications resulting from Recommendation 2., as funding for GCWCC in the amount of $1,953,334 is included in the draft 2027 budgets of both the Community Services and Public Works Departments respectively.

Financial implications could result from Recommendation 3, which outlines GCWCC's requests for $44,569 in additional grant funding in 2027, for the GCWCC Operating Grant, the Athletic Field Maintenance Grant, and the Athletic Field Equipment Grant.

There are no financial implications with Recommendation 4, which requests reallocation of surplus funds in the amount of $39,822 from the completed Plan 2045 project towards implementation of the Plan. These surplus funds are in the approved 2022 capital budget.

HISTORY/DISCUSSION

Background

General Council of Winnipeg Community Centres Inc. (GCWCC) was established in 1971 to promote and encourage cooperation and communication among the Community Centres and the City of Winnipeg, 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 between centres. Today, all Community Centres receive funding based on heated square footage, population base, and number of outdoor hockey rinks. The current UFF was last updated in 2020 for a period of 10 years.

For many decades, GCWCC has been the voice of Community Centres to the City and provides essential support to Community Centres in many diverse areas, including but not limited to governance, administration, finances, programming, volunteers, staffing, and facility renovations. Currently, there are 63 Community Centres operating and providing services at over 81 locations, representing almost 1.2 million square feet of indoor heated recreation and leisure space in the city.

On January 14, 2019, the City of Winnipeg entered into its second ten-year Management Agreement with GCWCC, which outlines the responsibilities of GCWCC and the City related to Community Centres, and aims to facilitate a strong and more sustainable Community Centre model. The current agreement has a term ending in January 2029.

On July 17, 2025, Council adopted GCWCC's Plan 2045, which outlines four strategic goals to guide their work over the next 20 years: Improved Governance; Supported Volunteers; Responsive Programming; and Contemporary and Maintained Facilities. The first report to the Executive Policy Committee (EPC) on implementation of Plan 2045 will occur in June 2027, in advance of the 2028-2031 multi-year budget process.

GCWCC 2027-2029 Business Plan

The Management Agreement between the City and GCWCC requires annual reporting through a three-year business plan. This plan is to be presented to EPC, along with annual audited financial statements of the preceding year, each September in a format prescribed by the City. A new template for the plan was developed by the Public Service in collaboration with GCWCC (see Attachment 2), which will ensure the timeframe for future Business Plans aligns with the multi-year budget.

The 2027-2029 GCWCC Business Plan is appended to this report (see Attachment 1) and provides information on the major services it provides to Community Centres, and an overview of their guiding documents and overall organizational structure including the Board, management and staff. Attachments to the Business Plan include:

1. GCWCC 2025 Audited Financial Statement
2. 2026-2028 Operating Budget
3. 2025 Grant Program Review
4. 2025 Community Centre Grant Recipients
5. 2025 Annual Report

As GCWCC reports in their Business Plan, Community Centres continue to face the following trends and challenges that impact their ability to deliver services to Winnipeggers:

- Aging infrastructure and high repair costs
- Declining volunteers and hiring challenges – finding staff to take on minimum wage roles
- Cost inflation
- Shifting demographics - aging population, poverty, and changing recreation needs

The following priorities are identified by GCWCC in the 2027-2029 Business Plan, which aim to strengthen the Community Centre system and support communities across Winnipeg:

- Strengthen Community Centre governance and volunteer support
- Advance sustainable infrastructure planning
- Support responsive and inclusive programming
- Improve communications, visibility and system-wide connection
- Strengthen funding navigation and financial sustainability
- Promote equity, accessibility and inclusion

At the end of the Business Plan is GCWCC's financial plan, including the current year and projected budgets, and funding requests for consideration by Council in the next budget process, as described later in this report.

Recommendation 1 of this report is for Council to receive GCWCC 2027-2029 Business Plan and its appendices as information.

City of Winnipeg Funding for GCWCC and Community Centre Grant Programs

The GCWCC 2027-2029 Business Plan provides an overview and update on each grant fund they administer, with additional detail provided in the Plan's appendices. Appendix 3 of the Business Plan provides a summary of all grant funds administered by GCWCC, while Appendix

4 provides details on the 2025 distribution of grants by grant fund, district, and Community Centre.

The 2027-2029 Business Plan includes program details and a financial summary of grant funds administered by GCWCC, including funding approved for 2026 and GCWCC proposals for funding levels in 2027 and 2028. Table 1 below summarizes Council's approved funding for GCWCC in the 2026 budget as well as GCWCC's funding requests for the coming year that require referral to the 2027 budget process for consideration.

Table 1 – Summary of City Grant Funding in the 2026 Council Approved Budget and GCWCC Requests for Funding in 2027

Grants	2026 Approved Grants	2027 Draft Budget (Recommendation 2)	GCWCC's Requested Increases (Recommendation 3)	2027 Proposed Grants
GCWCC Operating Grant	$265,431	$265,431	$14,569	**$280,000**
Program Registration Fee Subsidy Grant	$110,750	$110,750	-	**$110,750**
GCWCC Programming Grant	$470,000	$470,000	-	**$470,000**
Janitorial Grant (Wage Subsidy)	$404,553	$404,553	-	**$404,553**
Program Wage Subsidy Grant	$250,000	$250,000	-	**$250,000**
Community Centre Agreement – Legal Support (one-time funding) *	$35,000	-	-	**-**
Sub-total: Community Services Grants	**$1,535,734**	**$1,500,734**	**$14,569**	**$1,515,303**
Athletic Field Maintenance Program Grant	$390,600	$390,600	$25,000	**$415,600**
Athletic Field Equipment Grant	$30,000	$30,000	$5,000	**$35,000**
Graffiti Control Program Grant	$32,000	$32,000	-	**$32,000**
Sub-total: Public Works (Parks) Grants	**$452,600**	**$452,600**	**$30,000**	**$482,600**
Total City of Winnipeg Funding	**$1,988,334**	**$1,953,334**	**$44,569**	**$1,997,903**

**One-time funding was approved in the 2026 budget to support external legal advice to individual Community Centres in the establishment of management agreements with the City. The process of establishing these agreements with Community Centres has not yet begun. GCWCC will reserve these funds until such time as the draft agreements are ready for review by centres and independent legal support is required.*

Recommendation 2 of this report refers next year's grant funding allocation for GCWCC, in the amount of $1,953,334, to the 2027 budget process. This amount reflects the grant funding approved in the Council adopted 2024-2027 budget as well as incremental increase to annual funding that was approved through the 2026 budget process

Additional funding requested by GCWCC in their 2027-2029 Business Plan is outlined in Recommendation 3 of this report and discussed below.

GCWCC Requests for Increased Grant Funding

As outlined in Recommendations 3 A., 3.B., 3.C. and Table 1 of this report and descriptions below, GCWCC is seeking an increase to their 2027 grant funding, in the amount of $44,569 to address inflationary cost increases in several areas.

Recommendation 3. A. – **Increase to GCWCC Operating Grant**

Recommendation 3. A. refers to the 2027 budget process an ongoing increase of $14,569, starting in 2027, to the annual GCWCC Operating Grant. If approved, this would result in an increase in the operating grant from $265,431 in 2026 to $280,000 in 2027. This request is directly related to upcoming and anticipated increases in both office space lease rates and wages.

Recommendation 3. B. – **Increase to Athletic Field Maintenance Grant**

GCWCC requests additional funding of $25,000 annually, beginning in 2027, for the Athletic Field Maintenance (AFM) Program Grant to address increases in fuel and maintenance costs. This program provides funding to Community Centres who manage athletic fields both on Community Centre grounds and throughout the community.

The AFM Program delivered by GCWCC supports the Public Works – Parks and Open Space division by providing grants to Community Centres to manage and maintain the many athletic fields adjacent to their buildings. If Community Centres are unable to maintain athletic fields with the amount of grant funding provided, they may choose to no longer participate in this program, and the fields would become the City's responsibility to maintain. If approved, this would increase the AFM Program Grant from $390,600 in 2026 to $415,600 in 2027.

Recommendation 3. C. – **Increase to Athletic Field Equipment Grant**

GCWCC also requests an ongoing increase starting in 2027, in the amount of $5,000, to the Athletic Field Equipment Grant to reflect ongoing cost increases to fuel, repairs, and equipment rental costs. If approved, this would increase the annual grant from $30,000 in 2026 to $35,000 in 2027.

Recommendations 4 and 5 – Reallocation of Surplus Funding for Plan 2025 towards Implementation Actions

On December 20, 2020, Council approved funding and support for the development of Plan 2045, a 20-year comprehensive strategy for Community Centres. Plan 2045 is an update and replacement of the previous strategic plan for the Community Centre system, Plan 2025. Up to $300,000 was allocated to GCWCC for the project in the 2022 capital budget.

The Plan 2045 project was completed in 2025 and Council adopted Plan 2045 on July 17, 2025. Upon payment of final invoices for the project there remains surplus funds. This report recommends that the surplus funds for Plan 2045 in the 2022 Capital Budget, in the amount of $39,822, be reallocated and provided to GCWCC as a grant in 2026 to support implementation of some of the plan's identified actions related to governance, centre assessments, and further

review of equity and inclusion opportunities. This report also recommends delegation of authority to the Chief Financial Officer to negotiate and approve the terms and conditions of the grant agreement with GCWCC.

Recommendation 6 - Management Agreements with Community Centres

The current Community Centre system is governed by several Council-adopted documents including the Recreation Strategy, the Parks Strategy, the Universal Funding Formula (UFF) and the associated UFF Responsibilities Document, as well as the recently adopted Plan 2045. In addition, there is a Community Centre Accountability Manual which is developed collaboratively by the City and GCWCC.

As identified in Plan 2045, Management Agreements between the City of Winnipeg and individual Community Centres are required to formalize the relationship that forms the foundation of the Community Centre system. These agreements would describe the roles and responsibilities of each party as outlined in the UFF Responsibilities Document and the Community Centre Accountability Manual.

It is proposed that these management agreements be entered into for a period of 10 years, at which point they would be reviewed, updated, and renewed. These terms to be contained in these agreements will be standardized to ensure consistency across the Community Centre system, and will include, but not be limited to, the following topics:

- Governance
- Reporting
- Administration
- Financial management
- Operations
- Programming
- Buildings and maintenance
- Outdoor amenities

Recommendation 6 seeks Council's direction to enter into Management Agreements with Community Centres and delegation of authority to the Chief Administrative Officer to negotiate and approve the terms and conditions for these agreements, including all future similar agreements and renewals, as deemed necessary by the City Solicitor/Director of Legal Services.

FINANCIAL IMPACT

Financial Impact Statement **Date:** July 29, 2026

Project Name: **First Year of Program** **2026**

General Council of Winnipeg Community Centres Inc. 2027–2029 Business Plan

	2026	2027	2028	2029	2030
Capital					
Capital Expenditures Required	$ 39,822	$ -	$ -	$ -	$ -
Less: Existing Budgeted Costs	39,822	-	-	-	-
Additional Capital Budget Required	$ -	$ -	$ -	$ -	$ -
Funding Sources:					
N/A					
Total Additional Capital Budget	$ -				
Current Expenditures/Revenues					
Direct Costs	$ 1,988,334	$ 1,997,903	$ 2,043,130	$ 2,043,130	$ 2,043,130
Less: Incremental Revenue/Recovery	-	-	-	-	-
Net Cost/(Benefit)	$ 1,988,334	$ 1,997,903	$ 2,043,130	$ 2,043,130	$ 2,043,130
Less: Existing Budget Amounts	1,988,334	1,953,334	1,953,334	1,953,334	1,953,334
Net Budget Adjustment Required	$ -	$ 44,569	$ 89,796	$ 89,796	$ 89,796

Additional Comments: Capital expenditures relate to recommendation 4 that remaining funds for the development of Plan 2045 be provided to GCWCC as a one-time grant in 2026 to support Plan 2045 implementation actions. No incremental capital funds are required.

Direct costs represent grants to General Council of Winnipeg Community Centres (GCWCC) from the City of Winnipeg. The following grants totaling $1,988,334 approved by Council for 2026 are outlined in the GCWCC Business Plan and are included in the Community Services and Public Works operating budgets for 2026.

Existing budget amounts reflect the amount included in the 2026 adopted budget and the 2027 - 2030 preliminary budget submission in the Community Services and Public Works departments. Net budget adjustment required reflects the increased funding levels as outlined in recommendation 3 of the report and are requested to be referred to the 2027 budget process. Grants require Council approval annually.

Community Services Department - $1,535,734:

- Operating Grant $265,431 (Requested funding increase to $280,000 2027 onwards)
- Programming Grant $470,000 (Requested funding increase to $490,000 2028 onwards)
- Program Registration Fee Subsidy Program Grant $110,750
- Community Centre Janitorial Program Grant $404,553 (Requested funding increase to $425,000 2028 onwards)
- Program Wage Subsidy $250,000
- Legal Support $35,000 (One-time funding in 2026 only)

Public Works Department - $452,600:

- Athletic Field Maintenance Grant $390,600 (Requested funding increase to $415,600 2027 onwards)
- Athletic Field Equipment Grant $30,000 (Requested funding increase to $35,000 2027 onwards)
- Graffiti Control Grant $32,000

Ozzy Garrett CPA - July 29, 2026

Ozzy Garrett CPA - Manager of Finance
Community Services Department

CONSULTATION

This Report has been prepared in consultation with:

- Legal Services
- Public Works – Parks and Open Space Division
- 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, and it was determined that the Winnipeg Climate Action Plan 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 Centres
Prepared by: T. Knowles Yarnell, C. Fenny
Date: July 30, 2026
File No: CMS-2026-07

Attachments:

Attachment 1: GCWCC Business Plan 2027-2029 and appendices:

1. GCWCC 2025 Audited Financial Statement
2. 2026-2028 Operating Budget
3. 2025 Grant Program Review
4. 2025 Community Centre Grant Recipients
5. 2025 Annual Report

Attachment 2: GCWCC Business Plan Template