

# COMMITTEE AGENDA



TO **Community & Social Services Committee**

DATE September 11, 2012

LOCATION Council Chambers

TIME 5:00 p.m.

## DISCLOSURE OF PECUNIARY INTEREST AND GENERAL NATURE THEREOF

### CONFIRMATION OF MINUTES – May 8, 2012

### PRESENTATIONS (Items with no accompanying report)

- a) Murray Cameron, Manager, Parks Maintenance & Development:-  
Parks & Recreation Departmental Overview

### CONSENT AGENDA

*The following resolutions have been prepared to facilitate the Committee's consideration of the various matters and are suggested for consideration. If the Committee wishes to address a specific report in isolation of the Consent Agenda, please identify the item. The item will be extracted and dealt with separately. The balance of the Community & Social Services Committee Consent Agenda will be approved in one resolution.*

ITEM	CITY PRESENTATION	DELEGATIONS	TO BE EXTRACTED
CSS-6 Information Update re Bracelet of Hope		<ul style="list-style-type: none"> <li>• Anne Gardner, Executive Director, Bracelet of Hope</li> </ul>	√
CSS-7 Update from Library			
CSS-8 Designated Municipal Home for Long-Term Care Project	<ul style="list-style-type: none"> <li>• Karen Kawakami, Social Services Program &amp; Policy Liaison</li> <li>• Michael Klejman,</li> </ul>		√
CSS-9 Community Investment Strategy Phase 2 Implementation	<ul style="list-style-type: none"> <li>• Eden Grodzinski and Rebecca Sutherns, James Project Management &amp;</li> </ul>		√

---

	Consulting Services		
--	------------------------	--	--

Resolution to adopt the balance of the Community & Social Services  
Committee Consent Agenda.

**ITEMS EXTRACTED FROM THE CONSENT AGENDA**

Once extracted items are identified, they will be dealt with in the following order:

- 1) delegations (may include presentations)
- 2) staff presentations only
- 3) all others.

**NEXT MEETING** - October 10, 2012

**The Corporation of the City of Guelph  
Community & Social Services Committee  
May 8, 2012, 5:00 p.m.**

A meeting of the Community & Social Services Committee was held on Monday May 8, 2012 in the Council Chambers at 5:00 p.m.

Present: Councillors Dennis, Burcher and Van Hellemond

Absent: Councillor Laidlaw and Mayor Farbridge

Also Present: Councillors Bell, Furfaro and Hofland

Staff Present: Ms. C. Bell, Executive Director, Community & Social Services; Ms. T. Agnello, Deputy Clerk; Ms. J. Sweeney, Council Committee Coordinator

There was no disclosure of pecuniary interest and general nature thereof.

1. Moved by Councillor Van Hellemond  
Seconded by Councillor Burcher

THAT the minutes of the Community & Social Services Committee meeting held on April 11, 2012 be confirmed as recorded and without being read.

VOTING IN FAVOUR: Councillors Burcher, Dennis and Van Hellemond  
(3)

VOTING AGAINST: (0)

Carried

Ms. Raechelle Devereaux, Manager of Wellington Guelph Drug Strategy and Heather Kerr, Executive Director of Stonehenge reviewed their accomplishments and proposed programs. They provided information on the following initiatives: Sustaining Evidence-Based Prevention Bridging Family to Community; developing a community framework for mental health promotion and drug prevention; and Drug Treatment Court. Ms. Devereaux advised of their new website.

**Consent Agenda**

The following item was extracted from the Consent Agenda to be dealt with separately:

CSS-2012 A.5 Greenhouse Plant Production: Expression of Interest Update

2. Moved by Councillor Burcher  
Seconded by Van Hellemond

THAT the balance of the Community & Social Services Committee May 8, 2012 Consent Agenda, as identified below, be adopted:

a) **Community and Social Services Committee Rolling Calendar**

Ms. C. Bell

THAT Report #CSS-ADM-1215 dated May 8, 2012 and titled "Community and Social Services Committee Rolling Calendar" be received.

VOTING IN FAVOUR: Councillors Burcher, Dennis and Van Hellemond  
(3)

VOTING AGAINST: (0)

Carried

**Greenhouse Plant Production: Expression of Interest Update**

Mr. Murray Cameron, General Manager of Parks and Recreation in response to questions, provided information on the greenhouse production costs and the conditions of the greenhouses. Mr. Cameron advised that his area is undertaking numerous service reviews at present and he would like additional time to gather data before commencing with a service review on greenhouse plant production.

3. Moved by Councillor Burcher  
Seconded by Councillor Van Hellemond

Ms. C. Bell

THAT the report "Greenhouse Plant Production: Expression of Interest Update" dated May 8, 2012 be received.

VOTING IN FAVOUR: Councillors Burcher, Dennis and Van Hellemond  
(3)

VOTING AGAINST: (0)

Carried

4. Moved by Councillor Burcher  
Seconded by Councillor Van Hellemond

THAT the seasonal greenhouse plant production operation undergo a formal operational review to identify potential efficiencies and new revenue generating opportunities, as part of the Service and Operational Review initiative currently underway.

VOTING IN FAVOUR: (0)

May 8, 2012

**Community & Social Services Committee**

Page No. 3

VOTING AGAINST: Councillors Burcher, Dennis and Van Hellemond  
(3)

Defeated

5. Moved by Councillor Burcher  
Seconded by Councillor Van Hellemond  
That the meeting of the Community and Social Services Committee of  
May 8, 2012 be adjourned.

Carried

The meeting adjourned at 5:35 p.m.

.....  
Chairperson

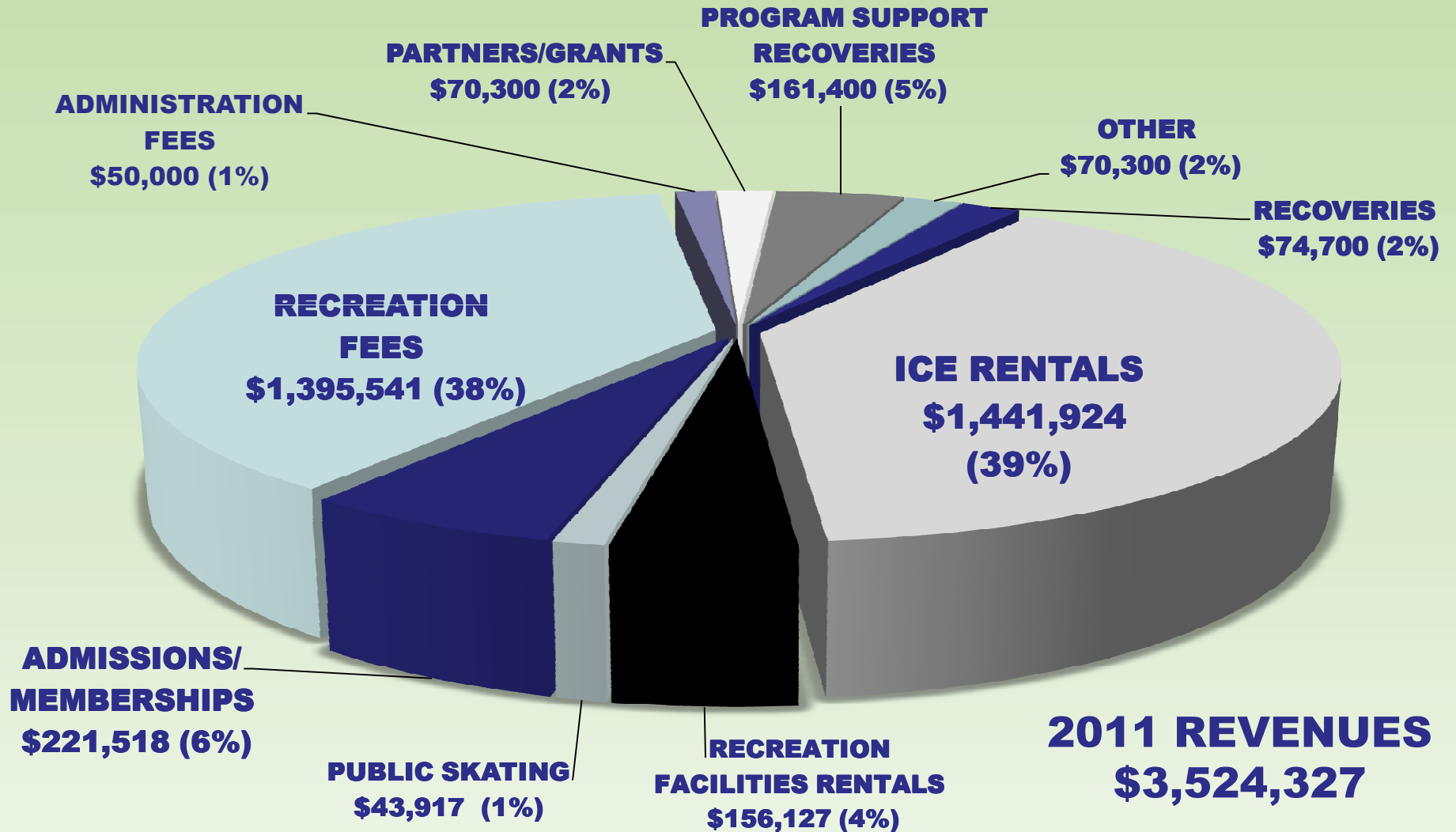
# **Parks and Recreation Departmental Overview**

**Community and Social Services  
Committee**

**September 11, 2012**

## Vision for the Guelph Parks System

- Build out Guelph Trails Master Plan
- Promote parks as community assets and social forums
- Increase special events programming in public spaces
- Focus on development of unstructured recreational opportunities





## STRENGTHS

- Strong community support for our parks and open spaces
- Strong working relationships with user and sports groups
- Knowledgeable staff with strong skill sets

## WEAKNESSES

- Insufficient staffing resources to plan and execute park development and maintenance
- Limited seasonal workforce capacity
- Lack of succession planning

## OPPORTUNITIES

- New ways of programming, developing and operating our parks and facilities
- Special event growth and revenue
- Standardized benchmarks of excellence

## CHALLENGES

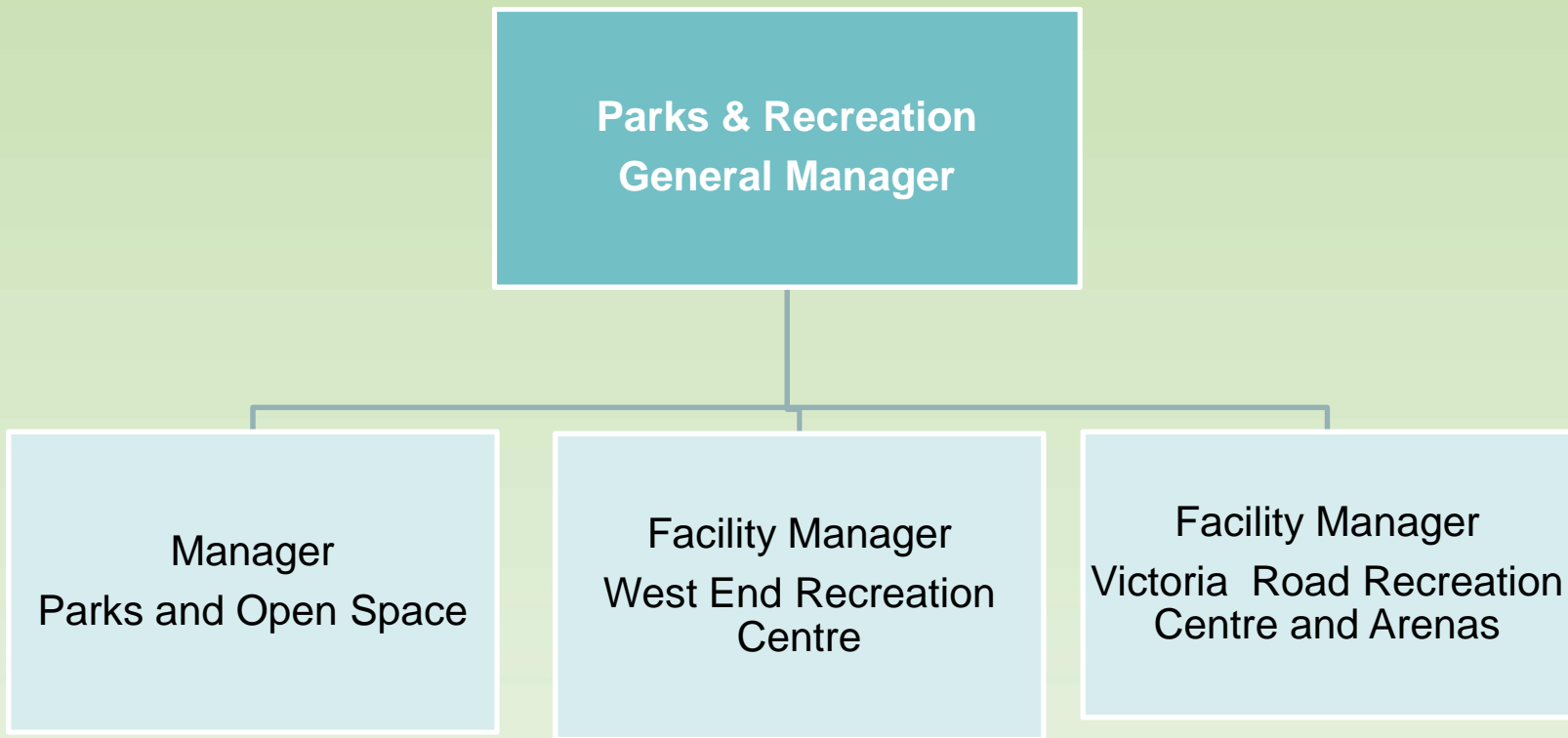
- Legislative requirements
- Aging infrastructure
- Maturing workforce
- Capital program that is not keeping up with neighbourhood growth and demand
- Provincial decisions to implement full day kindergarten as an example

**Parks & Recreation  
General Manager**

**Manager  
Parks and Open Space**

**Facility Manager  
West End Recreation  
Centre**

**Facility Manager  
Victoria Road Recreation  
Centre and Arenas**



## What we do

---

1. Park Planning and Development
2. Park Operations, Parks Infrastructure and Horticulture, and Turf and Sports Fields
3. Recreation Programming and Facilities Management

## 2011 Productivity

### Park Planning and Development:

- Approved capital projects = \$1.3 million
- Park projects developed to substantial completion = 12
- Playgrounds scheduled to be retrofitted = 6
- Subdivision applications reviewed = 38

## 2011 Productivity

### Park Infrastructure and Horticulture:

- 2011 Service requests → 260+ work orders created
- Playgrounds inspected = 85 → 1,032 times
- Vandalism calls = 1,535 hours of staff time to remedy
- Number of annuals produced = 120,000
  - 120 hanging baskets and 100 planters for the BIA
  - 66,000 bulbs planted → 36,800 by volunteers
  - 600 fall mums
- Rides on carousel and train = 35,000+
- Attendees at (2) splash pads = 11,000+
- Attendees at (3) wading pools = 7,700+

## 2011 Productivity

### Turf and Sports Fields :

- Improved maintenance standards
- 360 hectares of park turf at 16,500 staff hours
- 53 hectares of sports facilities totalling at 5,300 staff hours
- 1,700 staff hours for sports field cultural practices
- 10,213 sports facilities booked, including 553 for tournaments
- 192 special event bookings, including 69 sports tournaments
- 75 km of trails maintained
- 800 park waste receptacles and 7,200 staff hours to maintain

## Next Steps: Projects started by 2014

- Kortright Park, Phase 2
- East Community Park
- Northview Park design
- Eastview Park, Phase 3
- Waterfall Trail expansion
- Skateboard park design

**END**



**COMMUNITY & SOCIAL SERVICES COMMITTEE  
CONSENT AGENDA**

**September 11, 2012**

Members of the Community & Social Services Committee.

**SUMMARY OF REPORTS:**

The following resolutions have been prepared to facilitate the Committee’s consideration of the various matters and are suggested for consideration. If the Committee wishes to address a specific report in isolation of the Consent Agenda, please identify the item. The item will be extracted and dealt with immediately. The balance of the Community & Social Services Consent Agenda will be approved in one resolution.

**A Reports from Administrative Staff**

<b>REPORT</b>	<b>DIRECTION</b>
<p><b>CSS-2012.6      INFORMATION UPDATE RE BRACELET OF HOPE</b></p> <p>THAT Committee receives report #CSS-CT-1222, titled Information Update re Bracelet of Hope, dated September 11, 2012.</p>	Receive
<p><b>CSS-2012.7      UPDATE FROM LIBRARY</b></p> <p>THAT the update on Guelph Public Library’s 2012 Main Library Building Program and Functional Plan dated September 11, 2012 be received for information.</p>	Receive
<p><b>CSS-2012.8      DESIGNATED MUNICIPAL HOME FOR LONG-TERM CARE PROJECT</b></p> <p>THAT Council directs staff to report back on the range of possible options that meet the criteria for our designated Long Term Care Home.</p>	Approve
<p><b>CSS-2012.6      COMMUNITY INVESTMENT STRATEGY PHASE 2 REPORT</b></p> <p>THAT Committee approve the Community Investment Strategy Strategic Policy Framework and implementation of the five new community investment mechanisms;</p> <p>AND THAT Committee delegate authority to the Executive Director of Community and Social Services to approve the 2013 grants as part of the Interim Community Wellbeing Grant Program implementation;</p>	Approve

AND THAT staff report back on the Terms of Reference for a new Community Wellbeing Grant Allocation Committee of Council for approval in 2012;

AND THAT staff be authorized to develop new community benefit agreements with accompanying transition plans for existing service agreements that expire in 2012 and 2013;

AND THAT staff be directed to provide detailed implementation plans for Facility Discounts and the Innovation Fund mechanisms in 2013.

attach.

# COMMITTEE REPORT



TO **Community and Social Services Committee**

SERVICE AREA Community & Social Services Department  
Culture & Tourism

DATE September 11, 2012

**SUBJECT Information Update re Bracelet of Hope**

REPORT NUMBER CSS-CT-1222

---

## SUMMARY

### **Purpose of Report:**

Representatives from the Bracelet of Hope will be making a delegation to the Community and Social Services committee requesting financial support for their fundraising event taking place at River Run Centre on December 1, 2012. This report provides background information on the request.

### **Committee Action:**

THAT Committee receives the report.

## RECOMMENDATION

THAT Committee receives report # CSS-CT-1222, titled Information Update re Bracelet of Hope, dated September 11, 2012.

## BACKGROUND

Traditionally, Council has only provided financial support requested by an organization outside of the normal grants approval process under exceptional circumstances.

In 2010 following the Haiti earthquake, and again in 2011 following the Japan earthquake, a collective of concerned community members came together to organize fundraising concerts with the proceeds being directed through the Red Cross in support of the victims of the two earthquakes.

For the Haiti earthquake, Council chose to cover the internal costs for using River Run Centre (rent, technical services, front of house services and box office services) up to a maximum of \$5,000, to be covered through the Council contingency fund.

---

For the Japan earthquake, River Run was unavailable and the concert was held in a local church but with tickets sold through the River Run box office, and so Council covered up to a maximum of \$1,000 in box office services, again through the contingency fund.

## **REPORT**

The Bracelet of Hope organization is a Guelph based not-for-profit organization that has a confirmed and contractual booking at River Run Centre to host a fundraising event on December 1, 2012.

Because they are a local Guelph based not-for-profit organization, they have been given the lowest possible rental rate at River Run Centre. They will be charged \$900 rent for the Main Stage, or 12% of their ticket sales, whichever is greater. For their use of Co-operators Hall for a pre-show dinner, they will be charged \$300. The comparable rates for a commercial client would be \$1,250 base rent for the Main Stage and \$450 rent for Co-operators Hall. This means that they have the potential for a 29% reduction on their rent, or up to \$500 from what a commercial client would pay.

They did not apply for a grant through the 2012 grant process because the grant application deadline in October 2011 was well before they began planning their event. In June of this year, staff were approached by the Bracelet of Hope organization who asked that their costs at River Run be waived completely. Waiving of charges is not within staff authority. The organization is approaching City Council to request funding from the contingency fund to offset their event expenses.

Future requests like these will be addressed by the Community Investment Strategy (CIS). The CIS project aims to improve how the City funds, supports and partners with the community benefit sector (community and voluntary organizations) to achieve shared community and social goals. The first phase was approved by Council in April 2012 with the creation and approval of the strategic policy framework, and the second phase is also being presented in September to the Community and Social Services Committee.

Implementation of the CIS begins in 2012 pending Council approval, with intake for 2013 Community Wellbeing Grants. Since 2012 granting is complete and the Bracelet of Hope event is in December 2012, this CIS granting mechanism is not available. The CIS framework includes the Council Contingency Fund and will include the development of policies and communication regarding the purpose of the fund.

## **CORPORATE STRATEGIC PLAN**

2.1 Build an adaptive environment for government innovation to ensure fiscal and service sustainability

## **FINANCIAL IMPLICATIONS**

---

The budget for the contingency account in 2012 is \$14,700 and \$10,176 has already been committed to fund the provision of temporary skateboard park services for this past summer. Therefore the balance available in the account is \$4,524.

The Bracelet of Hope event costs at River Run are variable dependent on total ticket sales, but staff estimate that the costs could be approximately:

Rent	\$ 1,740
Front of House services	\$ 650
Technical and Production services	\$ 3,300
Box Office Services <i>(includes Capital Reserve Fund contribution and insurance)</i>	\$ 1,600
Total estimated costs	\$ 7,290

**DEPARTMENTAL CONSULTATION**

N/A

**COMMUNICATIONS**

N/A

**ATTACHMENTS**

N/A



---

**Prepared By:**

Colleen Clack  
General Manager  
Culture & Tourism  
519-822-1260 ext. 2588  
colleen.clack@guelph.ca

---

**Recommended By:**

Colleen Bell  
Executive Director  
Community & Social Services  
519-822-1260 ext. 2665  
colleen.bell@guelph.ca

To Community and Social Services Committee

Date September 11, 2012

Subject: Update on GPL's 2012 Main Library Building Program and Functional Plan Report

---

The Guelph Public Library is pleased to provide to Guelph City Council a summary of its recent report on the Main Library Building Program and Functional Plan. This study was undertaken to review best practices, test planning assumptions and develop a detailed program for the new main branch that could inform partnership and procurement requests undertaken for the City-initiated redevelopment of Baker Street.

Document can be viewed and downloaded from:

<http://www.library.guelph.on.ca/administration/doclib/docs/Buildingprogram2012.pdf>

## **Background**

Life-long learning for self-improvement, enjoyment and employability, is the cornerstone of a knowledge-based society and a vibrant economy. A downtown library defines a city's character; it reflects the community's commitment to learning, culture and innovation. The public library is also a "bridging organization", unique because it connects all segments of society and provides universal access to information. Just think of the iconic Vancouver Public Library that has revitalized a whole downtown neighbourhood; or, the tiny Hespeler Public Library, an old Carnegie building that in 2007 was wrapped in glass to create an award winning facility that has become the symbol of economic redevelopment for the whole community.

### **Vancouver Public Library**



### **Hespeler Public Library**



In Guelph, 1,500 people walk through the doors of the Main Library every day and 49,135 adults and 8,175 kids have active library cards. Use of the over 625,000 volume collection has increased 5-7% annually over the last 5 years. The result is the current 47 year old facility, built before computers and designed to house just 75,000 books, is now simply worn out!

### **The 2012 Building Program and Functional Plan Report**

The report was developed with the assistance of Garwood-Jones & Hanham Architects and ForeSite, specialist library consultants. The consulting team worked with a local steering committee and held multiple public and stakeholder meetings while developing the plan. The team reviewed basic population projections, best-practise examples and metrics, technology trends and long-term community needs.

The report confirmed that a new Guelph Main Library would anchor the north end of Wyndham Street and attract over 2,000 people per day to the Baker Street area. It will not be just a destination to learn and read but also a catalyst for economic development. The new library will reflect Guelph's past and open the door to Guelph's future.

The library building should be flexible, beautiful and built to last. It needs to be a highly functional building, environmentally sustainable and respectful of our environment. It should include: resources to read, view and listen to, plus a place to access and use technology. It needs to be a multi-functional community space that encourages children to read, explore and learn. It will be a place for teens that is interactive, dynamic and fun, plus a facility for adults and seniors to use and enjoy. It will be a place for the whole community.

In total, the report identified a 90,000 sq ft program, with 81,700 sq ft being dedicated to core library functions and 8,300 sq ft being identified as potentially shared community space.

#### **The Guelph Public Library Board envision a new main library that :**

- ▶ supports the economic revitalization of the Baker Street area
- ▶ is a civic landmark and cultural hub
- ▶ is a welcoming community meeting place, accessible to all
- ▶ combines the best of Guelph's past and opens the door to Guelph's future
- ▶ is a rich resource for knowledge and entertainment that supports lifelong learning in all formats
- ▶ is designed to be flexible, beautiful and last at least 50 years
- ▶ is an environmentally sustainable building that is respectful of the land and our environment

## Project Guidelines:

The report sets out some fundamental objectives for the Library on the Baker Street site:

- ▶ The Library should be visible on Wyndham Street and take advantage of the site depth to connect through to Baker Street
- ▶ The library building can be part of a mixed use development project that could include: retail space, residential units, underground parking, green space, and perhaps other institutional or community space partnerships.
- ▶ The building should be on a maximum of 3 levels, respecting the view corridor of the Church of Our Lady and the historic streetscape of Wyndham
- ▶ The building should be environmentally sustainable, built to a minimum LEED Silver standard

Some of the highlights include:

### ▶ A place to connect to the world

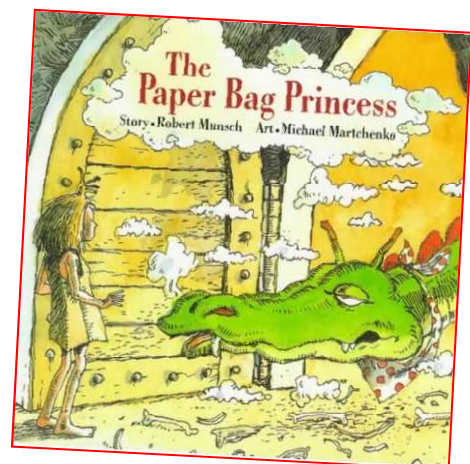
Public libraries bridge the digital divide, connecting people to the online world. The new Main Library will provide public access to 60 computers and encourage residents to build the necessary skills to compete in a rapidly changing digital world, while living in the comfort and safety of Guelph. The new library will be designed for new technologies that we have yet to conceive of and be used in ways we can't even imagine! The new Main Library will be a technology hub in downtown Guelph.

### ▶ A place for Kids

Children, parents, educators and caregivers will be welcomed into the playful and dynamic 13,000 sq ft Children's Department. It will offer a wide range of: learning resources, recreational opportunities, learning spaces and technology, all geared for children. The area will feature low bookshelves plus space for technology and programs. For elementary school children there will be an active Homework Help area. The new Children's Department will quickly become a destination of choice for Guelph families. After all, we are the home of Jean Little and Robert Munsch!

### ▶ A place for Teens

The 3,500 sq ft Teen Department is a much needed addition to the GPL It will be adjacent to the Adult Department, but with sound abatements to allow for a





space that is interactive, dynamic and fun. It will have flexible “teen friendly” furnishings, lots of technology, plus listening and viewing stations. There will be areas for individual and group study. Thanks to the ongoing fundraising efforts of the Friends of the Guelph Public Library, it will be the new home of teens in Guelph!

### ► **A place for Adults**

The purpose of the GPL is to “benefit the entire community by providing lifelong learning opportunities”. The new Main Library needs dedicated space for adults to: do research on line and in person, study in quiet areas, browse the collection, read newspapers, attend programs and meet the community. The adult fiction and nonfiction areas on the first and second floors will include collections and learning opportunities for the over 30,000 adult customers who currently use the Main Library.

### ► **A place for Seniors**

The seniors’ area will be conveniently located on the main floor of the new library and will be a multiuse space dedicated to the diverse interest of the +50 crowd. It will be filled with comfortable wheelchair accessible furnishings, easily accessible audio and video resources, large print materials, magazines and e-books. The area will offer a wide range of programs plus access to CNIB resources for the visually impaired and the delivery of library materials to the home bound.

### ► **The Guelph Room**

Guelph is steeped in history and the Guelph Room on the third floor of the new Main Library will be a jewel in Guelph’s crown! It will have facilities to house the over 25,000 local history documents, 400 boxes of local newspapers and 337 huge leather-bound municipal rolls. The Guelph Room will be home to local history buffs, genealogists and researchers. It will be a place Guelph can be proud of.

Guelph Tartan



### ► **Community space**

In addition to the core library functions, there is 8,300 sq ft identified as community space that could be achieved through a variety of partnership models:

The thinking behind this is that GPL has been a destination and a place for the community to gather for over 129 years. This tradition should continue in the new library and the program includes auditorium and meeting rooms to accommodate community

gatherings, programs and events. These rentable rooms in the downtown, will provide much needed accessible, multi-functional spaces for both library and community events.

### **Costing:**

The March 2012 Guelph Main Library Building and Functional Plan included updated cost estimates for an institutional class building as described in the report.

These costs will form the basis for evaluating financial and procurement options in the next City reporting phase for Baker Street.

### **Fundraising:**

While the Baker Street redevelopment work is being developed, GPL is moving ahead with fundraising for non base-building related components. This keeps the fundraising away from issues related to how Baker Street development will be structured.

GPL has a charitable donation designation to provide tax receipts and online donation capabilities through Canada Helps, an online fundraising solution that facilitates donations over the internet.

<https://www.canadahelps.org/DonationDetails.aspx?cookieCheck=true>

In conjunction with the building project, the GPL is committed to raising \$10 million for the furnishings and equipment in the new library. Over the next 5-7 years the Fundraising Planning Committee is undertaking 3 types of projects: Fundraising Campaigns, Annual Giving Project and Library Events to furnish and equip the new library:

#### **1. Fundraising Campaigns**

- ▶ national campaign 2013-2015 to furnish and equip the community auditorium, using a campaign consultant to head this effort
  
- ▶ provincial campaign 2015-2017
  
- ▶ three local campaigns:
  - One targeted at corporate and business Guelph
  
  - One targeted at community organizations



i.e. The Friends of the Guelph Public Library who are raising \$548,400 to furnish and equip the teen area. GPL is currently looking for community organizations and individuals to work on projects to furnish and equip the children's area, the local history area and the senior areas.

- One campaign targeted at families and individuals who would like to be a part of this community effort and organize their own fundraising event, i.e. a lemonade stand or a back yard rock concert!



## 2. Annual Giving Campaign:

The Guelph Public Library will be launching its first Annual Giving Campaign in November 2012. The campaign will recognize a "Library Lion", that is an individual or family who will be our ambassadors, encouraging residents to donate to furnish and equip the new Main Library.

Our first Library Lions are the Schneider family, long term library customers who have pledged to match up to \$7,000 in support of the 2013 campaign which, will be launched in November. One thousand request letters will be sent to library users, supporters and friends. The 2013 Annual Giving Goal is to raise \$15,000.

GPL hopes to have a *whole pride of library lions* within the next few years!

## 3. Annual Fundraising Events:

For the first time, GPL will sponsor 3 annual fund raising events:

- golf tournament - September: fundraising goal \$10,000
- dinner / auction - February: fundraising goals \$6,000
- book lover's event - Spring: fundraising goal \$4,000

These events are targeted at difference audiences, but will all focus on raising funds to equip and furnish the new Main Library. The goal is to raise \$20,000 annually from library sponsored events.

## **Next Steps:**

The Guelph Library Board and Staff are working closely with the Finance and Enterprise Department, Downtown Renewal staff on the next stages of the Baker Street Redevelopment process. This work includes the financial analysis and procurement options analysis for activating the site. The work will incorporate GPL's research and recommendations on the library component of the redevelopment. This work is being developed over the summer and fall of 2012 for Council consideration early 2013.

In the meantime, as described above, GPL is ramping up their fundraising efforts towards program areas and rooms identified within the Library Functional Plan.

## **Summary**

Libraries are significant public institutions which reflect the quality of the communities in which they are based. Guelph's library system is one of the best, however it has been long recognized that the main library is due for replacement.

The GPL Board is confident that the new main library described in the Main Library Building Program and Functional Plan will exemplify Guelph's civic character and be an economic catalyst for the downtown and the City as a whole.

The new Guelph Main Library can indeed be part of a larger mixed use development project that will be highly functional, and environmentally and socially sustainable.

The GPL is committed to raising \$10 million towards the furnishings and equipment in the new library.

Jennifer Mackie GPL Chair  
Kitty Pope GPL CEO  
[kpope@library.guelph.on.ca](mailto:kpope@library.guelph.on.ca)

# Introduction to Long-term Care Homes

September 11, 2012

# History

- Municipal legacy
  - 1880’s – “Poor Houses & Houses of Refuge”
- Homes & beds:

Sector	Homes	Beds	Percentage
Municipal	103	16,473	16 / 21
Non-profit & charities	158	19,535	25 / 25
For-profit Nursing Homes	360	41,475	57 / 53
<b>Total</b>	<b>633</b>	<b>77,747</b>	

# *Long-Term Care Homes Act, 2007*

- 119(1) or single-tier municipality shall establish and maintain a municipal home. 2007, c. 8, s. 119 (1).
- 120(1) Two or more southern municipalities that are required or permitted to establish and maintain a municipal home may, under an agreement with each other, establish and maintain a joint home. 2007, c. 8, s. 120 (1).
- 121(1) a municipality may enter into an agreement with a municipality or municipalities maintaining a home or joint home to help maintain that home or joint home. 2007, c. 8, s. 121 (1)
- *Regulation 79/10, 2010*
  - Combined 538 clauses and 264 pages

# Funding for LTC Homes

▪ Contract with LHIN – LSSA	
▪ Four funding envelopes (per diems)	
– Nursing & personal care*	\$86.91
– Program & support services*	\$ 8.43
– Raw food*	\$ 7.68
– Other accommodation	<u>\$52.71</u>
<b>TOTAL</b>	<b>\$155.73</b>
▪ Resident co-payment (per diem)	\$55.04
▪ Private & semi-private permitted	(60/40)

\* “use it or lose it”



# Context for Decision-making

- Financial considerations
- Complex funding formula
- Complex regulatory environment
- Older Adult Strategy
- Stand-alone LTCH vs. “Campus of Care”

# Long-term Care Project

# Project Goal & Strategy

- Develop a business case which recommends the City's best option(s) for a designated municipal home
- Ensure the City remains in compliance with all legislative requirements
- Project will be completed in 2 phases

# Phase 1

---

- Survey key stakeholders
- Identify eligibility criteria
- Develop an inventory of all eligible homes within a defined radius
- Outline other business options
- Risk assessment of available options

## Phase 2

---

- Evaluate options
- Conduct a risk assessment and develop mitigation strategies
- Develop an implementation plan and proposed governance model

# Project Oversight

- Steering Committee composed of:
  - Community and Social Services
  - Legal Services
  - Finance
  - Clerks (as required)

# Reports to Committee

- November 2012: Phase 1 report
- January 2013: Recommended option
- March 2013: Phase 2 report

# COMMITTEE REPORT



TO **Community and Social Services Committee**

SERVICE AREA Community and Social Services Department  
Community Engagement and Social Services

DATE September 11, 2012

**SUBJECT Designated Municipal Home for Long-Term Care Project**

REPORT NUMBER CSS-CESS-1223

---

## SUMMARY

### **Purpose of Report:**

The City is undertaking a project to develop a business case which details the City's best option(s) for the designation of a municipal home, as required under the *Long-Term Care Homes Act*. The business case will include a risk assessment, risk mitigation and implementation strategies and a proposed governance model.

Upon project completion, a recommended option(s) will be presented to Council. Implementation is scheduled to occur in a future phase of the project, which is currently out of scope.

### **Committee Action:**

THAT Council directs staff to report back on the range of possible options that meet the criteria for our designated Long Term Care Home.

## RECOMMENDATION

THAT Council directs staff to report back on the range of possible options that meet the criteria for our designated Long Term Care Home.

## BACKGROUND

In 1993, changes to the provincial *Homes for the Aged and Rest Homes Act* required municipalities to fund a Municipal Home for the Aged (municipal home) to provide long-term care home (LTCH) services. At that time, the City sought to designate a local LTCH as our municipal home. However, the request was denied by the Ministry of Health and Long-Term Care (MOHLTC) on the grounds that the local LTCH under consideration operated under the *Charitable Institutions Act*, not the *Homes for the Aged and Rest Homes Act*. MOHLTC determined the City would fund Wellington Terrace.



---

Wellington Terrace is a not-for-profit municipal long-term care home, owned and operated by the County of Wellington and located between Elora and Fergus. Under a previous agreement, the City contributed 14.2% of operating costs to Wellington Terrace. This percentage was based on a maximum of 25 city residents placed at the facility. Implementation of Community Care Access Centres (CCAC) removed the relevancy of the 25 city-resident cap. LTCHs now have very limited ability to refuse admission as residency is not part of the eligibility criteria.

The City recently negotiated a settlement for an outstanding litigation and a new service agreement with Wellington County. In the new agreement, the City agrees to pay 20% of net operating costs of Wellington Terrace, excluding any capital costs. Additionally, should the City seek to designate a new municipal home, the unconditional support of the County has been negotiated.

## **REPORT**

According to the *Long-term Care Homes Act*, every southern municipality must “establish and maintain a municipal home”. Currently, the City is developing a business case to recommend the City’s best option(s) for a designated municipal LTCH. The recommendation will consider:

- Sustainability
- Financial responsibility and prudence
- Governance provisions and requirements
- Legislation, MOHLTC and Local Health Integration Network (LHIN) requirements
- Other legal considerations
- Community need

The scope of the project includes the following objectives:

- Create an inventory of all homes eligible for consideration as a designated municipal home within a defined radius within the Waterloo-Wellington LHIN jurisdiction
- Identify other business options/opportunities which also satisfy legislative requirements
- Identify the risks and benefits associated with each eligible option
- Provide a recommendation to Committee on the City’s best option(s) using an open and transparent process
- Develop a strategy which meets the objectives of the City, Ministry and LHIN to designate a municipal home
- Develop a transition and implementation plan for the recommended option(s)
- Develop a governance model for the recommended option(s)

- 
- Identify the City's roles and responsibilities to ensure a newly designated municipal home meets Ministry/LHIN requirements
  - Identify the City's role with the LHIN and Ministry for the recommended option(s)

The work of the project will be conducted in two phases with a written report provided at the end of each phase. Phase 1 is scheduled to occur from July to October 2012. Phase 2 is scheduled for November 2012 to February 2013. Implementation of the recommended option will occur in a third phase of the project which is currently out of scope, subject to Council approval and direction. Project oversight will be provided by a Steering Committee composed of representatives from Community and Social Services, Legal Services and Finance. Clerks will provide support on governance issues as required.

In order to achieve these objectives, the City, through a Request for Proposal, has retained the services of Klejman & Associates Consulting, Inc. to provide subject matter expertise. The team members of Klejman & Associates collectively represent over 100 years of experience, mostly in senior level positions within the long-term care sector. The consultants bring comprehensive operational and strategic knowledge of long-term care and extensive experience with government protocols and decision-making processes, especially at the provincial level.

The Phase 1 report to the Community and Social Services Committee is expected in November 2012.

## **CORPORATE STRATEGIC PLAN**

### Organizational Excellence

- 1.2 Develop collaborative work teams and apply whole systems thinking to deliver creative solutions
- 1.3 Build robust systems, structures and frameworks aligned to strategy

### Innovation in Local Government

- 2.1 Build an adaptive environment for government innovation to ensure fiscal and service sustainability
- 2.3 Ensure accountability, transparency and engagement

### City Building

- 3.2 Ensure a well designed, safe, inclusive, appealing and sustainable City

## **FINANCIAL IMPLICATIONS**

The total budget for this project is \$79,687 including HST. This amount represents consulting fees of \$31,700 for Phase 1 and \$41,100 for Phase 2, plus consultant expenses. This cost will be covered through Community and Social Services' general consulting budget and Corporate and Human Resources' legal consulting budget.

---

## **DEPARTMENTAL CONSULTATION**

This report was prepared in concurrence with Corporate and Human Resources and Finance and Enterprise.

## **COMMUNICATIONS**

Key community and government stakeholders have been advised of this project.

Community stakeholders include Waterloo Wellington Community Care Access Centre (WWCCAC), Association of Municipalities of Ontario (AMO), and Ontario Association of Non-profit Homes and Services for Seniors (OANHSS).

Government stakeholders include MOHLTC, Waterloo Wellington Local Health Integration Network (WWLHIN) and the County of Wellington.

## **ATTACHMENTS**

N/A

### **Prepared By:**

Karen Kawakami  
Social Services Policy & Program Liaison



---

### **Recommended By:**

Barbara Powell  
General Manager  
Community Engagement & Social Services  
519-822-1260 x 2675  
[barbara.powell@guelph.ca](mailto:barbara.powell@guelph.ca)



---

### **Recommended By:**

Colleen Bell  
Executive Director  
Community & Social Services  
519-822-1260 x 2665  
[colleen.bell@guelph.ca](mailto:colleen.bell@guelph.ca)

# COMMUNITY INVESTMENT STRATEGY PHASE 2 REPORT

By Eden Grodzinski and Rebecca Sutherns  
For the Community & Social Services Committee  
September 11, 2012

# Project Purpose & Scope



# CIS Vision

To provide a transparent and responsive decision-making framework to guide the full range of mutually beneficial relationships between the City and Guelph's community benefit sector, in pursuit of community wellbeing and responsible stewardship.

# Phase 2 Process

- Who was involved:
  - Working groups involving 27 staff members
  - Local funders' network
- What we developed:
  - Policy parameters
  - Implementation plan

# Community Building Opportunities

- Maximize City space as a community asset
- Enhance knowledge of existing and emerging community needs
- Facilitate connections between community groups
- Support joint marketing and communication efforts
- Ensure that activities in Guelph are inclusive and accessible for all citizens
- Continue to provide opportunities for community engagement
- Other small changes that could make a big difference



# Investment Program Framework



# Community Wellbeing Grants

- 3 categories – size of request determines rigour of application and review process
- Capital requests considered alongside operating ones
- Multi-year funding is available
- Funding decisions made by new Grants Allocation Committee of Council

# Facility Rental Discount Rates

- Currently offered to particular user groups
- Will now be harmonized across sectors, demographics, facilities

# Small \$ Value Waivers

- To encourage citizen engagement and ensure work is proportional to resources requested
- Up to \$100 to be applied against applicable City services
- Can't be combined with other offers

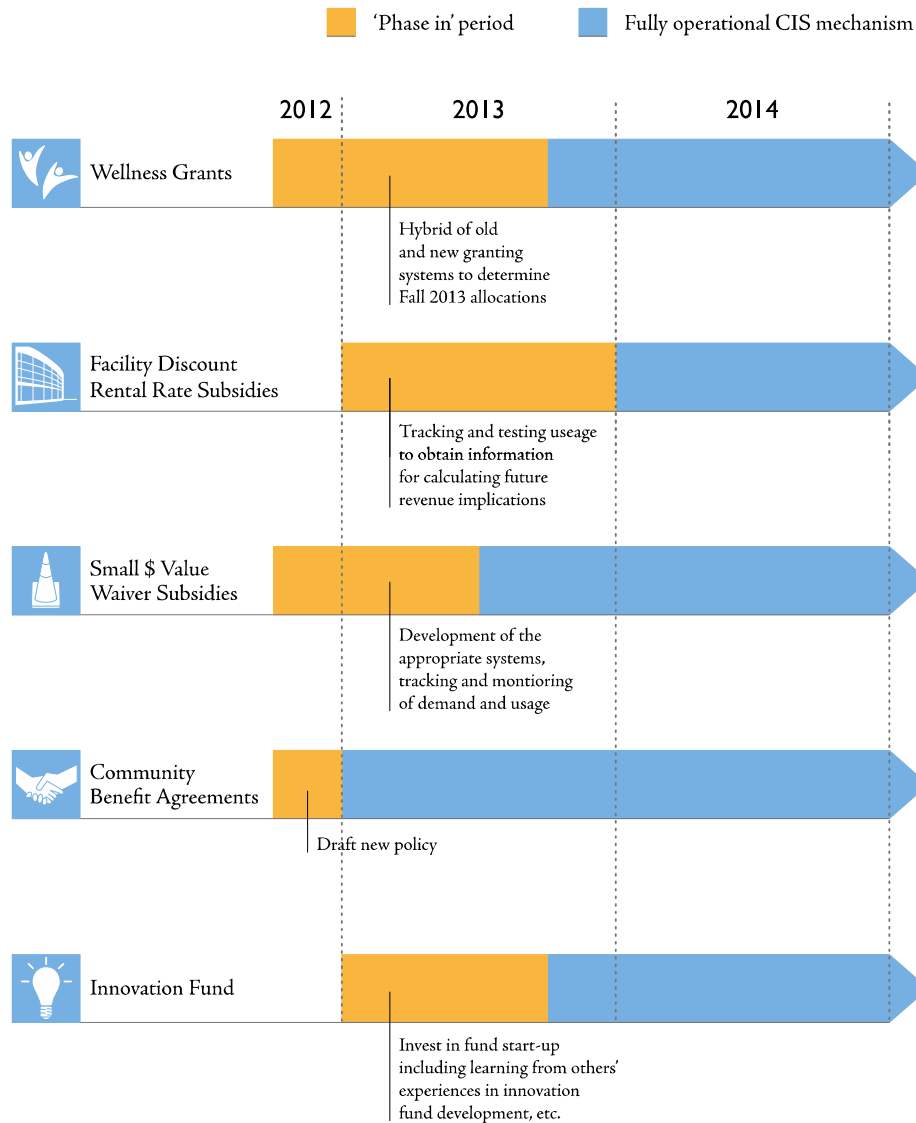
# Community Benefit Agreements

- Formalization of mutually beneficial partnership arrangements
- Multi-faceted (e.g. realty, cash, staff support)
- Multi-year relationships

# Innovation Fund

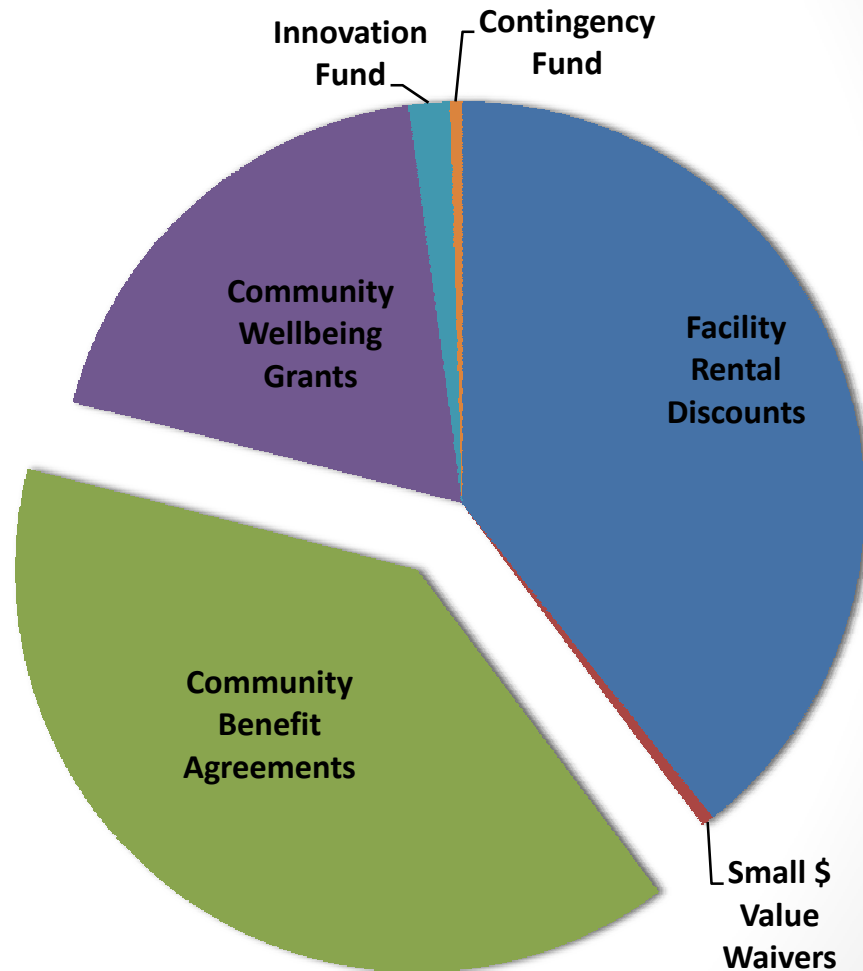
- To support new, promising ideas in community innovation
- Will be collaboratively funded

# “Phase In” Implementation



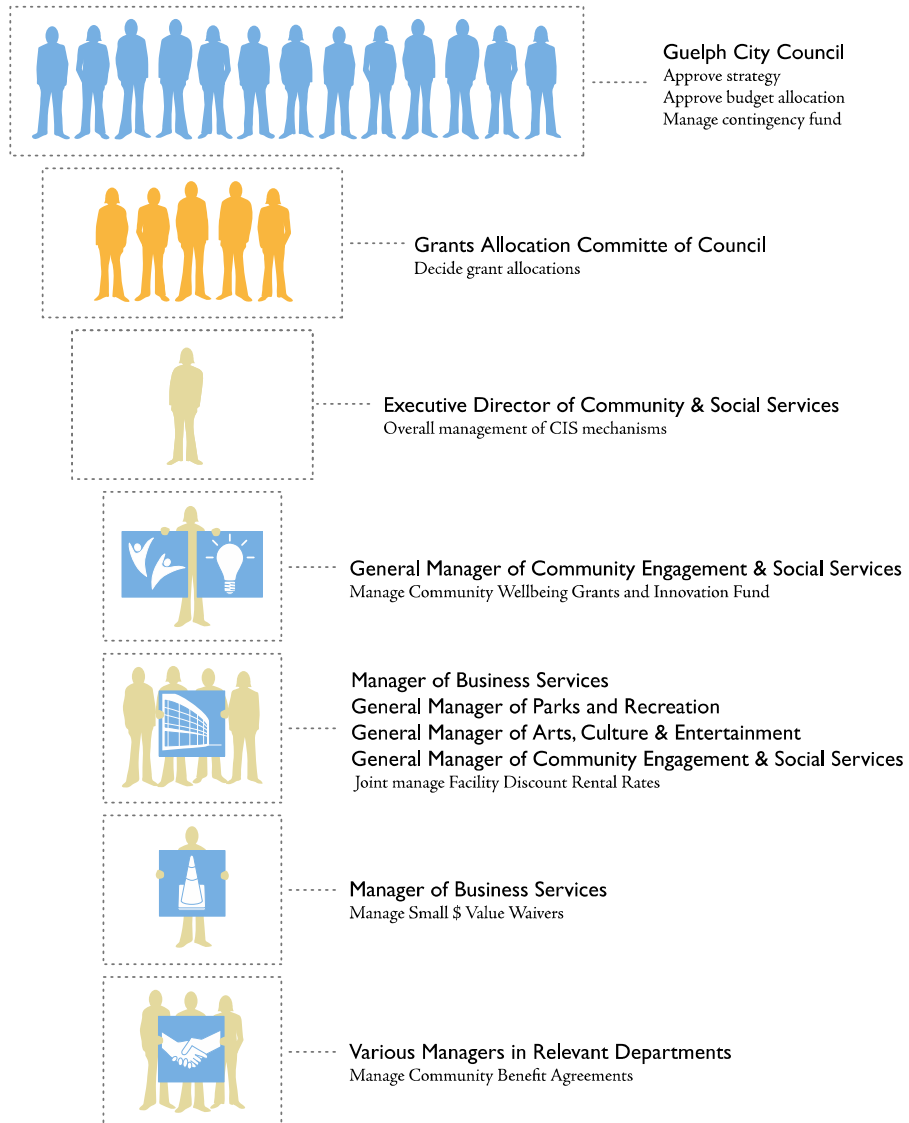
# Costing and Resource Allocation

- All mechanisms to be pooled into a new CIS cost centre, with exception of CBAs
- Budget is comprised of both grants (direct funding) and subsidies (foregone revenue)





# Roles & Responsibilities



# Points to Consider

- Apply the CIS both strategically and operationally
- Look for opportunities to support the community beyond granting
- Ensure the CIS is well integrated with other City initiatives
- Consider applying the CIS throughout the Corporation
- Allocate new money to the community, not administration
- Make a commitment to carry out the new policies at all levels

# Concluding Remarks

The CIS is about more than simply offering grants. It calls for leveraging municipal resources wisely, ensuring proportionality between the resources being disbursed and the work required to do so, in pursuit of community wellbeing.

# COMMITTEE REPORT



**TO** **Community and Social Services Committee**

**SERVICE AREA** Community and Social Services Department  
Community Engagement and Social Services Liaison

**DATE** September 11, 2012

**SUBJECT** **Community Investment Strategy – Phase 2 Report**

**REPORT NUMBER** CSS-CESS 1221

---

## **SUMMARY**

### **Purpose of Report:**

To report on Phase 2 of the Community Investment Strategy (CIS). The report builds on the Phase 1 report (#CSS-CESS-1211) which presented a draft Strategic Policy Framework. As directed by Council in April 2012, this report recommends detailed proposals for the five new investment mechanisms identified in Phase 1 with an implementation plan for the transition.

### **Committee Action:**

THAT Committee approve the Community Investment Strategy Strategic Policy Framework and implementation of the five new community investment mechanisms which includes the development of all associated policies, procedures, governance arrangements and transition plans as outlined in the CIS Phase 2 Report.

## **RECOMMENDATIONS**

THAT Committee approve the Community Investment Strategy Strategic Policy Framework and implementation of the five new community investment mechanisms;

THAT Committee delegate authority to the Executive Director of Community and Social Services to approve the 2013 grants as part of the Interim Community Wellbeing Grant Program implementation;

THAT staff report back on the Terms of Reference for a new Community Wellbeing Grant Allocation Committee of Council for approval in 2012;

THAT Staff be authorized to develop new community benefit agreements with accompanying transition plans for existing service agreements that expire in 2012 and 2013;

---

AND THAT staff be directed to provide detailed implementation plans for Facility Discounts and the Innovation Fund mechanisms in 2013.

## **BACKGROUND**

In April 2012, Council approved a Strategic Policy Framework as the foundation for the development of Community Investment programs and tools. The key components of the Strategic Policy Framework included:

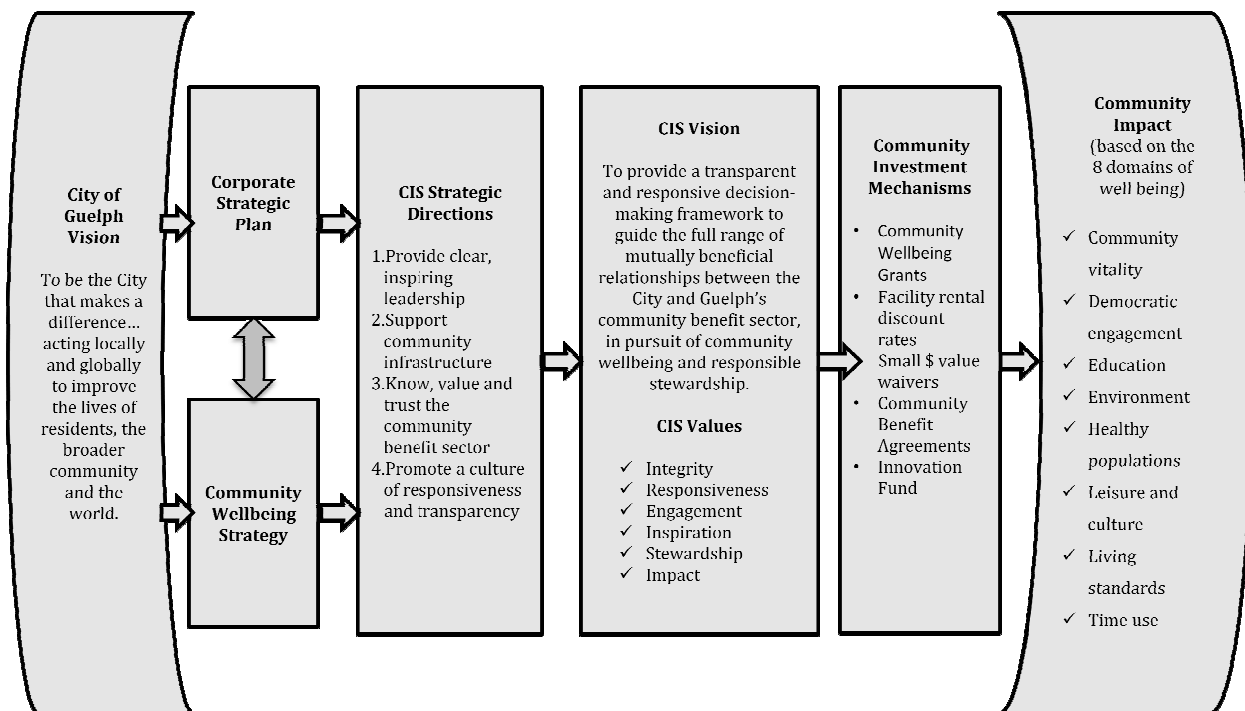
- Strategic Directions
- Community Investment Strategy Vision Statement
- Values and Guiding Principles
- Community Investment Mechanisms
- Community impact based on the eight domains of wellbeing (currently under development through the Community Well Being Initiative).

This report recommends the Community Investment Strategy implementation plans as the next phase.

## **REPORT**

This Report recommends the next phase of work for the Community Investment Strategy including: the establishment of the five CIS funding mechanisms, in-kind supports, interim grant program for the transition period and implementation plan 2012 – 2014.

## The Strategic Policy Framework



### 1. CIS Funding Mechanisms

Comprehensive operational outlines and governance arrangements have been developed for the five new community investment mechanisms. A full summary can be found in Attachment 1.

#### o **Community Wellbeing Grants**

A new integrated, multi-disciplinary program with a focus on delivering community wellbeing priorities as defined in the City's Strategic Plan and the emerging Community Wellbeing Initiative. The program will fund operating costs and capital needs of a wide variety of community organizations, with a focus on multidisciplinary benefits for the community.

There will be three categories of funding depending on the value of the request.

- Category 1: One-time grants of \$100 - \$5,000 in value
- Category 2: One-year grants of \$5,000 - \$50,000 in value; OR two-year grants of up to \$100 - \$50,000 per year
- Category 3: Grants valued at more than \$50,000, up to four years in duration.

Groups will be able to apply twice annually for category 1 grants. All other applications will be received once a year.

---

This is a significant shift from the current annual Community Grant Program which has three sector grant streams and focuses only on providing operating grant funding. The current program does not have a clear set of priorities for funding, has vague eligibility criteria and does not track the impact of the investment.

- **Innovation Fund**

The City will be one of many funders for this fund to support promising but untried ideas in the realm of community innovation that warrant financial support but do not qualify for other CIS investment mechanisms.

- **Facility Rental Discounts**

This mechanism will provide a transparent and harmonized set of discount rental rates for City owned and managed facilities. The goal is to ensure that these facilities are accessible and affordable for all types of community organizations. This change will replace policies that are over 20 years old, outdated and not always reflective of current practices. It will also reduce confusion around the current range of different rates for community organizations

- **Small Dollar Value Waivers**

The purpose of this mechanism is to encourage a municipal culture that supports the community, while ensuring proportionality of costs to benefits. This mechanism will enable successful applicants to receive up to \$100 per year for applicable City services/products for their community events. Some examples might be to rent pylons for a road hockey tournament or road closures for street parties.

Currently organizations can apply for a fee waiver through the Community Grant program. These requests are usually for medium to large dollar values and the process to award the waivers has resulted in a highly complex accounting system. Based on the feedback received during Phase 1 of the project it was decided that fee waivers of this nature should no longer be available and that groups should apply for a Community Wellbeing Grant that they may (or may not) apply against the cost of City rental.

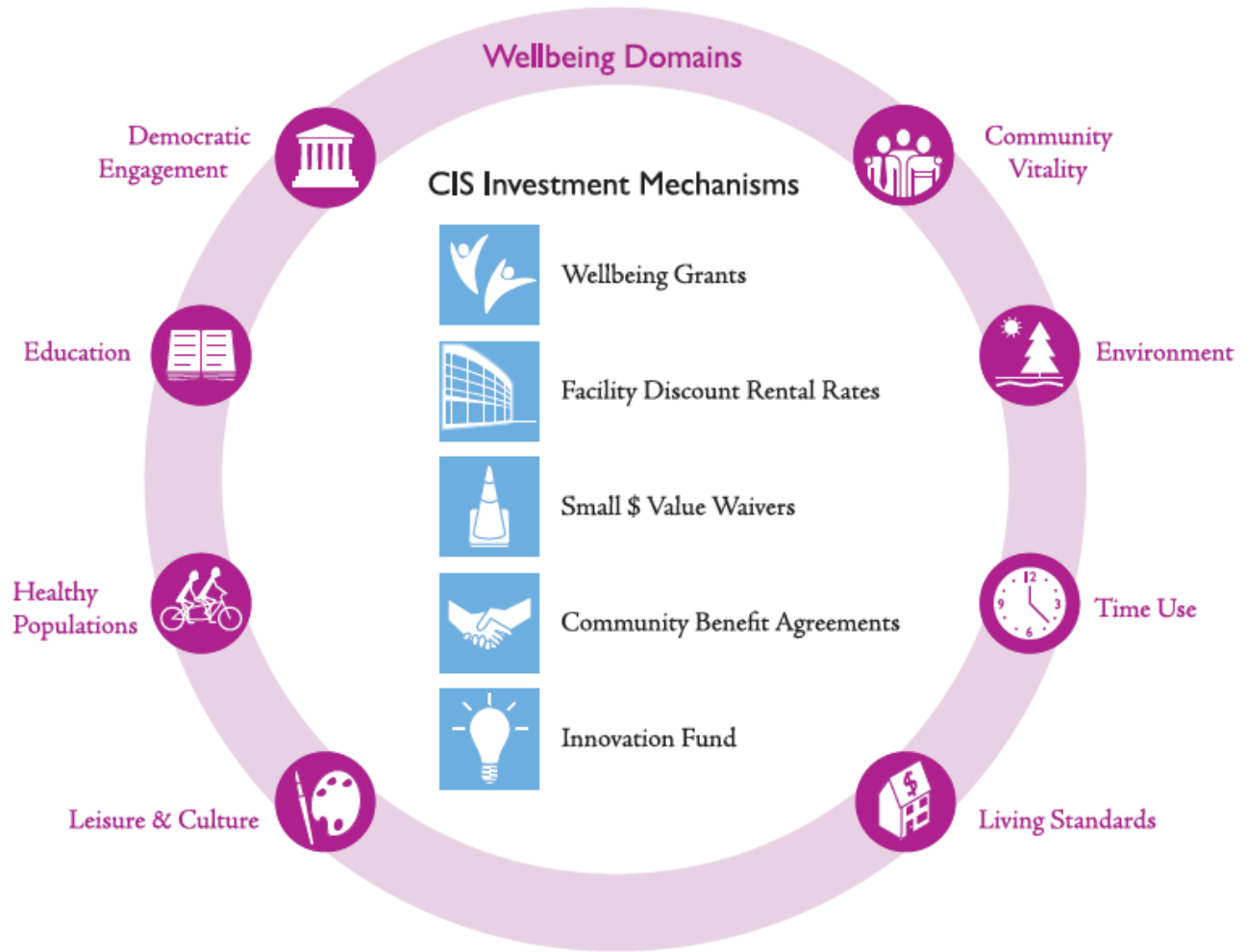
- **Community Benefit Agreements (CBA)**

These agreements will enable the City to work with the community benefit sector to foster community wellbeing and/or enhance City services and programming. The mechanism will guide developing and ongoing collaborative relationships with community organizations where there is:

- Mutual or complementary benefits;
- Joint investment of resources (e.g. time, funding, expertise, information);
- Shared definition of authority, risk and responsibility.

Ideas for prospective Community Benefit Agreements may be solicited by the City or be unsolicited from the community. They must be accompanied by a thorough business case (proposal). The CBAs will be legal agreements between the City and the community partner.

Diagram 1: Community Investment Strategy Mechanisms





---

## **2. In –Kind Supports**

Recommendations for the development of in-kind support beyond the five proposed investment mechanisms include:

- **maximizing City space as a community asset.** The most frequently identified role for the City is to invest in community infrastructure. This includes the construction and upkeep of cultural recreational and social facilities but also involves watching for opportunities where existing facility assets could be used by the community benefit sector.
- **supporting enhanced community knowledge** through the collection and analysis of community research and social planning data. For example the City is undertaking significant local research to support the Community Wellbeing Initiative (Community Survey and a Community Indicator Project) and it will be important to involve local organizations in these projects and to share the findings widely.
- **facilitating connections and sharing information** between community groups is seen as an important role for the City because of its position as the keeper of the 'big picture'. The City should intentionally convene conversations, often between unlikely parties with similar mandates or passions to help build relationships and share ideas.
- **marketing and communications** support is often suggested as something the City can provide to community groups. One example would be The Fab 5 festival campaign. Celebrating and sharing information on the City website about community organizations and the City's work with them would be one effective way to help achieve this.
- **supporting inclusion and accessibility** is considered another key City role to ensure that activities are inclusive of those who experience barriers to civic participation. The report recommends that the City develop a strategy to foster inclusion, recognizing that the CIS might provide one vehicle for enacting this strategy.
- **small changes that make a big difference** could include facilitating 'back office' functions and profiling organizations on the City website
- **continued focus on the CIS value of engaging the community** in the development of the CIS and also engaging them in the work of the City with community benefit organizations.

## **2. Interim Grant Program**

It is recommended that an interim Wellbeing Grant program be rolled out for 2013 (see page 9 of this report for full details).

---

### **3. An Implementation Plan 2012 – 2014**

This includes anticipated costing and resource requirements; staffing impact; timelines and communications details.

#### **CIS Implementation – Key considerations**

The implementation of the CIS will take a number of years to be fully realized. This is due to a number of different factors including:

- The complexity and breadth of the strategy which covers a number of diverse work areas and impacts a significant number of external stakeholders and internal staff;
- The roll out needs to ensure that all groups that receive support currently from the City have reasonable time to adapt to the new arrangements;
- The development of new business systems and processes;
- Dependency on the completion of other City projects such as the Community Wellbeing Initiative; the User Rates and Fees Review; and Business Case Development project;
- The development of detailed policy and procedural guides; and
- Staff and volunteer training and orientation. (This includes identifying and training Community Navigators).

There are also a number of significant steps to undertake. These are highlighted as follows.

#### **Governance and oversight**

There are a number of changes which will be introduced to ensure that the CIS is governed appropriately and that oversight is open, transparent and accountable. This reflects feedback from Councillors, staff and the community in Phase 1.

Council is responsible for approving the Community Investment Strategy and annual budget. Council will no longer be involved in the majority of individual granting and investment decisions. Council will have oversight of a \$15,000 contingency fund set aside for community emergencies. This reflects current practice. Council will also have a primary role in the monitoring of the strategy and its impact upon the community. There will be an annual report on CIS progress and impacts to Community and Social Service Committee.

It is recommended that a new Community Wellbeing Grants Allocation Committee of Council be established to approve the individual allocations for that funding mechanism. It is envisaged that the new Committee will commence its role in the fall of 2013 to prepare to adjudicate grants for 2014.

The responsibility for the operational management of the CIS will be led by the Executive Director of Community and Social Services. The Executive Director will convene a management group to oversee the implementation and ongoing

---

development of the strategy. Housing the CIS in Community and Social Services reflects recent divisional changes that included the integration of Parks and Tourism into the Community and Social Services Department. Departmental leads have been identified to manage the various components of the strategy.

Under the leadership of the Executive Director of Community and Social Services, it is recommended that the CIS total budget be allocated across the various investment mechanisms at a departmental level to reflect changing community need. This process will be in consultation with Council, staff and community.

#### Financial implications and staffing requirements

Phase 1 of the project showed that in 2011 the City invested approximately \$3,000,000 in grants, fee waivers, individual partner agreements, sports and recreation subsidies and in kind services. However a new CIS cost centre pooling current investment dollars, should be created to ensure more efficient and effective management of the budget across the mechanisms in line with changing local priorities.

It is recommended in the Phase 2 Final Report that the 2012 CIS budget should be separated into two categories as described in the table below – subsidies valued at approximately \$1.2 million, direct funding for community organizations of \$1.64 million, (Community Wellbeing Grant applications and the development of the Innovation Fund).

<b>Current and Proposed CIS Budget</b>					
Current Budget (2011-2012)			Proposed Budget (2013)		
Existing Community Investment Mechanisms	Direct Funding (grant and waivers)	Subsidies (foregone revenue)	NEW CIS Mechanisms	Direct Funding (grants)	Subsidies (foregone revenue)
Health & Social Service Grants	\$56,300				
Arts & Culture Grants	\$73,500				
Community Event Grants	\$95,600				
Capital Grants	\$400,000 (Capital figure was reduced to \$200,000 in 2012)		Wellbeing Grants (operating & capital)	\$375,400 (see note 1)	
			Innovation Fund	\$50,000	
Special Projects	\$15,000		Contingency Fund	\$15,000	
Existing Agreements	\$1,200,000		Existing Agreements	\$1,200,000 (see note 1)	
Facility Discount Rental Rates		\$1,200,000	Facility Discount Rental Rates		\$1,200,000 (see note 2)
			Small \$ Value Waivers		\$2,500
<b>Subtotal</b>	<b>\$1,840,400</b>	<b>\$1,200,000</b>		<b>\$1,640,400</b>	<b>\$1,202,500</b>
<b>TOTAL</b>	<b>\$3,040,400</b>			<b>\$2,842,900</b>	

Notes

<sup>1</sup> For a complete listing of existing agreements refer to the consultant CIS Phase 2 Report appendix G (attachment 2). In 2013 it is recommended that the CIS Management Group identify existing civic celebrations and non-prescribed social service grants with which it would be appropriate to form Community Benefit Agreements, and then begin the process for doing so.

<sup>2</sup> The 2013 budget figure for Facility Discount Rental Rates is based in the current rates and usage by youth, school, disability and neighbourhood groups. It does not include the usage of the River Run Centre and the Sleeman Centre (ticketed-events) by arts groups and other community organizations. It is recommended that the financial impact of the new policy be assessed in 2013.

---

There will be no requirement to increase the department's current staffing level. The CIS implementation will be accomplished through developing current roles, maximizing capacity and by the ongoing development of improved business systems.

### **2013 – The Transition Year**

During the implementation period there will be a number of interim arrangements that will help the transition to the new model. This will ensure a smooth transition for both internal staff and external organizations. These arrangements are fully detailed in Attachment 2, but a number of key points are highlighted below.

#### **a) Interim Community Wellbeing Grant Program**

During 2013, the current Community Grant Program will be phased out and an interim Community Wellbeing Grant Program will be established. The funding available for the interim year will remain unchanged at \$375,400 and the usual timelines for the program will be continued, which means that groups will be able to apply grants in September 2012. The changes to the program are summarized as follows:

- Only categories one and two will be granted in 2013 as part of the transition program. No multi-year funding will be allocated.
- Previously groups were able to apply for a waiver as part of the Special Events grant stream. Groups will no longer be able to apply for a waiver. Rather groups should apply for a grant that they can use to offset the cost of related City charges.
- Two new interim review panels will be created to review eligible grant applications – reducing the number of panels from three. The two interim panels will cover:
  - Social and Health
  - Arts, Culture and Special EventsMembership of these interim panels will in part be drawn from existing panel membership from both staff and community.
- Community and Social Services will oversee the process, which originally resided with the Finance Department, and have identified a single member of staff to administer the process. This will provide improved supports and communications to applicant organizations.
- The Executive Director of the Community and Social Services would have delegated authority from Council to make the final decision for the 2013 grants only and report to Council (see Attachment 3).

#### **b) Review of current partnership agreements**

Community and Social Services has a number of current agreements with not-for-profit organizations. These range from agreements funded through a variety of channels such as the County of Wellington, as Consolidated Municipal Service Manager (CMSM) for social services, and through the Civic Celebrations program.

---

There are also a number of unique arrangements such as those with the Guelph Wellington Seniors Association and Wyndham House.

Currently, Community and Social Services (CSS) is reviewing those agencies jointly funded through the County of Wellington. This process will be completed by spring 2013. The department has committed to continue the existing program funding for 2013 to assist agencies with the transition to the new CIS funding framework.

It is recommended that CSS conduct a full review of all current legal agreements with not-for-profit agencies and organizations. These reviews should be carried out within the context of the new CIS Framework and in consultation with the respective organizations. The timetable for this work will be informed by the expiry date of each agreement.

These reviews will identify the most appropriate mechanism for future City investment and help to orientate organizations to the new processes. The department will work closely with all impacted organizations to ensure that they are given the appropriate time and support required to adjust.

### **c) Facility Rental Discounts and the Innovation Fund**

The Facility Rental Discount investment mechanism will be further developed in 2013, based on the findings and recommendations of the Community and Social Services User Rates and Fees review project. Following this review, staff will report back to Council with a more detailed implementation report, clarifying the proposed discount rates. This analysis will ensure the affordability of the mechanism.

The Innovations Fund requires the development of an entirely new collaboration of funders. This work will involve exploration of funding models, possible partnership opportunities and the establishment of governance and administrative structures. Staff will bring forward a more in depth implementation report in 2013 summarizing the outcome of this work.

### **d) Communications**

Staff will develop a comprehensive communications plan to support the successful implementation of the new CIS over the first three years:

- Communications to all impacted stakeholders.
- Letters to organizations impacted by the proposed review of all current agreements – some organizations have already received these communications.
- Enhanced CIS information web pages on Guelph.ca
- Targeted internal communications to impacted staff and broader communications to all staff to increase awareness of the strategy and its goals.
- Current grant review panels have been informed of the forthcoming plans to reconfigure and ultimately disband the three grant panels.

- 
- Some members will continue to review applications for the 2013 Community Wellbeing Grant transition year.
  - Information sessions will be organized for internal and external stakeholders in line with roll out timetable of mechanisms

### **Conclusion**

The implementation of the CIS will support the City to work with the local community benefit sector in a more focused and transparent way, achieving improved wellbeing for Guelph residents. It will enable the City to effectively contribute to the sustainability of current community assets, services and programs and also guide City investment towards achieving the new Corporate Strategic Plan.

## **CORPORATE STRATEGIC PLAN**

### **Organizational Excellence**

- 1.1 Engage employees through excellence in leadership
- 1.2 Develop collaborative work teams and apply whole systems thinking to deliver creative solutions
- 1.3 Build robust systems, structures and frameworks aligned to strategy

### **Innovation in Local Government**

- 2.2 Deliver Public Service better
- 2.3 Ensure accountability, transparency and engagement

### **City Building**

- 3.1 Ensure a well designed, safe, inclusive, appealing and sustainable City
- 3.3 Strengthen citizen and stakeholder engagement and communications

## **FINANCIAL IMPLICATIONS**

It is recommended that the 2013 budget for the Community Investment Strategy is maintained at the current 2012 level of City community investment but takes into account the \$200,000 withdrawal of the time limited capital funding approved in the 2013 budget guideline July 23, 2012. Implementation of the initiative will be managed within current staff resources.

There is the potential that some of the category 2 and 3 grants (multi-year) could impact our debt ratios if they are interpreted to form a financial obligation to the City.

## **DEPARTMENTAL CONSULTATION**

Community Engagement and Social Services  
Culture and Tourism  
Parks and Recreation  
Budget and Financial Services  
Economic Development

---

Policy Planning and Urban Design  
Public Works  
Legal Services  
Clerks Services

## **COMMUNICATIONS**

Information about the new proposed arrangements has been circulated to those who participated in CIS consultations. Information has also been included on [guelph.ca](http://guelph.ca). Following Council deliberation, more detailed information about the CIS will be made available as outlined in the Phase 2 Report.

## **ATTACHMENTS**

Attachment 1 – Summary of CIS Investment Mechanisms  
Attachment 2 – Guelph’s Community Investment Strategy – Phase 2 Report  
Attachment 3 – Delegation Schedule

### **Prepared By:**

Jenny Smith  
Research Policy Analyst



---

### **Recommended By:**

Barbara Powell  
General Manager, Community Engagement &  
Social Services Liaison  
519-822-1260 ext. 2675  
[Barbara.powell@guelph.ca](mailto:Barbara.powell@guelph.ca)



---

### **Recommended By:**

Colleen Bell  
Executive Director  
Community & Social Services  
519-822-1260 ext. 2665  
[colleen.bell@guelph.ca](mailto:colleen.bell@guelph.ca)



**CIS Phase 2 Report - Attachment 1** It should be noted that Table 1 outlines the desired end state once the CIS is fully operational, which will take a number of years to come into effect. Details about the transition process and resources required to support the CIS follow in section 6.

	<b>Facility Rental Discount Rates</b>	<b>Small \$ Value Waivers</b>	<b>Innovation Fund</b>	<b>Community Wellbeing Grants</b>			<b>Community-Benefit Agreements</b>
<b>Maximum request</b>  (\$ and duration)	Set % discount rates	Up to \$100 for applicable City services/products per event per year	TBD	1-year grant of \$100 - \$5,000 in value	1-year grant of \$5,000-\$50,000 in value; OR 2-year grants of \$100 - \$50,000 per year	An average of over \$50,000 per year, up to 4 years in duration	Varies; may be in-kind (staff, realty, etc.) and/or cash support. Up to 4 years in length, reviewable with possibility of renewal
<b>Purpose</b>  "To foster community wellbeing by...."	Ensuring that City-owned and managed facilities are accessible and affordable for all types of community organizations	Encouraging a municipal culture that is supportive of community engagement, while ensuring proportionality of costs to benefits	Supporting promising, untried, innovative ventures. To be supported by a collaborative of funders.	Supporting events, programs, operating costs and capital needs of community organizations, with a focus on multi-faceted community impacts			Recognizing mutually beneficial arrangements, which foster community wellbeing and/or enhance City operations and programming
<b>Application process</b>	Through existing facility booking procedures	Through existing special event permit application	"Make your pitch"	Simple application form	Funding proposal, and interview (site visit) if requested by review panel	Business case and interview (site visit)	Thorough community needs assessment and business case development. Partner selection in accordance with City's procurement by-laws, policies and procedures.
<b>Multiple requests</b>  ("double dipping")	No limit (cap) on # of rental requests per group. Groups may also be eligible for grants.	Not eligible for other mechanisms (i.e. event cannot also receive grant; waiver cannot be applied to rental costs)	Grant is available once (per lifetime) per idea. Eligibility for other mechanisms TBD.	One grant per program/project per year. May also be eligible for discount rates. New	Agency may apply for more than one program/project grant, if total request is under	Agency may apply for more than one program/project grant. Business case	Contract supersedes all mechanisms; eligibility for other types of City support to be spelled out in written agreement.

**CIS Phase 2 Report - Attachment 1** It should be noted that Table 1 outlines the desired end state once the CIS is fully operational, which will take a number of years to come into effect. Details about the transition process and resources required to support the CIS follow in section 6.

	<b>Facility Rental Discount Rates</b>	<b>Small \$ Value Waivers</b>	<b>Innovation Fund</b>	<b>Community Wellbeing Grants</b>			<b>Community-Benefit Agreements</b>
				requests may also be eligible for mid-year grant.	\$50,000. May also be eligible for discount rates.	required for each individual program/project request exceeding \$50,000.	
<b>Reviewers</b>	Booking staff approve, if eligibility met	Booking staff approve, if eligibility met and funding available	"Unusual suspects" plus funding reps	Grants Allocation Committee of Council			Staff plus reps from the Grants Advisory Committee of Council
<b>Intake (funding period)</b>	Ongoing	Ongoing	TBD	Twice per year: <ul style="list-style-type: none"> <li>Fall (funded Jan-Dec)</li> <li>Spring (funded Jul-Dec)</li> </ul>	Fall (funded Jan-Dec) <ul style="list-style-type: none"> <li>Multi-year are conditional on financial availability and budget approval</li> </ul>	Fall (funded Jan-Dec) <ul style="list-style-type: none"> <li>Multi-year are conditional on financial availability and budget approval</li> </ul>	Ongoing intake, applications reviewed as needed
<b>Eligibility overview</b>	<ul style="list-style-type: none"> <li>Benefits residents of Guelph</li> <li>Incorporated non-profit (with or without charitable status)</li> <li>Volunteer board of</li> </ul>	<ul style="list-style-type: none"> <li>Benefits residents of Guelph</li> <li>Non-profit generating (no personal gain)</li> <li>Voluntary community group</li> </ul>	TBD	<ul style="list-style-type: none"> <li>Benefits residents of Guelph</li> <li>Incorporated non-profit (with or without charitable status)</li> <li>Volunteer board of directors</li> <li>Releases annual audited financial statements</li> <li>In operation for at least one year</li> <li>In good standing with City and its own governing bodies</li> </ul>	<ul style="list-style-type: none"> <li>Mutually beneficial</li> <li>Fosters community wellbeing</li> <li>Protects public interests in the short and long term</li> <li>Aligns with City strategy</li> <li>Not done elsewhere in community (fills a gap/need)</li> <li>Partner is incorporated; venture is non-profit</li> </ul>		

**CIS Phase 2 Report - Attachment 1** It should be noted that Table 1 outlines the desired end state once the CIS is fully operational, which will take a number of years to come into effect. Details about the transition process and resources required to support the CIS follow in section 6.

	<b>Facility Rental Discount Rates</b>	<b>Small \$ Value Waivers</b>	<b>Innovation Fund</b>	<b>Community Wellbeing Grants</b>	<b>Community-Benefit Agreements</b>
	<ul style="list-style-type: none"> <li>directors</li> <li>Releases annual audited financial statements</li> <li>In operation for at least one year</li> <li>In good standing with the City</li> </ul>				<ul style="list-style-type: none"> <li>generating Multi-year</li> </ul>
<b>Exclusions</b>	<ul style="list-style-type: none"> <li>Individuals</li> <li>For-profit organizations</li> <li>Political organizations</li> <li>Other levels of government</li> <li>No subletting is permitted</li> </ul>	<ul style="list-style-type: none"> <li>Individuals</li> <li>For-profit organizations</li> <li>Political organizations</li> <li>Other levels of government</li> </ul>	TBD	<ul style="list-style-type: none"> <li>Individuals</li> <li>For-profit organizations</li> <li>Political organizations</li> <li>Other levels of government</li> <li>Programs that other levels of government have legislated responsibility for funding</li> <li>Debt retirement, deficit reduction, depreciation or financing charges</li> <li>Retroactive payments</li> <li>Organizations whose activities could be deemed discriminatory as defined by the Ontario Human Rights Code</li> <li>100% of the budget of an activity</li> <li>Secondary allocations</li> </ul>	<ul style="list-style-type: none"> <li>P3s</li> <li>Activities that impact City's collective agreements</li> </ul>
<b>Assessment (decision-making) criteria</b>	<ul style="list-style-type: none"> <li>Meets all eligibility criteria</li> <li>Funding availability</li> <li>Complies with City's policies and</li> </ul>	<ul style="list-style-type: none"> <li>Meets all eligibility criteria</li> <li>Funding availability</li> <li>Complies with City's policies and</li> </ul>	TBD	<ul style="list-style-type: none"> <li>Anticipated community impact</li> <li>Evidence of community support</li> <li>Evidence of financial need</li> <li>Evidence that request is appropriate for municipal funding</li> <li>Sound organizational track record</li> <li>Leverages additional resources</li> <li>No duplication</li> </ul>	<ul style="list-style-type: none"> <li>Anticipated community impact</li> <li>Evidence of community support</li> <li>Supports achievement of City's strategic goals and/or official/master plans</li> </ul>

**CIS Phase 2 Report - Attachment 1** It should be noted that Table 1 outlines the desired end state once the CIS is fully operational, which will take a number of years to come into effect. Details about the transition process and resources required to support the CIS follow in section 6.

	<b>Facility Rental Discount Rates</b>	<b>Small \$ Value Waivers</b>	<b>Innovation Fund</b>	<b>Community Wellbeing Grants</b>			<b>Community-Benefit Agreements</b>
	procedures	procedures		<ul style="list-style-type: none"> <li>• Sustainability plan</li> <li>• Held on City-owned or managed facilities, if applicable</li> <li>• Funding availability</li> </ul>			<ul style="list-style-type: none"> <li>• Addresses unmet community needs</li> <li>• Creates additional community and social service opportunities</li> <li>• Enhances City operations and programming</li> <li>• New or innovative approach</li> <li>• Organizational capacity of partner(s)</li> <li>• Partner(s) is committed to cause, and willing to commit resources</li> <li>• Resource availability (financial and in-kind)</li> <li>• Leverages additional resources</li> <li>• Sustainability</li> <li>• Overall return on investment</li> </ul>
<b>Accountability expectations</b>	Supplies list of board members, plus audited financials	n/a	TBD	Some acknowledgment expectations; brief evaluation report	Conversation midway; agreed-upon acknowledgment expectations; annual evaluation report	Ongoing conversation (site visit); agreed-upon acknowledgment expectations; comprehensive annual evaluation report	Spelled out in legal contract
<b>Appeal</b>	n/a	n/a	TBD	In writing within 30 days to the Chair of the			n/a

<p><b>CIS Phase 2 Report - Attachment 1</b> It should be noted that Table 1 outlines the desired end state once the CIS is fully operational, which will take a number of years to come into effect. Details about the transition process and resources required to support the CIS follow in section 6.</p>					
	<b>Facility Rental Discount Rates</b>	<b>Small \$ Value Waivers</b>	<b>Innovation Fund</b>	<b>Community Wellbeing Grants</b>	<b>Community-Benefit Agreements</b>
<b>process</b>				CIS Management Group, if a legitimate basis for appeal exists	

# Guelph's Community Investment Strategy

## Phase 2 Report

Prepared by Eden Grodzinski and Rebecca Sutherns

August 25, 2012

jpmmc

✉ 20 Lyon Ave., Guelph, ON N1H 5C6 ☎ 519 830-7254 🌐 [www.jpmmc.ca](http://www.jpmmc.ca) [eden@jpmmc.ca](mailto:eden@jpmmc.ca)

## Executive Summary

The Community Investment Strategy (CIS) is being developed to improve how the City of Guelph funds, supports and partners with community organizations to achieve shared social and community goals. JPMC Inc. was retained by the City to support the delivery of the CIS project in two phases. This report presents the findings and recommendations of Phase 2 of the CIS project – the **Investment Program Framework** and supporting implementation plans. It builds on the results of Phase 1 – the **Strategic Policy Framework**, which was approved by Council on April 23, 2012.

### Methodology

The focus for Phase 2 was on developing the operational details of the investment model approved in Phase 1, and assembling relevant information and tools that could assist the City with implementation. This phase was carried out in close collaboration with City staff. Working groups for each of the investment mechanisms were established, and numerous focus groups and interviews involving 27 members of staff were held. In addition, the idea of an Innovation Fund was discussed with the local Funders' Network – a group of granting agencies that fund community investment in Guelph.

### Framing the CIS

Several intentions underpin the report, and they have been articulated at the outset, as follows:

- The CIS is intended to be **broad and inclusive**. It is recommended that it encompass the full range of ways, monetary and otherwise, that the City partners with and supports the community benefit sector. It needs to be comprehensive enough to be applicable to various kinds and sizes of arrangements and relationships. As well, it needs to be integrated with other related City initiatives, including for example the Community Wellbeing Initiative (CWI) and the Corporate Strategic Plan. Although it applies primarily to Community and Social Services at this time, consideration should be given to applying elements of the CIS to other parts of the corporation.
- The CIS is designed to be both **strategic and operational**. It needs to be visionary yet practical, while helping the City foster a collaborative approach to improving community wellbeing. In addition, it should leverage municipal resources wisely, ensuring proportionality between the resources being disbursed and the work required to do so.
- It is recommended that the implementation of the CIS be **phased in**. Consideration should be given to treating the first few years (2012-2014), intentionally and explicitly, as a transition and learning period. This would allow adequate

time for policy development, testing, tracking, staff training and orientation, financial planning, and communications. In addition, it would allow for sufficient notice to be given to affected community organizations. (A detailed implementation plan can be found in Appendix H.)

### The Investment Program Framework

The report explains the Investment Program envisioned to enact the Strategic Policy Framework. It begins with a depiction of how community organizations could approach City Hall with their proposals, and then transitions into detailed descriptions of the investment opportunities that would be available for them. These mechanisms include: **Community Wellbeing Grants, Facility Rental Discount Rates, Small Dollar Value Waivers, Community Benefit Agreements, and an Innovation Fund**. An extensive table comparing and contrasting all the features of the CIS mechanisms can be found in the report, and considerations for policy and procedure development are detailed in the Appendices A through E.

### Additional Opportunities

One of the important observations through the community consultations in Phase I was that community members see the City as far more than a funding agency. The report highlights some of the key community investments that the City should continue/initiate, document and celebrate, in order to ensure that the CIS extends beyond traditional granting. These include:

- Maximizing City space as a community asset
- Enhancing knowledge of existing and emerging community needs
- Facilitating connections between community groups
- Supporting joint marketing and communications efforts
- Ensuring that activities in Guelph are inclusive and accessible for all citizens
- Continuing to provide opportunities for citizen engagement

### Costing

It is recommended that a new cost centre within Community and Social Services be set up for the CIS. It is envisioned that this budget include line items for four of the above-mentioned investment mechanisms – Community Wellbeing Grants, Facility Discount Rental Rates, Small Dollar Value Waivers, and the Innovation Fund – plus a CIS Contingency Fund (to be used at Council discretion for community emergencies); the budgets for Community Benefit Agreements would remain in departmental budget lines.



In keeping with the recommendations of the Phase I Report, it is envisioned that the CIS budget would remain unchanged in 2013. However, it is recommended that “direct funding” be pooled within the new CIS cost centre, and then redistributed among the new granting mechanisms.

### Roles and Responsibilities

The CIS calls for City personnel to play continued or enhanced roles in areas such as: community navigation of City Hall, grants administration, account management, social planning, communications, and monitoring and evaluation. A listing of new roles and responsibilities required to support the CIS is detailed in the report.

It is recommended that responsibility for the overall management of the CIS fall under the leadership of the Executive Director of Community and Social Services, with different General Managers assigned lead responsibility for the various CIS mechanisms. It is envisaged that Council would be responsible for approving the overall CIS strategy and budget allocation, including the amount of money available to be disbursed in the coming budget year. Subsequently, Council would receive an annual report outlining the value and impact of the City’s direct contributions to the community benefit sector. In keeping with the consultation feedback from Phase I, it is suggested that Council no longer be involved in individual granting decisions. Instead, allocations should rest with a new Grants Allocation Committee of Council.

It is important that all City Councillors and staff understand that they have a role to play in making the CIS successful. In this regard, education and training is needed to help City personnel become knowledgeable about the new CIS policies and processes, so that they are better equipped to support the community benefit sector; thus building a culture of collaboration in community wellbeing and innovation.

### Evaluation

It is recommended that the City approach the CIS with a learning orientation, as an opportunity to engage the community benefit sector, to celebrate what’s been learned (both positive and negative) and to make ongoing improvements to the CIS.

Evaluation indicators, in alignment with the eight domains of community wellbeing, should be established to assess funding outcomes. Direct funding recipients should be required to submit an annual evaluation report outlining their outcomes against these performance measures. The elements (details) of the evaluation reports should vary according to the funding

category. It is envisioned that a report summarizing the overall evaluation results would be reported to Council and the Grants Allocation Committee of Council on an annual basis.

### Challenges

As with any new initiative, transitioning to a new system may result in challenges along the way. The report highlights some of the assumptions, dependencies and changes that have been made, with brief suggestions of how challenges could be mitigated if they arise.

### Conclusion

The resulting Strategic Policy and Investment Program Framework is about more than simply offering grants. It calls for leveraging municipal resources wisely, ensuring proportionality between the resources being disbursed and the work required to do so, in pursuit of community wellbeing.

A considerable amount of staff time and capacity will be required for the CIS to be phased in over the next three years. In the context of limited time, restricted resources and competing priorities, it is recommended that the City make a conscious decision to allow the CIS to find its way to the top of priority lists over the next months.

## Acknowledgements

We would like to thank all the City Councillors, staff, and community members who contributed to the Community Investment Strategy project. A special thanks goes to the following individuals for their assistance, time and expertise on Phase 2 of this initiative. In particular, we would like to recognize Barbara Powell and Jennifer Smith for their ongoing support and guidance.

In addition, we would like to acknowledge KAP. Design ([www.kapdesign.ca](http://www.kapdesign.ca)) for creating Figures 2, 4, 5 and 6.

### Management Group

Barbara Powell, General Manager, Community Engagement and Social Services (Chair)  
Colleen Bell, Executive Director, Community and Social Services  
Colleen Clack, General Manager, Culture & Tourism  
Donna Jaques, General Manager, Legal Services  
Murray Cameron, General Manager, Parks and Recreation  
Peter Avgoustis, Manager, Business Services  
Peter Cartwright, General Manager, Economic Development  
Rodney Keller, General Manager, Public Works  
Susan Aram, Deputy Treasurer, Finance and Enterprise, Budget and Financial Services

### Working Groups (various)

Jennifer Smith, Research Policy Analyst, Community and Social Services (Project Manager)  
Adam Rutherford, Youth Services Coordinator, Community and Social Services  
Astero Kalogeropoulos, Arts and Culture Program Officer, Community and Social Services  
Bill Stewart, Manager, Procurement, Risk Management  
Brenda Boisvert, Corporate Manager, Strategic Planning Initiatives, Corporate Administration  
Chandrakant Ghate, Financial Analyst, Finance and Budget Services  
Christel Gregson, Financial Analyst, Finance and Budget Services  
Ella Pauls, Manager, Cultural Development, Community and Social Services  
Jim Stokes, Manager, Realty Services Legal and Realty Services  
Karen Kawakami, Social Services Policy and Program Liaison, Community and Social Services

Katherine Gray, Service Performance Development, Operations  
Katherine McCracken, Director, Museums, Community and Social Services  
Kelley McAlpine, Supervisor, Facility Bookings and Registration, Community and Social Services  
Lee Merner, Supervisor, Administrative Systems, Community and Social Services  
Lynne Briggs, Manager, Partnerships and Inclusion, Community and Social Services  
Rena Hooey, Supervisor, Ticketing and Event Services, Community and Social Services  
Rich Grau, Facility Manager, Sleeman Centre  
Sue Trerise, Senior Business Development Specialist, Tourism  
Toby Pemberton, Facility Manager, Victoria Road Recreation Centre and Arenas, Community and Social Services  
Vikki Dupuis, Facility Manager, West End Recreation Centre, Community and Social Services  
Wendy Kornelsen, Manager, Seniors Services – Evergreen, Community and Social Services

# Table of Contents

<b>EXECUTIVE SUMMARY .....</b>	<b>2</b>
<b>ACKNOWLEDGEMENTS .....</b>	<b>6</b>
<b>TABLE OF CONTENTS.....</b>	<b>8</b>
<b>1. INTRODUCTION.....</b>	<b>10</b>
1.1 METHODOLOGY .....	10
<b>2. SUMMARY OF PHASE 1 .....</b>	<b>11</b>
2.1 THE STRATEGIC POLICY FRAMEWORK.....	11
2.2 BACKGROUND RESEARCH.....	13
<b>3. FRAMING THE CIS .....</b>	<b>14</b>
3.1 GOVERNANCE AND OVERSIGHT .....	15
3.1.1 CIS Management Group .....	16
<b>4. INVESTMENT PROGRAM FRAMEWORK .....</b>	<b>16</b>
4.1 COMMUNITY NAVIGATION .....	17
4.2 CONFIGURATION OF THE INVESTMENT MECHANISMS.....	18
4.3 COMMUNITY WELLBEING GRANTS .....	19
4.4 FACILITY RENTAL DISCOUNT RATES.....	20
4.5 SMALL DOLLAR VALUE WAIVERS .....	20
4.6 COMMUNITY BENEFIT AGREEMENTS.....	22
4.7 INNOVATION FUND.....	22
4.8 CIS MECHANISM SUMMARY .....	23
<b>5. ADDITIONAL OPPORTUNITIES .....</b>	<b>27</b>
5.1 SPACE AS A COMMUNITY ASSET .....	27
5.2 ENHANCED COMMUNITY KNOWLEDGE.....	27
5.3 FACILITATING CONNECTIONS AND SHARING INFORMATION .....	28
5.4 MARKETING AND COMMUNICATIONS.....	28
5.5 INCLUSION AND ACCESSIBILITY .....	28
5.6 SMALL CHANGES THAT MAKE A BIG DIFFERENCE .....	28
5.7 CITIZEN ENGAGEMENT .....	29

<b>6. IMPLEMENTATION OF THE CIS .....</b>	<b>29</b>
6.1 LEARNING YEARS .....	30
6.2 IMPLEMENTATION PLAN, 2012-2014 .....	30
6.2.1 Interim Wellbeing Grant Process .....	32
6.3 COSTING AND RESOURCE ALLOCATION .....	32
6.3.1 Accounting for the CIS as a Whole.....	32
6.3.2 Subsidized Budget Lines.....	33
6.3.3 Resource Allocation amongst and within the Granting Pots.....	33
6.3.4 CIS Contingency Fund .....	33
6.3.5 Proposed Budget for 2013 .....	35
6.4 STAFFING .....	37
6.5 COMMUNICATION STRATEGY.....	39
6.6 EVALUATION.....	40
6.7 POTENTIAL IMPLEMENTATION CHALLENGES .....	41
<b>7. CONCLUSION .....</b>	<b>42</b>
<b>APPENDICES .....</b>	<b>44</b>
A. Policy Parameters for Community Wellbeing Grants	
B. Guidelines For Community Wellbeing Grants Applications	
C. Policy Parameters for Facility Rental Discount Rates	
D. Policy Parameters for Small Dollar Value Waivers	
E. Policy Parameters for Community Benefit Agreement	
F. Municipal Support for Capital And Health-Related Projects	
G. Existing Agreements	
H. Implementation Plan And Timeline, 2012-2014	

## 1. Introduction

The Community Investment Strategy (CIS) is being developed to improve how the City of Guelph funds, supports and partners with community organizations<sup>1</sup> to achieve shared social and community goals. More specifically, the CIS project was undertaken in order to provide the City with a strategic and operational framework that:

- Increases the City's ability to respond to changing community needs
- Addresses the patchwork of investment mechanisms that has evolved over the years
- Fosters innovation
- Improves the City's ability to monitor and evaluate community impact

This report presents the findings and recommendations of Phase 2 of the CIS project – the **Investment Program Framework** and supporting implementation plans. It builds on the results of Phase 1 – the **Strategic Policy Framework**, which was approved by Council on April 23, 2012.

The first section of this paper describes the approach taken in Phase 2. This is followed by a recap of the approved Strategic Policy Framework, a detailed description of the proposed Investment Program Framework, as well as considerations for implementation. In comparison to the Phase 1 report, this document is a more technical one, as it focuses on the details and recommendations required to enact the Strategic Policy Framework.

### 1.1 Methodology

In June 2011, JPMC Inc. was retained by the City of Guelph through a competitive process to support the delivery of the CIS project in two phases. This report outlines the results of Phase 2, which took place between April and July 2012.

The focus for Phase 2 was on developing the operational details of the investment model approved in Phase 1, and assembling relevant information and tools that could assist the City with implementation. This phase was carried out in close

---

<sup>1</sup> Across the world, community organizations are referred to in many ways – non-profit, not-for-profit, voluntary, charitable, social benefit, public benefit, community, and the third sector. For the purposes of the CIS study, the broad term “community benefit sector” has been employed, and those agencies working in this sector are referred to as “community organizations”.

collaboration with City staff. Working groups for each of the investment mechanisms were established, and numerous focus groups and interviews involving 27 members of staff were held. In addition, targeted research about investment mechanism details was conducted, in order to supplement the background research from Phase I.

In addition, the idea of an Innovation Fund was discussed with the local Funders' Network – a group of granting agencies that fund community investment in Guelph. Alongside the City, other representatives include the United Way of Guelph Wellington Dufferin, the Guelph Community Foundation, the Ontario Trillium Foundation and the Government of Ontario.

## 2. Summary of Phase 1

As the research findings and outcomes of Phase I greatly informed the work of Phase 2, this report begins with a brief summary of the Strategic Policy Framework, which was approved by Council in Phase I. This framework is encapsulated in Figure I, and each of the components – strategic directions, vision, values, mechanisms, and evaluation criteria - are highlighted here. More details can be found in the Phase I reports referred to below (available at <http://guelph.ca/cityhall.cfm?itemid=80417andsmocid=1940>).

### 2.1 The Strategic Policy Framework

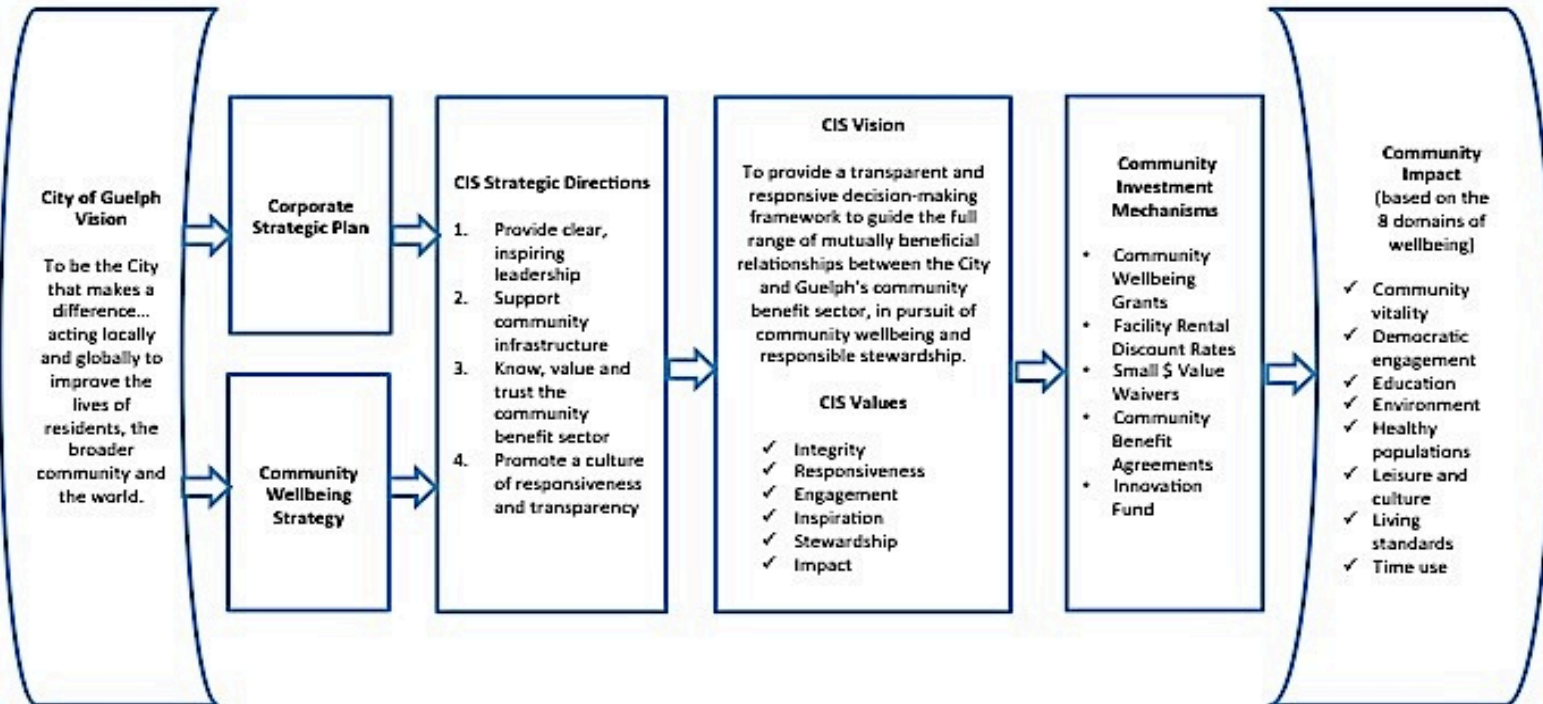
The CIS is grounded on the following four strategic directions, which arose from the research and community consultations:

1. Provide clear, inspiring leadership
2. Support community infrastructure (i.e. recreational, sports and cultural facilities, and social connections)
3. Know, value and trust the community benefit sector
4. Promote a culture of responsiveness and transparency

The vision for the CIS is to ***provide a transparent and responsive decision-making framework to guide the full range of mutually beneficial relationships between the City and Guelph's community benefit sector, in pursuit of community wellbeing and responsible stewardship.***



Figure 1 - Strategic Policy Framework



The CIS is built upon a foundation of six core values, as follows:

- **Integrity** – a transparent, defensible, and consistent process that is free of conflicts of interest
- **Responsiveness** – a timely process that enables innovation, adapts to changing community needs, and is well suited to Guelph
- **Engagement** – a user-friendly and inclusive process that facilitates connections among community groups, in order to strengthen relationships between the City and Guelph’s community benefit sector
- **Inspiration** – a visionary approach that demonstrates compelling leadership, fosters creativity, and brings about a community where people are proud to live
- **Stewardship** – a system that maintains guardianship of taxpayer resources, taking into account the complete cost benefits of the City’s community investments, as well as leveraging resources from other sources
- **Impact** – a process that monitors and evaluates community impact based on the wellbeing indicators, and promotes a culture of learning and celebration of the City and community benefit sector’s collective efforts

The CIS includes a simplified set of mechanisms for community investment. These mechanisms include Community Wellbeing Grants, Facility Rental Discount Rates, Small Dollar Value Waivers, Community Benefit (partnership) Agreements, and an Innovation Fund.

And lastly, evaluation criteria should be established to assess proposals and the overall impact of the City’s investments. In accordance with the City’s Community Wellbeing Initiative (CWI), these criteria should be based primarily on the eight domains of community wellbeing (i.e. community vitality, democratic engagement, education, the environment, healthy populations, leisure and culture, living standards, and time use).

## 2.2 Background Research

In addition to the Strategic Policy Framework, three background research reports (summarized below) were prepared in Phase I. This research information was instrumental in the development of the investment program framework.

### ***1. Promising Practices in Municipal Community Investment***

The first background research report involved a review of the City’s comparator municipalities to gain an understanding of other civic community investment policies and practices. To supplement this learning, examples of

socially innovative practices from published literature, policy think tanks and non-municipal collaborations were also explored.

**2. Inventory of Guelph’s Community Investment Policies and Practices**

The second research report provides a detailed review of the City’s existing community investment policies and procedures, including funding amounts and trends over the past five years.

**3. A Portrait of Guelph’s Community Benefit Sector**

The final background research report contains a profile of the community benefit sector in Ontario and in Guelph, plus an examination of the current and emerging issues and trends facing the sector.

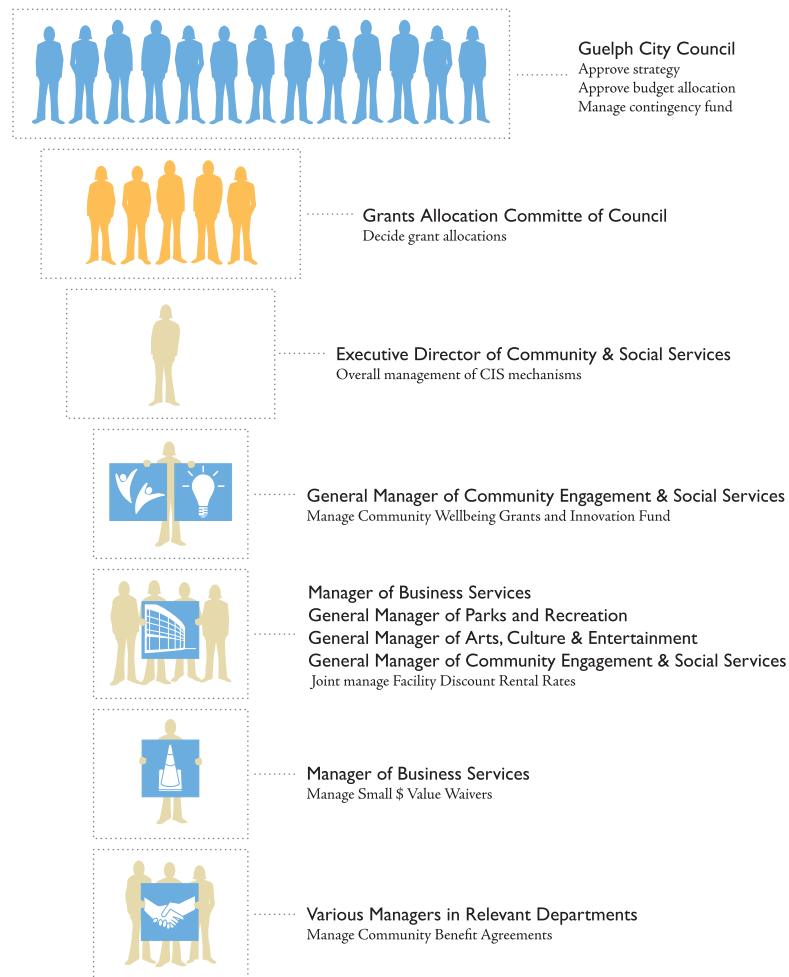
### 3. Framing the CIS

This Phase 2 report begins to bridge the gap between the broad values and strategic directions outlined in Phase 1 and the “nuts and bolts” of implementing them in City Hall and in the community.

Several intentions underpin the approach outlined here, and so it is important to articulate them at the outset:

- The CIS is intended to be **broad and inclusive**. It is recommended that it encompass the full range of ways, monetary and otherwise, that the City partners with and supports the community benefit sector. It needs to be comprehensive enough to be applicable to various kinds and sizes of arrangements and relationships. As well, it needs to be integrated with other related City initiatives, including for example the Community Wellbeing Initiative (CWI) and the Corporate Strategic Plan. Although it applies primarily to Community and Social Services at this time, consideration should be given to applying elements of the CIS to other parts of the corporation.
- The CIS is designed to be both **strategic and operational**. It needs to be visionary yet practical, while helping the City foster a collaborative approach to improving community wellbeing. In addition, it should leverage municipal resources wisely, ensuring proportionality between the resources being disbursed and the work required to do so.
- It is recommended that the implementation of the CIS be **phased in**. Consideration should be given to treating the first few years (2012-2014), intentionally and explicitly, as a transition and learning period. This would allow adequate

**Figure 2 - CIS Leadership Roles & Responsibilities**



time for policy development, testing, tracking, staff training and orientation, financial planning, and communications. In addition, it would allow for sufficient notice to be given to affected community organizations.

### 3.1 Governance and Oversight

It is recommended that responsibility for the overall management of the CIS fall under the leadership of the Executive Director of Community and Social Services, with different General Managers assigned lead responsibility for the various CIS mechanisms (see Figure 2 and section 6.4).

It is envisioned that Council through the Community and Social Services Committee would be responsible for approving the overall CIS strategy and budget allocation, including the amount of money available to be disbursed in the coming budget year. Subsequently, Council would receive a report outlining the City’s direct contributions to the community benefit sector during the year, and be invited to participate in the setting priorities with others (see Appendix A).

In keeping with the consultation feedback from Phase I, it is recommended that Council no longer be involved in individual granting decisions. Instead, allocations should rest with a new

Grants Allocation Committee of Council (see Appendix A). However, it is recommended that Council continue to set aside a small amount of funding in the annual Community Wellbeing Grants budget to address unforeseen community emergencies. Funding decisions for these “special projects” should be considered by Council on as needed basis, in accordance with the Community Wellbeing Grant eligibility and assessment criteria (see 6.3.4).

### 3.1.1 CIS Management Group

The development of the CIS has been overseen by an interdepartmental Management Group. It is recommended that this Group continue to meet to provide advice and support to the Executive Director of Community and Social Services regarding the CIS. Suggested responsibilities for this committee include overseeing: the implementation plan, the communications strategy, the priority setting process for grant funding, costing and resource allocation, the appeals process, and ongoing evaluation and monitoring.

The proposed membership of the CIS Management Group includes:

- General Manager, Community Engagement and Social Services (Chair)
- General Manager, Culture & Tourism
- General Manager, Finance
- General Manager, Legal Services
- General Manager, Parks and Recreation
- General Manager, Public Works
- Manager, Business Services

If the scope of the CIS expands over time, then membership of this group would need to change accordingly.

## 4. Investment Program Framework

This section of the report explains the Investment Program envisioned to enact the Strategic Policy Framework. It begins with a depiction of how community organizations could approach City Hall with their proposals, and then transitions into descriptions of the investment opportunities that should be available for them.

Each of the CIS Mechanisms is described briefly here. More details can be found in Appendices A through E. The features of the CIS mechanisms outlined in the Appendices are intended to guide detailed policy development, and hence, draft policies and procedures have been proposed where applicable.

### 4.1 Community Navigation

One of the defining features of the new CIS should be a greater user friendliness that comes from improving the experience of community groups navigating City Hall.

It is important that all City Councillors and staff understand that they have a role to play in making the CIS successful. In this regard, education and training should be provided to help City personnel become knowledgeable about the new CIS policies and processes, so that they are better equipped to support the community benefit sector; thus building a culture of collaboration in community wellbeing and innovation.

In addition, a simple triage system should be devised to ensure that all inquiries (in person, by telephone or electronic) are directed to appropriate staff person(s), who are equipped to handle the inquiry. These individuals should act as “Community Navigators”. They should possess expertise in customer service, knowledge of municipal processes, and likely some sectoral/community expertise. It should be their responsibility to simplify groups’ interactions with City Hall – to explain the processes, make the calls, find the forms or convene the meetings that might previously have fallen to the group itself to decipher. This triage system should be built on the capacities of Service Guelph, and as needed, existing roles within Community and Social Services should be revised to incorporate Community Navigation functions.

Online access should be enhanced, and new communications materials, which clearly describe the types and amounts of support available as well as the decision-making process, should be developed. Consideration should be given to using the

Figure 3 - Community Navigation Flow Chart



flowchart, shown as Figure 3 above, as a template for a new CIS section on the City’s website, as well as a new CIS handbook for community groups.

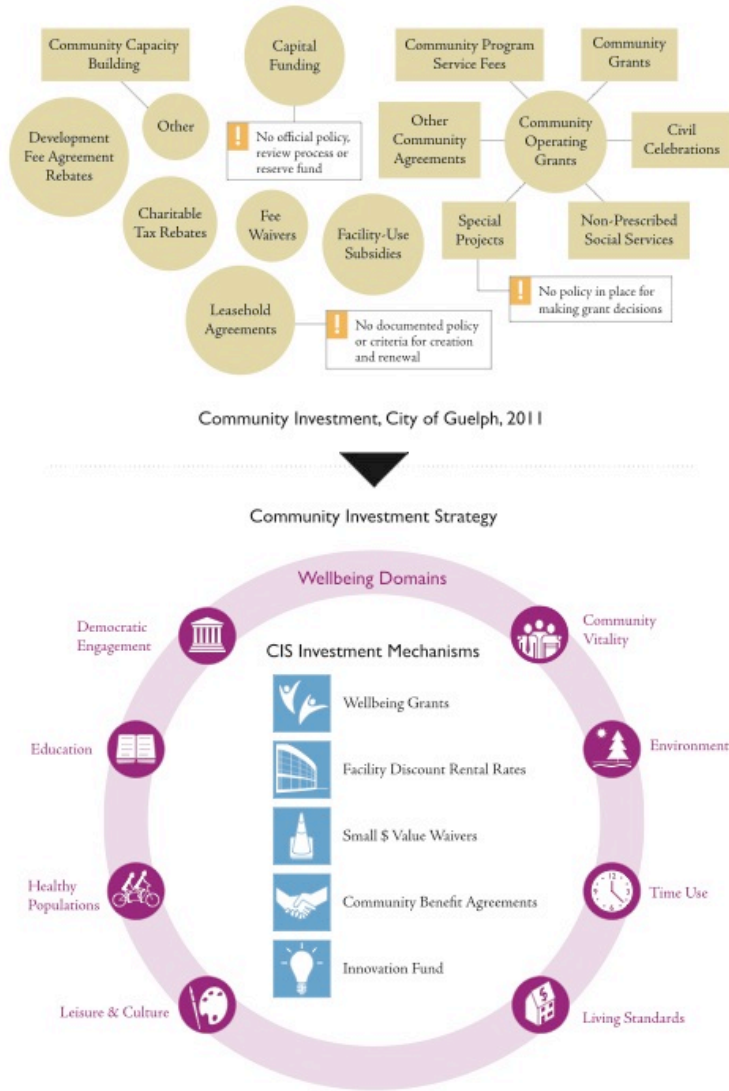
## 4.2 Configuration of the Investment Mechanisms

The City currently uses a wide array of community investment mechanisms to support community organizations. These include community grants and waivers, special projects, capital funding, facility use subsidies, leasehold agreements, development fee agreements and waivers, and various in-kind supports. Phase I called for a consolidation of these into four mechanisms – community grants, facility rental discount rates, small dollar value waivers, and partnership agreements.

As work in Phase 2 progressed, it became evident that the naming and grouping of these mechanisms should shift slightly. It is important to note that no new mechanisms have been introduced, and none has been taken away. Rather, they have been reconfigured (see Figure 4). The rationale for this rearrangement is outlined briefly here, and made clearer in the detailed descriptions of the support mechanisms that follow:

1. In keeping with a commitment to proportionality between the resources requested and the effort required to access them, the new granting processes should differ according to the size of grant requests rather than by the nature of the content of those requests. Capital grants should be integrated into the same application and adjudication process as grants for operating, program and event costs. And these capital projects should encompass social, cultural and recreational requests as well as health-related ones (see Appendix F).
2. The CIS should capture the range of collaborations that the City enters into with community organizations. Long-term contractual arrangements should be referred to as Community Benefit Agreements, instead of Partnerships because the legal definition of “partnership” is different than the one intended in this context.
3. Because the Innovation Fund is envisioned to be collaboratively supported by a group of several funders, the processes involved may take longer to finalize and may be different than the ones relating to the other grants. As a result, the Innovation Fund should be separated into a distinct mechanism rather than included in the Community Wellbeing Grants category.

Figure 4 - CIS Mechanism Configuration



### 4.3 Community Wellbeing Grants

Up to now, the City has reviewed community grant applications through a variety of means. Special events grants have been assessed by a mixed panel comprised of staff and citizens, primarily representing tourism interests. Arts and culture grants have been adjudicated by a community panel overseen by the Guelph Arts Council on the City’s behalf. Social service grants, which were previously adjudicated by the United Way on the City’s behalf, have in recent years been handled by a staff committee within Community and Social Services. Requests for capital funding (primarily related to health) have been treated separately, through delegations to Council. The eligibility, assessment processes, and evaluation criteria among these streams and have differed to varying degrees.

The CIS should bring these four granting streams together into an integrated, multi-disciplinary process that allows for a more holistic approach to community investment. The work involved for applicants should be proportional to the resources requested. Multi-year grants should be introduced. And as mentioned above, capital projects should be considered alongside requests for operating, program and event funding.



The CIS budget apportioned to Community Wellbeing Grants should be divided into three categories:

- 1) One-Time Grants of \$100-\$5,000 in value
- 2) One-Year Grants of \$5,000-\$50,000 in value; or Two-Year Grants of \$100-\$50,000 per year
- 3) Grants valued at more than \$50,000

Groups should be able to apply twice annually for Category I grants. Other applications should be accepted once a year. A summary of the desired features of the Community Wellbeing Grants can be found in section 4.8 below. For more information, including detailed policy and procedure considerations, eligibility and assessment criteria, and funding application guidelines, refer to Appendices A and B.

#### **4.4 Facility Rental Discount Rates**

One niche that the City fills in the community is as the supplier and custodian of recreational and cultural facilities. In order to foster community wellbeing and in accordance with the City's *Strategic Master Plan for Recreation, Parks and Culture* (July 2009) public facilities owned and operated by the City should be accessible and affordable for all community groups. This is perhaps the City's most significant community investment, as it provides community organizations with the spaces to do what they do best.

At present, the City offers facility-use subsidies for pre-approved user groups (e.g. youth, disability and neighbourhood groups). Some of the existing subsidy policies are over 20 years old, and in certain cases are not reflective of current practices. Under the CIS, community organizations should receive a discount rate on the City of Guelph's approved schedule of "User Rates and Fees" when renting City owned and/or managed properties/facilities. This subsidy should be harmonized across sectors, demographics and facilities.

For more information, refer to section 4.8 below and Appendix C.

#### **4.5 Small Dollar Value Waivers**

Historically, the City has provided fee waivers to community groups organizing special events and civic celebrations on property owned or managed by the City. These grants credits have covered items like vendor licenses, park rentals, potable

water supplies, port-a-potties, garbage bins, road closures, picnic tables, etc. Community organizations needed to apply for these fee waivers, and they did so historically through the Community Grant Program - Special Events stream. It is important to note that there was not a separate application process for fee waivers; the groups actually applied for a community grant – the review committee decided whether or not to award a waiver versus a grant, or a combination thereof. This process has resulted in a complex accounting system involving a mixture of invoices, grants and waivers.

Based on feedback received from both community stakeholders and staff, fee waivers should no longer be available. Instead, community organizations should apply for a wellbeing grant that they may (or may not) apply against the cost of City services (even if the full value of the grant returns to the City). The exception to this rule should be in the case of small community events that are not eligible for other CIS mechanisms, which is the case outlined here. Approved community groups should receive a waiver of up to \$100 in value to be applied against applicable City services/products. This waiver should be available once per event per year. The waiver should not be applied to staff, admission and rental costs, and should not be available in combination with other CIS supports.

Examples of products and services for which Small Dollar Value Waivers could be applicable include:

- Pylons
- Road barricade saw horses
- Signs
- One load of woodchip mulch
- Neighbourhood street closures

This new investment mechanism is intended to encourage citizen engagement and active participation in community life, while ensuring that the work involved, for both community members and City staff, is proportional to the resources requested.

For more information, refer to section 4.8 below and Appendix D.

## 4.6 Community Benefit Agreements

Over the years, the City has entered into a number of multi-year agreements with community organizations. These agreements have been created on a case-by-case basis, based on community need and resource availability. The reasons for these collaborations have been numerous and multifaceted, and have included:

- Addressing unmet community and social service needs
- Creating additional public recreational and cultural amenities
- Enhancing City operations and programming (improving the effectiveness and efficiency of service delivery)

The overarching vision of the CIS is about encouraging ***mutually beneficial relationships between the City and Guelph's community benefit sector***. In this manner, a new policy should be established to guide developing and ongoing collaborative opportunities with community organizations that:

- Are mutually beneficial;
- Foster community well being;
- Support the City's strategic and official/master plans;
- Protect public interests in the short and long term; and
- Provide opportunities that are open and accessible to all citizens of Guelph.

For more information, refer to section 4.8 below and Appendix E.

## 4.7 Innovation Fund

The Innovation Fund is envisioned to be a collaboratively supported mechanism to support as-yet untried, promising ideas in the realm of community innovation that warrant assistance but do not easily fit within other CIS investment mechanisms. It is anticipated that the administration of the Fund will mirror the intent of the Fund itself, by incorporating non-traditional means of application and adjudication.

As an initial step, the Innovation Fund has been discussed with the local Funders' Network – a group of funding organizations that support the community benefit sector in Guelph. In addition to the City of Guelph, other representatives include the United Way of Guelph Wellington Dufferin, the Guelph Community Foundation, the Ontario Trillium Foundation and the

Government of Ontario. Initial response to the idea from other members of the Network has been very positive. Follow-up discussions have been initiated with individual organizations that have shown particular interest in being involved.

Because the Innovation Fund is both brand new and intended to be a joint venture with other funders, 2013 should be used to set up the Fund, with disbursements to begin henceforth. Further details about the size, governance and procedures of the Fund should be available in 2013.

### 4.8 CIS Mechanism Summary

The following table compares and contrasts the desired characteristics of the CIS, which are mentioned briefly above and detailed in Appendices A – E. It should be noted that Table 1 outlines the desired end state once the CIS is fully operational, which will take a number of years to come into effect. Details about the transition process and resources required to support the CIS follow in section 6.

**Table 1 – CIS Mechanism Summary**

	<b>Facility Rental Discount Rates</b>	<b>Small \$ Value Waivers</b>	<b>Innovation Fund</b>	<b>Community Wellbeing Grants</b>			<b>Community-Benefit Agreements</b>
<b>Maximum request</b>  (\$ and duration)	Set % discount rates	Up to \$100 for applicable City services/products per event per year	TBD	1-year grant of \$100 - \$5,000 in value	1-year grant of \$5,000-\$50,000 in value; OR 2-year grants of \$100 - \$50,000 per year	An average of over \$50,000 per year, up to 4 years in duration	Varies; may be in-kind (staff, realty, etc.) and/or cash support. Up to 4 years in length, reviewable with possibility of renewal
<b>Purpose</b>  “To foster community wellbeing by....	Ensuring that City-owned and managed facilities are accessible and affordable for all types of community organizations	Encouraging a municipal culture that is supportive of community engagement, while ensuring proportionality of costs to benefits	Supporting promising, untried, innovative ventures. To be supported by a collaborative of funders.	Supporting events, programs, operating costs and capital needs of community organizations, with a focus on multi-faceted community impacts			Recognizing mutually beneficial arrangements, which foster community wellbeing and/or enhance City operations and programming

	<b>Facility Rental Discount Rates</b>	<b>Small \$ Value Waivers</b>	<b>Innovation Fund</b>	<b>Community Wellbeing Grants</b>			<b>Community-Benefit Agreements</b>
<b>Application process</b>	Through existing facility booking procedures	Through existing special event permit application	“Make your pitch”	Simple application form	Funding proposal, and interview (site visit) if requested by review panel	Business case and interview (site visit)	Thorough community needs assessment and business case development. Partner selection in accordance with City’s procurement by-laws, policies and procedures.
<b>Multiple requests</b> (“double dipping”)	No limit (cap) on # of rental requests per group. Groups may also be eligible for grants.	Not eligible for other mechanisms (i.e. event cannot also receive grant; waiver cannot be applied to rental costs)	Grant is available once (per lifetime) per idea. Eligibility for other mechanisms TBD.	One grant per program/ project per year. May also be eligible for discount rates. New requests may also be eligible for mid-year grant.	Agency may apply for more than one program/ project grant, if total request is under \$50,000. May also be eligible for discount rates.	Agency may apply for more than one program/ project grant. Business case required for each individual program/project request exceeding \$50,000.	Contract supersedes all mechanisms; eligibility for other types of City support to be spelled out in written agreement.
<b>Reviewers</b>	Booking staff approve, if eligibility met	Booking staff approve, if eligibility met and funding available	“Unusual suspects” plus funding reps	Grants Allocation Committee of Council			Staff plus reps from the Grants Advisory Committee of Council
<b>Intake (funding period)</b>	Ongoing	Ongoing	TBD	Twice per year: <ul style="list-style-type: none"> <li>Fall (funded Jan-Dec)</li> <li>Spring (funded Jul-Dec)</li> </ul>	Fall (funded Jan-Dec) <ul style="list-style-type: none"> <li>Multi-year are conditional on financial availability and budget approval</li> </ul>	Fall (funded Jan-Dec) <ul style="list-style-type: none"> <li>Multi-year are conditional on financial availability and budget approval</li> </ul>	Ongoing intake, applications reviewed as needed

	<b>Facility Rental Discount Rates</b>	<b>Small \$ Value Waivers</b>	<b>Innovation Fund</b>	<b>Community Wellbeing Grants</b>	<b>Community-Benefit Agreements</b>
<b>Eligibility overview</b>	<ul style="list-style-type: none"> <li>• Benefits residents of Guelph</li> <li>• Incorporated non-profit (with or without charitable status)</li> <li>• Volunteer board of directors</li> <li>• Releases annual audited financial statements</li> <li>• In operation for at least one year</li> <li>• In good standing with the City</li> </ul>	<ul style="list-style-type: none"> <li>• Benefits residents of Guelph</li> <li>• Non-profit generating (no personal gain)</li> <li>• Voluntary community group</li> </ul>	TBD	<ul style="list-style-type: none"> <li>• Benefits residents of Guelph</li> <li>• Incorporated non-profit (with or without charitable status)</li> <li>• Volunteer board of directors</li> <li>• Releases annual audited financial statements</li> <li>• In operation for at least one year</li> <li>• In good standing with City and its own governing bodies</li> </ul>	<ul style="list-style-type: none"> <li>• Mutually beneficial</li> <li>• Fosters community wellbeing</li> <li>• Protects public interests in the short and long term</li> <li>• Aligns with City strategy</li> <li>• Not done elsewhere in community (fills a gap/need)</li> <li>• Partner is incorporated; venture is non-profit generating</li> <li>• Multi-year</li> </ul>
<b>Exclusions</b>	<ul style="list-style-type: none"> <li>• Individuals</li> <li>• For-profit organizations</li> <li>• Political organizations</li> <li>• Other levels of government</li> <li>• No subletting is permitted</li> </ul>	<ul style="list-style-type: none"> <li>• Individuals</li> <li>• For-profit organizations</li> <li>• Political organizations</li> <li>• Other levels of government</li> </ul>	TBD	<ul style="list-style-type: none"> <li>• Individuals</li> <li>• For-profit organizations</li> <li>• Political organizations</li> <li>• Other levels of government</li> <li>• Programs that other levels of government have legislated responsibility for funding</li> <li>• Debt retirement, deficit reduction, depreciation or financing charges</li> <li>• Retroactive payments</li> <li>• Organizations whose activities could be deemed discriminatory as defined by the Ontario Human Rights Code</li> <li>• 100% of the budget of an activity</li> <li>• Secondary allocations</li> </ul>	<ul style="list-style-type: none"> <li>• P3s</li> <li>• Activities that impact City's collective agreements</li> </ul>

	<b>Facility Rental Discount Rates</b>	<b>Small \$ Value Waivers</b>	<b>Innovation Fund</b>	<b>Community Wellbeing Grants</b>			<b>Community-Benefit Agreements</b>
<b>Assessment (decision-making) criteria</b>	<ul style="list-style-type: none"> <li>Meets all eligibility criteria</li> <li>Funding availability</li> <li>Complies with City's policies and procedures</li> </ul>	<ul style="list-style-type: none"> <li>Meets all eligibility criteria</li> <li>Funding availability</li> <li>Complies with City's policies and procedures</li> </ul>	TBD	<ul style="list-style-type: none"> <li>Anticipated community impact</li> <li>Evidence of community support</li> <li>Evidence of financial need</li> <li>Evidence that request is appropriate for municipal funding</li> <li>Sound organizational track record</li> <li>Leverages additional resources</li> <li>No duplication</li> <li>Sustainability plan</li> <li>Held on City-owned or managed facilities, if applicable</li> <li>Funding availability</li> </ul>			<ul style="list-style-type: none"> <li>Anticipated community impact</li> <li>Evidence of community support</li> <li>Supports achievement of City's strategic goals and/or official/master plans</li> <li>Addresses unmet community needs</li> <li>Creates additional community and social service opportunities</li> <li>Enhances City operations and programming</li> <li>New or innovative approach</li> <li>Organizational capacity of partner(s)</li> <li>Partner(s) is committed to cause, and willing to commit resources</li> <li>Resource availability (financial and in-kind)</li> <li>Leverages additional resources</li> <li>Sustainability</li> <li>Overall return on investment</li> </ul>
<b>Accountability expectations</b>	Supplies list of board members, plus audited financials	n/a	TBD	Some acknowledgment expectations; brief evaluation report	Conversation midway; agreed-upon acknowledgment expectations; annual evaluation report	Ongoing conversation (site visit); agreed-upon acknowledgment expectations; comprehensive annual evaluation report	Spelled out in legal contract
<b>Appeal process</b>	n/a	n/a	TBD	In writing within 30 days to the Chair of the CIS Management Group, if a legitimate basis for appeal exists			n/a

## 5. Additional Opportunities

One of the important observations through the community consultations in Phase I was that community members see the City as far more than a funding agency. Many other ways of investing in the community were identified beyond simply offering grants, and it is important that the CIS highlight and strengthen non-monetary and in-kind supports.

This section highlights some of the key community investments that the City should continue/initiate, document and celebrate, in order to ensure that the CIS extends beyond traditional granting.

### 5.1 Space as a Community Asset

The most frequently identified community investment role for the City is to invest in community infrastructure. While this can include the construction and upkeep of cultural, recreational and social facilities such as arenas, parks and public squares, it can also involve watching for opportunities where existing facility and spatial assets could be used to leverage the work of the community benefit sector. Providing accessible office and meeting space, and/or giving priority to community groups when City assets become available for sale or rent are two examples of how this investment could occur. The way existing spaces are allocated should also be oriented so as to support the community benefit sector more intentionally.

### 5.2 Enhanced Community Knowledge

The City desires to target its investments in response to community needs, but in order to do so, it must ensure that it has adequate mechanisms and practices in place to know what those needs are. The City should invest in enhancing its capacity to collect and analyze community research and social planning data. Continuing participation at local planning tables and the community survey and indicator work being done as part of the CWI are positive examples of ways the City can accomplish this.



### **5.3 Facilitating Connections and Sharing Information**

Residents see an important role for the City in facilitating connections between community groups because of its position as the keeper of the “big picture.” Intentionally convening conversations, often between unlikely parties, is an investment in community building that the City is well positioned to offer. For example, through its other community reconnaissance activities, the City should be aware of disparate community groups with similar mandates or passions, and could organize a meeting for them to share ideas.

### **5.4 Marketing and Communications**

One specific suggestion that was made repeatedly when community groups were asked about the City’s best role was to provide enhanced support to marketing and communications efforts. The Fab 5 festival campaign was an example frequently cited, and there was considerable agreement that the City’s website could be used more effectively to promote community activities.

### **5.5 Inclusion and Accessibility**

Residents and staff were clear that another of the City’s roles is to ensure that activities in Guelph are inclusive of those who experience barriers to civic participation for a variety of reasons, such as poverty, disability, ethnicity, age or other forms of marginalization. The City should develop a strategy to foster inclusion, recognizing that the CIS might provide one vehicle for enacting that strategy.

### **5.6 Small Changes that Make a Big Difference**

At town hall gatherings, a number of ideas of other non-financial roles that the City could play that would enhance the impact of the community benefit sector were offered. Examples included: facilitating shared “back office” functions; profiling one community agency at a time on the City website; keeping a “playbook” of what has been funded and what types of support are available for new groups; inviting representatives from neighbouring communities to sit on the Grants Allocation Committee of Council; finding ways to make the City more fun; and helping community groups demonstrate the impact of their work more creatively.

## 5.7 Citizen Engagement

One of the values of the CIS is engagement. Guelph residents have been involved in the development of the CIS and should continue to have a voice in its evolution. The following is a list of potential opportunities for citizens to engage in the CIS as it moves forward:

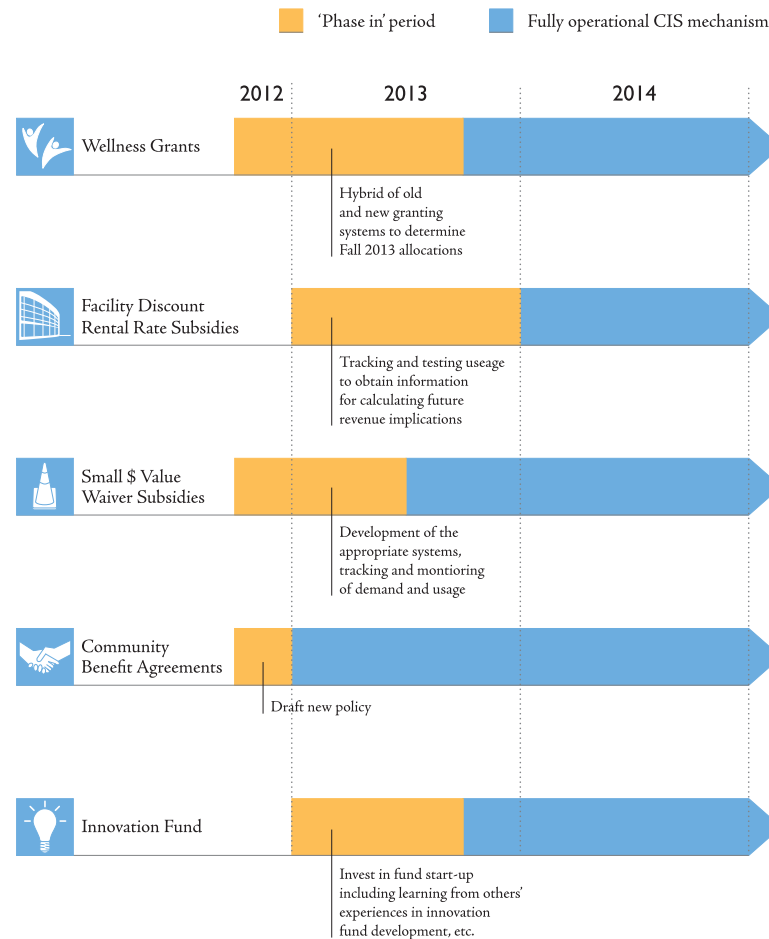
- Attending public information session(s) about the CIS, and in particular, the new granting process
- Applying to sit on the Grants Allocation Committee of Council
- Participating in the CWI
- Volunteering for a local community organization

Citizens should also be invited to participate in the funding priority setting processes, and in celebrating the successes and lessons of the CIS in creative and enjoyable ways as the strategy unfolds.

## 6. Implementation of the CIS

The above-mentioned Investment Program Framework (section 4) outlines the desired end state once the Program is fully operational. This section includes implementation details for all the CIS mechanisms (i.e. costing, staffing,

Figure 5 - Implementation Plan



communications, and auditing and tracking) to help the City make the transition from the current reality to the Investment Program as outlined.

## 6.1 Learning Years

It is recommended that the first few years (2012-2014) be treated, intentionally and explicitly, as a transition and learning period. This would allow adequate time for policy development, testing, tracking, staff training and orientation, financial planning, and communications. In addition, it would allow for sufficient notice to be given to affected community organizations.

During the learning years, it is recommended that the City track and monitor the effects of the new system (i.e. demand and use by particular user groups and sectors; whether the granting thresholds are appropriate; staffing implications; etc.), as this information will be needed to determine future budgets. In addition, it is suggested that during the learning years the boundaries among the direct funding categories be flexible so that resources can be shifted in response to community need and the quality of proposals received.

## 6.2 Implementation Plan, 2012-2014

It is envisioned that the implementation of the CIS be phased in over the next three years, and accompanied by thorough and frequent communications to community organizations, so as not to unduly jeopardize the financial health of their programs. A summary of key rollout dates and implementation activities is provided in Table 2 and Figure 5. For a more detailed implementation plan and timeline for August 2012 to December 2014, refer to Appendix H.

**Table 2 – Key Rollout Dates by CIS Mechanisms**

<b>CIS Mechanism</b>	<b>Date New Policy is Enacted</b>	<b>Implementation Details</b>
Community Wellbeing Grants	2013 (partial implementation to begin fall 2012)	<p>The new granting system should be fully operational by Fall 2013. In the interim, a hybrid of the old and new granting systems should be initiated in the fall of 2012 to determine the 2013 allocations (see 6.2.1 for detail).</p> <p>In 2013, notice should be given to those currently involved in reviewing grant proposals that</p>

<b>CIS Mechanism</b>	<b>Date New Policy is Enacted</b>	<b>Implementation Details</b>
		their roles may be changing, as well as the details of those changes.
Facility Rental Discount Rates	2014 (tracking and testing in 2013)	<p>The new discount rate policy should come into effect in 2014, as the City presently has many rental bookings already lined up for 2013. Any rental contracts that are in existence at the time the policy comes into effect should be honored at the more preferential rate.</p> <p>In 2013, the City should begin tracking and monitoring usage of the new discount rate(s) for all facilities, groups and sectors. This information will be needed to calculate the revenue implications of the new policy.</p>
Small Dollar Value Waivers	Mid 2013	<p>This mechanism should be implemented partway through 2013 to allow time for development of the appropriate systems.</p> <p>During the learning years, the amount of available funding for Small Dollar Value Waivers should be limited, and should be available on a first come, first served basis. For 2013, this amount should be set at 25 events (assumes a maximum waiver of \$100 per event). As with facility discount rental rates, the City should begin tracking and monitoring demand and usage in 2013. This information will be needed to calculate future budget requirements.</p>
Community Benefit Agreements	2013	<p>The new Community Benefit Agreement policy should be drafted in Fall 2012, as some existing agreements (e.g. Guelph Wellington Seniors Association) are due for review and renewal. The new policy and procedure should be rolled out in 2013. Any agreements with community organizations that are in existence at the time the policy comes into effect should be honored.</p> <p>In 2013, the CIS Management Group should identify existing civic celebrations and non-prescribed social service grants with which it would be appropriate to form Community Benefit Agreements, and then begin the process for doing so. Any dollars associated with events or grants that are not deemed eligible should be transferred to the Community Wellbeing Grants as part of the 2014 CIS budget allocation.</p>
Innovation Fund	2014	2013 should be used for the City to invest in the start-up of this Fund, including learning from others' experiences in innovation fund development, exploring partnership opportunities with potentially interested local stakeholders, and establishing governance and administrative structures for the fund, including a budget. Disbursements to support innovation in the community benefit sector should begin in late 2013.

### 6.2.1 Interim Wellbeing Grant Process

Timing for the full implementation of the new Community Wellbeing Grants process is dependent on a variety of factors, including the readiness of the CWI to be used for priority setting, the establishment of the new Grants Allocation Committee of Council, and the transition to online application and review processes. In the interim, a hybrid of the old and new granting systems should be initiated in the fall of 2012 to determine the 2013 allocations.

This amalgam should involve one-time funding requests for Categories One and Two only. The review process for Category Two (multi-year) and Category Three grants should be deferred till 2013, following the establishment of the new grants policy and the Grants Allocation Committee of Council, and appropriate funding should be placed into a reserve (see 6.3.5 for detail). In addition, fee waivers should no longer be offered.

Consideration should also be given to using the new eligibility and assessment criteria, as well as updating the application form and reporting/auditing requirements (see Appendices A and B).

## 6.3 Costing and Resource Allocation

### 6.3.1 Accounting for the CIS as a Whole

It is recommended that a new cost centre within Community and Social Services be set up for the CIS. This budget should include line items for four of above-mentioned investment mechanisms – Community Wellbeing Grants, Facility Discount Rental Rates, Small Dollar Value Waivers, and an Innovation Fund – plus a CIS Contingency Fund (see 6.3.4). The exception would be Community Benefit Agreements.

As with responsibility (see 6.4), any operational expenses associated with Community Benefit Agreements should reside in the respective departmental/program operating budget lines, and be part of the usual budget process. However, the costs associated with these agreements should be tracked and reported as part of the overall CIS to Council on an annual basis, in order to allow for a full accounting of the City's direct community investments (see Figure 6).

In the event that a future Community Benefit Agreement expires and a decision is made not to renew the contract, then any operating dollars associated with the agreement should remain in the respective department's operating budget.

### 6.3.2 Subsidized Budget Lines

Two of the line items in this new CIS cost centre – Facility Discount Rental Rates and Small Dollar Value Waivers – are considered to be subsidized budgets (foregone revenue). It is suggested that a new system, similar to the accounting system for affordable bus passes, be set up for these mechanisms, so that the value of the subsidy is transferred from the appropriate CIS budget line to the applicable facility (CLASS) budget line. The net impact on facility budgets should be zero.

For example, if the regular rental rate for ice is \$250, and a community organization receives a 25% discount off this rate, then the user should pay \$187.50 (75%) and the CIS budget should be charged \$62.50 (25%).

If user rates are raised in the future, then the CIS subsidy budget lines will need to be increased proportionally. For example, if the regular rental rate of ice time increased to \$300, the CIS budget would be charged \$75 (25%). Without such an overall increase in the CIS budget, there would be fewer subsidies available for community groups.

### 6.3.3 Resource Allocation amongst and within the Granting Pots

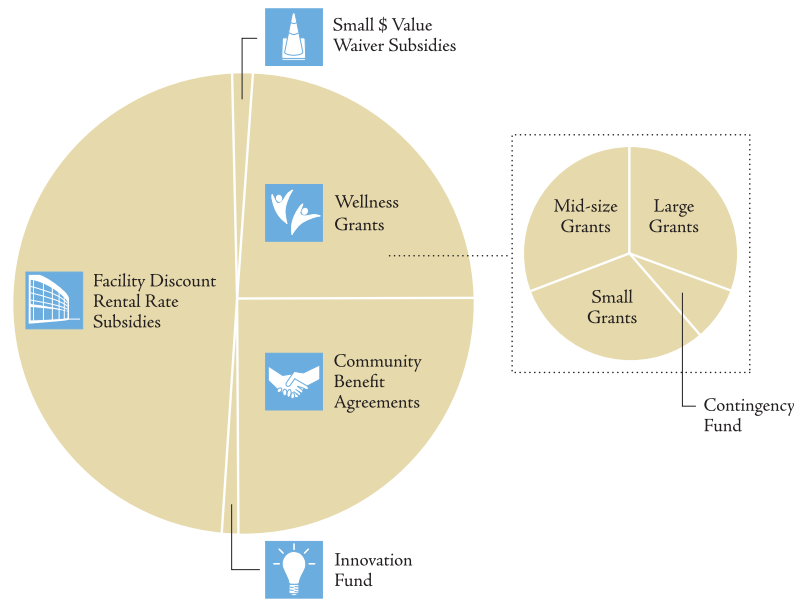
It is recommended that the amount of money that is available to be disbursed through the grant mechanisms be set during the annual budgeting process, and approved by Council. This amount should be based on data collected and tracked through the CIS (i.e. community need, demand, historical utilization, outcomes, etc.), as well as resource availability.

It is envisioned that a proportion of this grant funding would be set-aside for the Innovation Fund. Then, the remaining dollars would be split among the three Community Wellbeing Grant categories.

To start with, it is recommended that each category receive roughly one-third of the overall wellbeing grants allocation. This would allow for an appropriate equilibrium between small and large grants (i.e. lots of small grants and a handful of large ones), in keeping with the feedback from the community consultations held in Phase I. With respect to multi-year grants, a guideline should be put in place to ensure that previous years' commitments do not fully exhaust the Category Two and Three budgets in any given period.

With respect to the Category One funding pot (i.e. one-time grants of up to \$5,000 in value), which has two intake periods per year, two-thirds of the funding should be allocated during the first cycle, and the remaining one-third set aside for second review period. The rationale for this split is that requests in the first cycle may be up to 12 months in duration, whereas the

**Figure 6 - Resource Allocation**



second set would be for a maximum period of six months.

This information, along with the amounts that are already committed through multi-year allocations, should be forwarded to the Grants Allocation Committee of Council for consideration. It is important, particularly during the learning years, for the boundaries among the wellbeing funding categories be flexible so that the Committee can shift resources in response to community need and the quality of proposals received.

### 6.3.4 CIS Contingency Fund

At present, Council typically sets aside \$15,000 in the annual community grants budget for special requests. It is recommended that this practice continue, and that this money be used to address community emergencies. It is envisioned that funding decisions would be made by Council, in accordance with the Community Wellbeing Grant eligibility and assessment criteria.

### 6.3.5 Proposed Budget for 2013

In order to develop a budget estimate for 2013, a number of assumptions have been made. They are as follows:

- Funding for both operating and capital programs/projects will be included in the Community Wellbeing Grants
- The CIS requires adequate staffing and administrative support, but these costs will be addressed within existing positions until a review/assessment indicates otherwise
- The review process for Category Three Community Wellbeing Grants will be deferred, following the establishment of the Grants Allocation Committee of Council (i.e. only one-year Category One and Two funding requests will be accepted in the fall of 2012)
- During the learning years, the amount of available funding for Small Dollar Value Waivers will be limited, and will be available on a first come, first served basis. For 2013, this amount has been set at 25 events (assuming \$100 per event)
- The new Facility Rental Discount Rate policy will not come into effect till 2014; however, the potential financial impact of the new policy will be monitored and tracked in 2013

In keeping with the recommendations of the Phase I Report, it is envisioned that the CIS budget will remain unchanged in 2013. However, it is recommended that “direct funding” be pooled within the new CIS cost centre, and then redistributed among the new granting mechanisms, as illustrated in Table 3 below.

It is important to note that the 2013 budget estimate is based on historical practices, and should not be seen as the basis for moving forward. It is recommended that future budgets be informed by learnings from the data tracked and analyzed during the transition years, and be developed with the following considerations in mind:

- The CIS should receive an annual cost of living adjustments as do other City budget lines
- New money should largely be directed to the community, not administration
- As funding increases, the threshold for the wellbeing grant categories should be increased too



**Table 3 – Current and Proposed CIS Budget**

Current Budget (2011-2012)			Proposed Budget (2013)		
Existing Community Investment Mechanisms	Direct Funding (grants & waivers)	Subsidies (foregone revenue)	NEW CIS Mechanisms	Direct Funding (grants)	Subsidies (foregone revenue)
Health & Social Service Grants	\$56,300		Wellbeing Grants (operating and capital)	\$375,400 <sup>2</sup>	
Arts & Culture Grants	\$73,500				
Community Event Grants	\$95,600				
Capital Grants	\$400,000				
			Innovation Fund	\$50,000	
Special Projects	\$15,000		Contingency Fund	\$15,000	
Existing Agreements	\$1,200,000		Existing Agreements	\$1,200,000 <sup>3</sup>	
Facility Discount Rental Rates		\$1,200,000	Facility Discount Rental Rates		\$1,200,000 <sup>4</sup>
			Small \$ Value Waivers		\$2,500
<b>TOTAL</b>	<b>\$1,840,400</b>	<b>\$1,200,000</b>		<b>\$1,640,400</b>	<b>\$1,202,500</b>

<sup>2</sup> During the budgeting process, \$200,000 from the original capital grants line was withdrawn for 2013. It is recommended that this funding be reinstated in the future.

<sup>3</sup> For a complete listing of existing agreements, refer to Appendix G. In 2013, it is recommended that the CIS Management Group identify existing civic celebrations and non-prescribed social service grants with which it would be appropriate to form Community Benefit Agreements, and then begin the process for doing so. Any dollars associated with events or grants that are not deemed eligible should be transferred to the Wellbeing Grants as part of the 2014 CIS budget allocation.

<sup>4</sup> The 2013 budget figure for Facility Discount Rental Rates is based on the current rates and usage by youth, school, disability and neighbourhood groups. It does not include the usage of the River Run Centre and the Sleeman Centre (ticketed-events) by arts groups and other community organizations. It is recommended that the financial impact of the new policy be assessed in 2013.

## 6.4 Staffing

The Investment Program Framework calls for City personnel to play continued or enhanced roles in areas such as community navigation, grants administration, account management, social planning, communications, and monitoring and evaluation.

A listing of new roles and responsibilities required to support the CIS can be found in the tables 4 and 5 below. It is recommended that these functions be addressed within existing positions until a review/assessment indicates otherwise. It should be noted that this list does not refer to existing functions like Event Planning and Facility Booking, which although critical to the success of the CIS, are not envisioned to change. Rather, these staff should receive additional orientation and training re the CIS to help City staff understand the importance of their roles as facilitators of community wellbeing and innovation.

**Table 4 – CIS Staffing Responsibilities**

<b>New CIS Duties</b>	<b>Description of Tasks</b>	<b>Individuals to be Involved</b>	<b>Accountability</b>
Policy Development	Draft policies, procedures, application forms, terms of reference, conflict of interest guidelines, delegates of authority, etc. May also include developing a business process map for the CIS.	Research Policy Analyst; Internal Auditor	General Manager of Community Engagement and Social Services
Initial Triage	Handle incoming inquiries (electronically, in-person and by telephone) regarding activities that might qualify for CIS support. Send eligible ideas to applicable Community Navigator.	Service Guelph; Facility booking staff	Manager of Business Services
Community Navigation	Assist community organizations to navigate their idea through City Hall, from start to finish. Act as the City liaison for Community Benefit Agreements. May also be called upon to review funding applications (within their area of expertise) and provide some initial analysis and context to assist community Reviewers in their role.	City staff with particular sectoral expertise (i.e. sports, arts and culture, social services etc.)	Managers of Culture and Tourism; Community Engagement and Social Services; and Parks and Recreation
Grants Administration	Liaise with funded groups, social planning, assist with community navigation, and provide administrative support to the Grants Allocation Committee of Council. This	Social Services Policy and Program Liaison and Administrative Support	General Manager of Community Engagement and Social

New CIS Duties	Description of Tasks	Individuals to be Involved	Accountability
	should include: <ul style="list-style-type: none"> <li>• Checking all funding applications for eligibility and completeness, assigning ID#,s, etc.</li> <li>• Scheduling meetings and enforcing deadlines</li> <li>• Arranging interviews or site visits</li> <li>• Monitoring and follow-up, compliance and reporting with grantors</li> <li>• Preparing staff reports for Council</li> <li>• Coordinating the appeals process</li> </ul>		Services
Communications	Develop and implement a communications strategy, and a staff orientation program. Updating the website to include online application forms and review processes.	Research Policy Analyst; Social Services Policy and Program Liaison; Communications; IT; Business Services	General Manager of Community Engagement and Social Services
Accountability and Oversight	Overseeing the implementation plan, the communications strategy, the priority setting process for grant funding, costing and resource allocation, the appeals process, and ongoing evaluation and monitoring.	CIS Management Group: <ul style="list-style-type: none"> <li>• General Manager, Community Engagement and Social Services</li> <li>• General Manager, Culture &amp; Tourism</li> <li>• General Manager, Finance</li> <li>• General Manager, Legal Services</li> <li>• General Manager, Parks and Recreation</li> <li>• General Manager, Public Works</li> <li>• Manager, Business Services</li> </ul>	Executive Director of Community and Social Services

**Table 5 – CIS Management Roles and Responsibilities**

<b>CIS Mechanism</b>	<b>Lead Responsibility</b>
Community Wellbeing Grants (3 categories)	General Manager of Community Engagement and Social Services
Facility Discount Rental Rates	Jointly managed by the Manager of Business Services, General Manager Culture and Tourism, and General Manager of Parks and Recreation
Small Dollar Value Waivers	Manager of Business Services
Community Benefit Agreements	Various <sup>5</sup>
Innovation Grants	General Manager of Community Engagement and Social Services

## 6.5 Communication Strategy

Based on the experiences of other comparable municipalities, internal compliance and external lack of awareness are two of the biggest risk factors when it comes to implementing a new CIS. A communication strategy should therefore be put in place to inform and educate staff, Councillors, community organizations and the general public about the new CIS. Consideration should also be given to presenting the outcome of this CIS development process more widely among other municipalities, particularly those who participated in the earlier review of promising practices.

Generally speaking, in order to foster a culture of integrity and stewardship, the City should publicize all available grants and non-monetary investments, policies and procedures, performance indicators, funding priorities, resource availability, user rates and fees, applicable services/products for small dollar value waivers, etc. proactively and as early as possible. Other communications-related ideas include the following:

- Given the fact that many community groups plan their programming, fee schedules and book facilities up to a year in advance, new policies should be communicated at least six months prior to their commencement
- Staff should meet with individual groups who may be impacted by policy changes directly (e.g. community benefit agreements, civic celebrations, etc.)
- A public information session should be held prior to the call for grant proposals to answer any questions
- Communication materials specifically for City Councillors should be created, and an information session should be offered

<sup>5</sup> Each Community Benefit Agreement should be housed and administered by the most relevant department, and an “Account Manager” should be identified. For example, the agreement with MacDonald Stewart Art Centre should reside with Culture and Tourism, whereas Snow Angels should reside with Operations. For agreements that cross multiple departments, a lead department should be identified.

- The City's website should be updated to reflect CIS content. Electronic applications (for various mechanisms) as well as information about current policies, user fees and rates, should be readily available.

Once the CIS is up and running, the focus of communications should shift to sharing and celebrating the success and outcomes of the CIS.

## 6.6 Evaluation

It is recommended that the City approach the CIS with a learning orientation, as an opportunity to engage the community benefit sector, to celebrate what's been learned (both positive and negative) and to make ongoing improvements to the CIS.

Evaluation indicators, in alignment with the eight domains of community wellbeing, should be established to assess funding outcomes. Direct funding recipients should be required to submit an annual evaluation report outlining their outcomes against these performance measures. The elements (details) of the evaluation reports should vary according to the funding category (i.e. Category Three evaluation reports should be more comprehensive than Category One). It is envisioned that a report summarizing the overall evaluation results would be reported to Council and the Grants Allocation Committee of Council on an annual basis.

As mentioned above, the City should begin tracking, auditing and reporting on the demand and usage of all CIS mechanisms effective immediately. This information should be used to determine future resource needs, as well as form the basis for Council reports about the impact the City's direct contributions to the community benefit sector have made.

Other evaluation activities should include:

- Setting up a centralized database(s) to track and flag required documents for discount rental contracts and Community Benefit Agreements
- Updating the CLASS system to track the demand and usage of applicable CIS mechanisms, according to the new rental classification system as well as by select user groups
- Auditing Community Benefit Agreements
- Conducting a utilization review of the Community Wellbeing Grants process (i.e. actual versus requested allocations by category, by sector and by funding priorities; monitoring outcomes according to the wellbeing domains; etc.). And

sharing these results with the Grants Allocation Committee of Council so that they can make better decisions in the future.

- Regularly reviewing CIS policies, and conducting a full review of the CIS every three to five years

## 6.7 Potential Implementation Challenges

As with any new initiative, transitioning to a new system may result in challenges along the way. This section highlights some of the assumptions, dependencies and changes that have been made, with brief suggestions of how challenges could be mitigated if they come up.

- Some components of the Investment Program Framework are dependent upon other corporate initiatives such as the CWI, the Business Development Framework, and the User Rates and Fees study. City staff should ensure that those initiatives happen as intended, and remain linked and in alignment with the CIS.
- Currently the CIS only applies to Community and Social Services. Unless or until the CIS is applied Citywide, a risk exists for its integrity to be undermined by community groups circumventing the CIS process and using other non-aligned channels.
- There has been a lack of clarity around whether the City should fund health-related initiatives because health is considered to primarily be a responsibility of the provincial government. In fact, municipalities play a key role in supporting health through activities aimed at achieving healthy communities, healthy cities, and healthy environments. In accordance with the CWI, health in the municipal context should be broadly defined to include the social determinants of health<sup>6</sup>, and therefore, health requests should be considered alongside social, cultural and recreational ones. However, the City should not support programs that other levels of government have legislated responsibility for funding. Applicants should be responsible for providing evidence that their request is appropriate for municipal support (e.g. for health related requests, organizations should include a letter confirming the extent to which other levels of government support the request). See Appendix F for more information.

---

<sup>6</sup> The social determinants of health are the economic and social conditions – and their distribution among the population – that influence individual and group differences in health status. They are risk factors found in one's living and working conditions (such as the distribution of income, wealth, influence, and power), rather than individual factors (such as behavioural risk factors or genetics) that influence the risk for a disease, injury, or vulnerability to disease or injury (Wikipedia, 2012).

- Many capital projects (particularly health infrastructure ones) are expensive, and so multiple funding partners are required to make the project a reality. Municipal support is often vital in leveraging other levels of government funding. Even if the City’s contribution represents only a small proportion of the overall budget, it provides a level of endorsement that can be critical to the success of a capital campaign. The City should be more strategic and proactive with respect to identifying community infrastructure needs; for example, the City should work with community organizations to develop a long-range (5-year) list of capital needs, which should inform the budget allocation process for the Community Wellbeing Grants. See Appendix F for more information.
- There have been some concerns expressed regarding the ability of a single review panel to adjudicate grants from multiple sectors. In addition to a fair review process, guidelines and priorities should be provided to reviewers that make it clear that Guelph residents are supportive of a “complete community” where diverse priorities and a range of needs are met.
- One of the primary beneficiaries of the City’s current subsidy policy has been youth groups. It is anticipated that some may question the proposed elimination of the current youth non-profit rate in favour of an overall community benefit rate. The City’s vision and strategic directions do not identify youth (or any other demographic group or sector) as a priority, and thus, there is no foundation upon which to warrant a preferred rate for one user group over another. In fact, the City’s *Strategic Master Plan for Recreation, Parks and Culture* (July 2009) calls for: “A complete community with affordable services and programs for people of all ages, including children, youth, adults, and seniors.”

In order to address concerns about how particular community groups may be affected by the changes outlined in this report, City staff should identify and meet with those groups proactively in order to discuss the real implications of the CIS on their work rather than waiting for complaints, perhaps based on perceptions or partial information, to come to them.

## 7. Conclusion

In conclusion, the CIS project has been undertaken in order to provide the City with a strategic and operational framework that improves how the City funds, supports and partners with community organizations. The resulting Strategic Policy and Investment Program Framework is about more than simply offering grants. It calls for leveraging municipal resources wisely, ensuring proportionality between the resources being disbursed and the work required to do so, in pursuit of community wellbeing.

A considerable amount of staff time and capacity will be required for the CIS to be phased in over the next three years. In the context of limited time, restricted resources and competing priorities, it is recommended that the City make a conscious decision to allow the CIS to find its way to the top of priority lists over the next months.



## Appendices

## Appendix A – Policy Parameters for Community Wellbeing Grants

### Purpose

Up to now, the City has reviewed community grant applications through a variety of means. Special events grants have been assessed by a mixed panel comprised of staff and citizens, primarily representing tourism interests. Arts and culture grants have been adjudicated by a community panel overseen by the Guelph Arts Council on the City's behalf. Social service grants, which were previously adjudicated by the United Way on the City's behalf, have in recent years been handled by a staff committee within Community and Social Services. Requests for capital funding (primarily related to health) have been treated separately, through delegations to Council. The eligibility, assessment processes, and evaluation criteria among these streams and have differed to varying degrees.

The CIS should bring these four granting streams together into an integrated, multi-disciplinary process that allows for a more holistic approach to community investment. The work involved for applicants should be proportional to the resources requested. Multi-year grants should be introduced. And as mentioned above, capital projects should be considered alongside requests for operating, program and event costs.

### Priority Setting

The focus for the Community Wellbeing Grants should be based on funding priorities that are in alignment with the City's strategic plan and the CWI. A priority setting process, which is overseen by the CIS Management Group, should occur every three years.

To begin with, a list of potential funding priorities should be generated by City staff. This list should be based on the following three interrelated streams of data:

1. Priorities for community impact as determined through the CWI
2. Formal and informal community research and/or social planning data
3. The City's strategic and master/official plans

Ideally, these three streams should be in strong alignment with each other, particularly to the extent that community research data informs the CWI.

The potential funding priorities might involve current and emerging community issues and needs, preferred programs, sectors, approaches, or whatever other guidelines the City consider to be important.

Once a list of options has been generated, a priority-setting process that incorporates the following should be clearly defined:

- Criteria on which to compare options (e.g. importance, urgency, reach, impact)
- The method for ranking options (e.g. dotmocracy, paired comparisons, grid analysis)
- Roles and expectations of all involved (e.g. are “votes” binding, or simply recommendations?)

This process should involve consultation with City Councillors, staff, other funding bodies, community organizations, and residents. Consideration should be given to appointing a neutral facilitator who is familiar with the community, and who is skilled in navigating differences of opinions, drawing out those whose voice might at times be lost, and managing any conflict or issues that might arise during discussion. Being able to manage both the process and the people will help ensure that the priorities set are not only the right ones, but also endorsed by relevant stakeholders.

The resulting funding priorities should then be reviewed on annual basis in advance of the budgeting process so that they can inform allocation decisions (see section 6 for information on costing and resource allocation).

### **Proposed Policy Statement**

The Community Wellbeing Grants should support community activities aligned with the funding priorities (described above).

The CIS budget apportioned to Community Wellbeing Grants should be divided into three categories:

- 1) One-Time Grants of \$100-\$5,000 in value
- 2) One-Year Grants of \$5,000-\$50,000 in value; or Two-Year Grants of \$100-\$50,000 per year
- 3) Grants valued at more than \$50,000

### Category One

Category One should provide one-time grants of \$100-\$5,000 in value to community organizations aligned with the City's wellbeing funding priorities. (Organizations requesting more than one program/project grant should apply through Category Two.)

All applicants should submit a simple, online application form (see Appendix B). Organizations should be able to re-apply for the same initiative (in this category) for no more than three consecutive years (after which time, organizations should apply for a multi-year grant through Category Two).

A proposal call for Category One grants should be issued twice per year (see funding timeline below). Organizations that have applied for funding in round one should be eligible to re-apply in round two, if the request is for a new initiative or was not successfully funded previously (i.e. top-up funding for a request that received support in round one should not qualify).

### Category Two

Category Two should provide both one-year grants of \$5,000-\$50,000 in value; or two-year grants of \$100-\$50,000 per year to community organizations aligned with the City's wellbeing funding priorities.

Organizations should be eligible to apply for funding to support more than one program/project, if the agency's combined request totals less than \$50,000 per year. Organizations requesting more than \$50,000 in funding support from the City (regardless of the number of programs/projects) must apply through Category Three.

Organizations should complete a more extensive on-line application form, and may be required to attend an interview (see Appendix B).

A proposal call for Category Two grants should be issued once per year (see funding timeline below). Two-year grants should be conditional on funding availability<sup>1</sup> and annual budget approval by City Council.

### Category Three

Category Three should provide funding grants (of up to 4 years) valued at an *average* of over \$50,000 per year, to community organizations aligned with the City's wellbeing funding priorities (e.g. \$55,000 for 2 consecutive years; or \$30,000 in year 1

---

<sup>1</sup> A guideline should be put in place to ensure that multi-year commitments do not fully exhaust the Category Two and Three budgets in any given year.

and \$75,000 in year 2).

Organizations should complete a detailed application form and attend an interview (see Appendix B). For each individual program/project request of more than \$50,000, a business case should also be required.

A proposal call for Category Three grants should be issued once per year (see funding timeline below). Multi-year grants should be conditional on funding availability and annual budget approval by City Council.

### Eligibility & Assessment Criteria

Table A1 outlines the criteria that the City should use to determine allocations.

**Table A1 – Criteria for Community Wellbeing Grants**

Eligibility Criteria	Exclusions	Assessment Criteria
<p><u>All</u> criteria must be met in order to qualify for support:</p> <ul style="list-style-type: none"> <li>• Benefits residents of Guelph</li> <li>• Incorporated non-profit (with or without charitable status)</li> <li>• Volunteer board of directors</li> <li>• Releases annual audited financial statements</li> <li>• In operation for at least one year</li> <li>• In good standing with the City of Guelph</li> </ul>	<p><u>Not</u> eligible for support if <u>any</u> of these characteristics apply</p> <ul style="list-style-type: none"> <li>• Individuals</li> <li>• For-profit organizations</li> <li>• Political organizations</li> <li>• Other levels of government</li> <li>• Programs that other levels of government have legislated responsibility for funding</li> <li>• Debt retirement, deficit reduction, depreciation or financing charges</li> <li>• Retroactive payments</li> <li>• Organizations whose activities could be deemed discriminatory as defined by the Ontario Human Rights Code</li> <li>• 100% of the budget of an activity</li> <li>• Secondary allocations (i.e. proceeds from the City-funded component of the program/event are allocated to other community groups)</li> </ul>	<p>To be used by reviewers to assess funding proposals:</p> <ul style="list-style-type: none"> <li>• Anticipated community impact</li> <li>• Evidence of community support</li> <li>• Evidence of financial need</li> <li>• Evidence that request is appropriate for municipal funding</li> <li>• Sound organizational track record</li> <li>• Leverages additional resources</li> <li>• No duplication</li> <li>• Sustainability plan</li> <li>• Held on City-owned or managed facilities, if applicable</li> <li>• Funding availability</li> </ul>

## Review Panel and Delegates of Authority

A Grants Allocation Committee of Council should be established to review grant applications. This Committee should be comprised of multi-disciplinary community experts, and should operate according to clear Terms of Reference that includes procedures for selection and succession, as well as conflict of interest guidelines. This Committee should have the delegated authority to make funding decisions, once Council has approved the size of the overall granting budget each year.

Staff support for this Committee (and grants administration) should be provided by staff in Community Engagement and Social Services. In addition, City staff with particular sectoral expertise (e.g. sports, arts and culture, social services, etc.) may be called upon to provide assistance and advice to the Committee (for more details about staffing roles and responsibilities, refer to section 5.4).

## Procedure

1. The City should issue a funding call, outlining the amount of available funding and annual priorities, at least six weeks prior to the submission deadline. Consideration should be given to holding a public meeting for prospective applicants to clarify the granting criteria and process.

Before applying, community organizations should be encouraged to speak to the City's grants coordinator and/or relevant community navigator (staff member with sectoral expertise) to obtain as much information as possible, receive advice about eligibility, be linked with other organizations that may be engaged in similar work, etc.

2. All organizations should complete an on-line funding application form; the elements (details) of which should vary according to the funding category (see Appendix B). Each organization should demonstrate how the expected results would serve the residents of Guelph as well as impact community wellbeing (see assessment criteria above). Late submissions should not be accepted.

Proposals for community events/programs being held on City-owned or managed properties should be eligible for facility rental discount rates, and these discount rates should be accounted for in the budget of their funding applications.

3. City staff should review the applications for eligibility and completeness.

Where applicable, City staff should provide supplementary contextual information to assist reviewers with their decision-making.

4. The grants coordinator should distribute the proposals (business cases) and staff notes to the reviewers. All Committee members should have access to all complete funding applications, but at least two reviewers should be identified as having primary responsibility for each proposal. The grants coordinator should recommend review teams (pairs) from within the Committee to the Committee Chair<sup>2</sup>.
5. An interview (or site visit) should be arranged to discuss applications to Categories Two and Three, at the discretion of the reviewers.
6. The primary reviewers should prepare a critique based on a template, score the proposal based on a High/Medium/Low scale, and recommend a level of funding. These recommendations should be compiled by the grants coordinator, and circulated to all Committee members for review.
7. The full Committee should review the recommendations, and determine what level of scoring is required to qualify for further deliberation. Those proposals scoring above the threshold should be considered by the full committee, in the context of the funding priorities, assessment criteria and available resources.
8. The decision of the Committee is final and the reasons for the decision should be provided to the applicant.

Applicants should be welcome to discuss the reasons for funding being denied with the City's grants coordinator, who should be able to provide guidance with respect to any future applications.

---

<sup>2</sup> Consideration should be given to ensuring that each review team has appropriate sectoral expertise (i.e. a reviewer with an arts background should be involved in assessing proposals from an arts organizations), and that the workload is equitable (i.e. the reviewers of Category One proposals should review more applications than the reviewers of Category Three proposals). Multiple requests from one organization should be assessed by the same review team.

## Appeals

Appeals should be made in writing, within a set amount of time, to the Chair of the CIS Management Group<sup>3</sup>. The appeal should describe a flaw in the review process such as bias, conflict of interest, or factual error that could have substantially altered the outcome. Dissatisfaction with the funding decision should not constitute a legitimate basis for an appeal.

## Timeline

Category One grants should be available twice per year; Category Two and Three grants should be available only once per year. The total amount of funding available and the application deadlines should be published each year, but in general, the timeline should be as follows:

**Table A2 – Community Wellbeing Grants Timeline**

	<b>Category 1, 2 and 3</b>	<b>Category 1 (round two)</b>
Request for proposal (funding applications) released	Early August	Early March
Preparation of proposals by community organizations	August/September	March/April
Application deadline	Late September	Late April
Applications reviewed by City Grants Administrator for completeness	September/October	April/May
Applications assessed by Grants Allocations Committee of Council (interviews held)	October/November	May/June
Applicants notified of funding decisions	December	June
Appeals process	December	June
Finalization of funding contract	January	July
Funding period	January – December (Multi-year grants should be conditional on annual budget approval by City Council.)	July - December

<sup>3</sup> Alternatively, appeals could be considered by Council.



## Accountability Expectations

Evaluation indicators, in alignment with the eight domains of community wellbeing, should be established to assess funding outcomes. Grant recipients should be required to submit an annual evaluation report outlining their outcomes against these performance measures. The elements (details) of the evaluation reports should vary according to the funding category (i.e. Category Three evaluation reports should be more comprehensive than Category One). The overall evaluation results should be reported to Council and the Grants Allocation Committee of Council on an annual basis.

The grants coordinator should be responsible for reviewing the approved funding agreements for compliance.

All grant recipients should acknowledge City support in appropriate ways, such as in marketing and communication materials. Acknowledgement expectations should be outlined in funding agreements.

## Appendix B – Guidelines for Community Wellbeing Grant Applications

Funding application forms for the Community Wellbeing Grants requirements should differ according to the funding category.

All applicants should be required to submit:

- An organizational profile (e.g. contact information, mission/vision, etc.)
- List of current volunteer board members
- Proof of incorporation
- Most recently audited financial statement
- Budget form (for each program request showing actual/anticipated funding sources, plus quotations for each capital expense over \$5,000)<sup>4</sup>
- Declaration from an authorized signing officer

Category One applicants should also be required to submit a brief program request form that should address the following:

- Purpose (what you want to do with the funding)
- Scope of work (brief description of proposed activities, where it will take place, who will be served, etc.)
- Deliverables (how the event will foster community wellbeing, how you will know you have been successful, etc.)
- Timeline (when the event will take place)
- Cost (how much financial support you are seeking)

Category Two applicants should be required to submit a more detailed application form for each program request. In addition to Category One requirements, this may include:

- Rationale (evidence of need, why the City should fund this, why you are the right organization to do this work, why this project needs to happen now)
- Correlation with funding priorities (how this initiative aligns with the City's strategic plan and annual funding priorities, what will be the anticipated community impact)
- Evaluation plan (what measurements will help you determine if you have been successful)

---

<sup>4</sup> Consideration should be given to using a budget form consistent with other funders (e.g. CADAC).

- Partnerships, if applicable (what other organizations are contributing, what role they will play)
- Volunteers (roles they will play, how they will contribute to the work)
- Sustainability (whether activities will continue beyond the time of your grant request; for capital requests - plan to maintain and replace the equipment)

Category Three applicants should prepare a Business Case, consistent with the City’s emerging “Business Development Framework”, for each program/project request over \$50,000. In addition to Category One and Two requirements, this may include:

- Justification of community need
- A description of the specific objectives to be achieved
- A statement of the benefits and risks that address the concerns of all relevant stakeholders (value proposition)
- Project plan and schedule, and key milestones
- Roles and responsibilities
- Project controls and reporting schedule
- Evidence of public support

### **Reporting and Recognition Requirements**

Successful applicants should be required to provide evaluation reports (the elements of which should vary according to the funding category), to assist the City with tracking and reporting results and accomplishments. Each Letter of Agreement should include a reporting schedule. Grant payments should be dependent on the submission of timely reports.

In order to be transparent in its distribution of public funds, all grantees should be required to recognize the City’s support. This includes recognition in all printed materials, such as annual reports and news releases, and at all events such as public announcements and award presentations. Specific recognition requirements should be outlined in a Letter of Agreement.

## Appendix C – Policy Parameters for Facility Rental Discount Rates

### Purpose

One niche that the City fills in the community is as the supplier and custodian of recreational and cultural facilities. In order to foster community wellbeing and in accordance with the City’s *Strategic Master Plan for Recreation, Parks and Culture* (July 2009) public facilities owned and operated by the City should be accessible and affordable for all community groups. This is perhaps the City’s most significant community investment, as it provides community organizations with the spaces to do what they do best.

At present, the City offers facility-use subsidies for pre-approved user groups (e.g. youth, disability and neighbourhood groups). Some of the existing subsidy policies are over 20 years old, and in certain cases are not reflective of current practices. Under the CIS, the City should offer harmonized discount rates across sectors, demographics and facilities.

### Proposed Policy Statement

Approved community organizations should receive a discount rate on the City of Guelph’s approved schedule of “User Rates and Fees” when renting City owned and/or managed properties/facilities. This subsidy should be applicable for rental rates only, for the purposes of organizational meetings and group-oriented activities; it should not be applied to staff and service costs.

### Eligibility & Assessment Criteria

Table B1 outlines the criteria that the City should use to determine if community organizations qualify for support.

**Table B1 - Criteria for Facility Rental Discount Rates**

Eligibility Criteria	Exclusions	Exceptions
<p>All criteria must be met in order to qualify for support:</p> <ul style="list-style-type: none"> <li>Benefits residents of</li> </ul>	<p>Community organization are <u>not</u> eligible for support if any of these characteristics apply:</p>	<ul style="list-style-type: none"> <li>An unincorporated community organization could apply under the sponsorship of an incorporated non-profit organization that meets all the eligibility criteria. The sponsoring organization should sign the rental/funding contract, and assume all responsibilities, including insurance</li> </ul>

Eligibility Criteria	Exclusions	Exceptions
<p>Guelph</p> <ul style="list-style-type: none"> <li>• Incorporated non-profit (with or without charitable status)</li> <li>• Volunteer board of directors</li> <li>• Releases annual audited financial statements</li> <li>• In operation for at least one year</li> <li>• In good standing with the City of Guelph</li> </ul>	<ul style="list-style-type: none"> <li>• Individuals</li> <li>• For-profit organizations</li> <li>• Political organizations</li> <li>• Other levels of government</li> </ul> <p>Subletting of space is not permitted.</p>	<p>obligations.</p> <ul style="list-style-type: none"> <li>• A commercial (private, for-profit) organization that is hosting an activity to benefit a charitable cause could be eligible for facility discount rental rates if: <ul style="list-style-type: none"> <li>a) The private organization applies for the rental rate under the sponsorship of a registered charity that meets all the eligibility criteria. The sponsoring charity should sign the rental contract, and assume all responsibilities, including insurance obligations; OR</li> <li>b) <i>Applicable only for ticketed events where the City is the exclusive ticketing agency</i> - The charity should sign a letter of support (on organizational letterhead) indicating that the event is a fundraiser to benefit them. A representative of the charity should attend the event. All promotional material (i.e. posters, newspapers ads, etc.) should acknowledge the charity. Promotional space should be provided in the lobby for the charity. All ticket proceeds should be payable directly to the charity.</li> </ul> </li> </ul>

### Discount Rate Classifications

The following is a proposed classification system for determining which types of community organizations should be eligible for Facility Rental Discount Rates.

**Table B2 – Discount Rate Classifications**

Category	Definition	Examples	Eligible for Discount Rate?
City of Guelph programs	An activity that is organized and run by the City of Guelph.	– City of Guelph summer camps or swimming lessons	No
Guelph-based Community Organizations	An activity that is organized by a community organization that is located in Guelph and/or is mandated to serve Guelph as part of its catchment area. The activity may involve the sale of goods or	– Guelph Jazz Festival – Guelph Giants Hockey – Guelph Youth Soccer	Yes

Category	Definition	Examples	Eligible for Discount Rate?
	services or may require a registration fee prior to participation, but all proceeds must be used exclusively to achieve the organization's mission.	<ul style="list-style-type: none"> <li>- Stanley Stick Hockey Association</li> <li>- Volunteer Centre of Guelph/Wellington training workshops</li> </ul>	
Out-of-area Community Organizations	An activity that is organized by a community organization that is not located in Guelph. The activity must benefit residents of Guelph, by involving residents of Guelph and/or providing an economic development/tourism benefit to the community. The activity may involve the sale of goods or services or may require a registration fee prior to participation, but all proceeds must be used exclusively to achieve the organization's mission.	<ul style="list-style-type: none"> <li>- KW symphony</li> <li>- Provincial softball tournament</li> </ul>	Yes
Private groups	An activity that is non-profit generating, and is intended for select members of the community. May be organized by an individual or group.	<ul style="list-style-type: none"> <li>- Men's recreational hockey</li> <li>- Pool rental for private birthday party</li> <li>- Weddings</li> </ul>	No
Commercial Organizations	An activity that has the intent of generating a profit and/or is organized by a private enterprise. The activity may involve the sale of goods or services or may require a registration fee prior to participation.	<ul style="list-style-type: none"> <li>- Private dance studio recitals</li> <li>- Live Nation Concert</li> <li>- Co-operator's meetings</li> </ul>	No
Non-resident	An activity that does not primarily serve the residents of Guelph. May be organized by an individual or group (private or non-profit).	<ul style="list-style-type: none"> <li>- Cambridge Youth Soccer</li> </ul>	No

Although it is beyond the purview of the CIS, this project unveiled a number of questions about the City's provision and allocation of sports and recreation facilities and fields (e.g. Should community organizations get priority over private groups? Should youth groups receive priority access over adult ones? If there is more than one community group per sport, should the City enter into rental agreements with both groups?).

It is understood that the development of an Affiliation/Allocation Policy is pending the outcome of the CIS. Consideration should be given to using this same classification system (Table B2) for determining space allocation priorities.

### Setting the Discount Rate

The City of Guelph is in the process of reviewing its User Rates and Fees. Phase 1 of this study, which is currently underway, is investigating the direct and indirect costs associated with providing all Community and Social Services programs, services and rentals offered to the community. Phase 2, which is anticipated to start later in 2012, will be a public policy pricing strategy. This latter phase will involve an exploration of what proportion of fees should be tax supported versus user pay.

Through the CIS discussions, a number of factors were identified which should be taken into account in this study. These include:

- Market value
- Affordability
- Operating costs
- Revenue requirements
- Comparator rates (e.g. University of Guelph, Marden, etc.)
- Facility type (i.e. meeting rooms, sports fields, ice pads, pools, parklands, concert halls, etc.)
- User groups (i.e. youth, adult, seniors, etc.)
- Internal usage (for city programming)
- Demand
- Frequency of use (i.e. number of hours per year/month/week)
- Time of use (i.e. peak versus non-peak hours/days/seasons)
- Overall amount of CIS budget available to support community benefit (non-profit) discount rates

Given the impacts the base rental price will have on community demand, usage and affordability, it is imprudent to set the discount rate(s) for community organizations at this time. Instead, target ranges have been identified (see table B3 below). The finalization of these rates should be part of Phase 2 pricing strategy.

**Table B3 – Target Ranges for the Discount Rental Rates**

	Community Facilities	Premier Facilities <sup>5</sup>
Guelph-based Community Organizations	35-45%	25-35%
Out-of-area Community Organizations	25-35%	15-35%

### Procedure

Current procedures for booking facilities should continue to apply. City staff with booking authority should apply the discount rate to any rental that meets the eligibility criteria. Consistent with current practice, there should be no cap on discounts granted per group or per year.

A new database should be established to track all required documents for approved groups (i.e. incorporation numbers, audited statement, lists of volunteer board of directors). It should be housed centrally, and include a feature that flags when relevant information expires, so that it only needs be updated once a year at maximum.

### Accountability Expectations

Community organizations should be required to supply up-to-date incorporation numbers, audited financial statements, and lists of volunteer boards of directors on annual basis. The City should conduct regular audits of this information.

All discount rate recipients should acknowledge City support in relevant marketing and communication materials.

The community impact, value and utilization of the City’s facility rental discount rate should be reported to Council on an annual basis.

---

<sup>5</sup> The City’s premier facilities include the Sleeman Centre, the River Run Centre, and Centennial Bowl.



## Appendix D – Policy Parameters for Small Dollar Value Waivers

### Purpose

Historically, the City has provided fee waivers to community groups organizing special events and civic celebrations on property owned or managed by the City. These grants credits have covered items like vendor licenses, park rentals, potable water supplies, port-a-potties, garbage bins, road closures, picnic tables, etc. Community organizations needed to apply for these fee waivers, and they did so historically through the Community Grant Program - Special Events stream. It is important to note that there was not a separate application process for fee waivers; the groups actually applied for a community grant – the review committee decided whether or not to award a waiver versus a grant, or a combination thereof. This process has resulted in a complex accounting system involving a mixture of invoices, grants and waivers.

Based on feedback received from both community stakeholders and staff, fee waivers should no longer be available. Instead, community organizations should apply for a Community Wellbeing Grant that they may (or may not) apply against the cost of City services (even if the full value of the grant returns to the City). The exception to this rule should be in the case of small community events that are not eligible for other CIS mechanisms, which is the case outlined here.

Examples of products and services for which Small Dollar Value Waivers could be applicable include:

- Pylons
- Road barricade saw horses
- Signs
- One load of woodchip mulch
- Neighbourhood street closures

This new investment mechanism is intended to encourage citizen engagement and active participation in community life, while ensuring that the work involved, for both community members and City staff, is proportional to the resources requested.

## Proposed Policy Statement

Approved community groups should receive a waiver of up to \$100 in value to be applied against applicable City services/products. This waiver should be available once per event per year. The waiver should not be applied to staff, admission and rental costs, and should not be available in combination with other CIS supports.

## Eligibility & Assessment Criteria

Table C1 outlines the criteria that the City should use to determine if community organizations qualify for support.

**Table C1 – Criteria for Small Dollar Value Waivers**

Eligibility Criteria	Exclusions	Assessment Criteria
<p>All criteria must be met in order to qualify for support:</p> <ul style="list-style-type: none"> <li>• Benefits residents of Guelph</li> <li>• Non-profit generating (no personal gain)</li> <li>• Voluntary community group</li> </ul>	<p>Not eligible for support if <u>any</u> of these characteristics apply:</p> <ul style="list-style-type: none"> <li>• Individuals</li> <li>• For-profit organizations</li> <li>• Political organizations</li> <li>• Other levels of government</li> </ul>	<p>To be used by staff to determine allocations:</p> <ul style="list-style-type: none"> <li>• Meets all eligibility criteria</li> <li>• Funding availability</li> <li>• Complies with City’s policies and procedures</li> </ul>

## Applicable Services

City staff should review the list of products and services for which the waivers could be applied on an annual basis, to determine if the set dollar value is appropriate. This list should be made publicly available to community organizations.

## Procedure

1. Applications should be submitted online, similar to the special event permit application.
2. City staff with booking authority should be delegated the authority to approve a “grant credit” of up to \$100 in value for eligible groups. Consideration should be given to placing a time limit on this authorization.

3. Finance should debit the “small dollar value waiver” budget line, and credit the corresponding accounts receivable.
4. The community group should book the date of their event (including equipment request). This request should be entered into the CLASS system, and a point-of-sale transaction should be issued.
5. On the day of the event, the community group should pick up the requested items, and return them by the agreed upon time.

### **Accountability Expectations**

All Small Dollar Value Waiver recipients should acknowledge City support in relevant marketing and communication materials.

The community impact, value and utilization of the City’s Small Dollar Value Waivers should be reported to Council on an annual basis.

## Appendix E – Policy Parameters for Community Benefit Agreements

### Purpose

Over the years, the City has entered into a number of multi-year agreements with community organizations. These agreements have been created on a case-by-case basis, based on community need and resource availability. The reasons for these collaborations have been numerous and multifaceted, and have included:

- Addressing unmet community and social service needs
- Creating additional public recreational and cultural amenities
- Enhancing City operations and programming (improving the effectiveness and efficiency of service delivery)

The overarching vision of the CIS is about encouraging ***mutually beneficial relationships between the City and Guelph's community benefit sector***. In this manner, a new policy should be established to guide developing and ongoing collaborative relationships with community organizations where there is:

- Shared definition of authority, risk and responsibility
- Joint investment of resources (e.g. time, funding, expertise, information)
- Mutual or complementary benefits

### Proposed Policy Statement

The City should actively encourage and support collaborative opportunities with community organizations that:

- Are mutually beneficial;
- Foster community well being;
- Support the City's strategic and official/master plans;
- Protect public interests in the short and long term; and
- Provide opportunities that are open and accessible to all citizens of Guelph.

## Eligibility Criteria

Table D1 outlines the criteria that the City should use to assess proposals for Community Benefit Agreements.

**Table D17 – Eligibility, Exclusions and Assessment Criteria for Community Benefit Agreements**

Eligibility Criteria	Exclusions	Assessment Criteria
<p>All criteria must be met in order to qualify:</p> <ul style="list-style-type: none"> <li>• Mutually beneficial</li> <li>• Fosters community wellbeing</li> <li>• Protects public interests in the short and long term</li> <li>• Aligns with City strategy</li> <li>• Not done elsewhere (fills a gap/need)</li> <li>• Partner is incorporated; venture is non-profit generating</li> <li>• Multi-year</li> </ul>	<p>Not eligible if <u>any</u> of these characteristics apply:</p> <ul style="list-style-type: none"> <li>• P3s</li> <li>• Activities that impact City’s collective agreements</li> </ul>	<p>To be used by reviewers to assess business cases (proposals):</p> <ul style="list-style-type: none"> <li>• Anticipated community impact</li> <li>• Evidence of community support</li> <li>• Supports achievement of City’s strategic goals and/or official/master plans</li> <li>• Addresses unmet community needs</li> <li>• Creates additional community and social service opportunities</li> <li>• Enhances City operations and programming</li> <li>• New or innovative approach</li> <li>• Organizational capacity of partner(s)</li> <li>• Partner(s) is committed to cause, and willing to commit resources</li> <li>• Resource availability (financial and in-kind)</li> <li>• Leverages additional resources</li> <li>• Sustainability plan</li> <li>• Overall return on investment</li> </ul>

## Business Case Development

Ideas for prospective Community Benefit Agreements may be solicited (City identified) or unsolicited (community generated). The Proponent of the idea could be:

- a) A community group(s)
- b) City personnel (e.g. through a Service Review); OR
- c) A collaborative group of which the City is a member

In order to be considered for a new Community Benefit Agreement<sup>6</sup>, the Proponent of the idea should prepare a Business Case (proposal), consistent with the City's emerging Business Development Framework. This may include, but is not limited to:

- Community need assessment<sup>7</sup>
- A description of the specific objectives to be achieved
- A description of how the initiative aligns with the City's strategic plan
- A statement of the benefits and risks that address the concerns of all relevant stakeholders (value proposition)
- Expected deliverables and key milestones
- Project plan and schedule
- Partner roles and responsibilities
- Required resources, cost estimates and sources of funding
- Project controls and reporting schedule
- Evidence of public support

---

<sup>6</sup> For existing agreements with community groups, which are up for review and renewal, a business case should be completed if one does not exist or is no longer current.

<sup>7</sup> As part of the Business Case development, an Environmental Scan should be completed which answers the following questions:

- How would the collaboration/initiative benefit the community?
- What evidence is there to support the need for this collaboration/initiative?
- Is the community supportive of the venture?
- What sort of resistance (if any) might exist?
- Are there any regulations or governance matters to be considered?
- Who are the individuals or community groups that might be interested and appropriate to have involved?
- From the community's perspective, what is the best possible outcome? What is the worst?

## Selection of Community Partners

Community partners should be identified and selected in accordance with the City's Purchasing By-Law, policies and procedures. The procurement process for confirming community partners may differ depending on whether the Community Benefit Agreement is new, a renewal, a solicited idea (request for proposal), or based on an unsolicited proposal.

## Delegates of Authority

An ad hoc committee should be established to review business cases (proposals) for Community Benefit Agreements. This committee should be comprised of staff representatives from Community and Social Services, Finance, Legal, Realty, and other relevant departments (e.g. Planning, Public Works, etc.). As well, two representatives from the Grants Allocation Committee of Council should be invited to participate in an ex-officio capacity, in order to ensure integrity with other CIS mechanisms. This committee should operate according to clear Terms of Reference, in accordance with the City's forthcoming Business Development Framework.

This committee should make recommendations to the General Manager of the department for which the proposed Community Benefit Agreement is most relevant (i.e. from where the proposed budget would come). This General Manager would be granted the authority to enter into Community Benefit Agreements within their area of responsibility.

## Contractual Agreement

For all Community Benefit Agreements, the City's Legal department should prepare a written agreement based on the approved business case. This legal contract may include, but is not limited to:

- Goals and objectives
- Description of contractual arrangement
- Roles and responsibilities of each party
- Funding levels
- Sharing of risk and liability
- Acquisition and ownership issues
- Duration of agreement and procedures for reviewing and/or terminating it

- Reporting requirements, including outcome measurements
- Eligibility for support through other CIS mechanisms

All agreements should adhere to federal or provincial statutes and applicable City policies and by-laws, and be executed prior to any funding occurring.

### **Accountability Expectations**

A point person for each Community Benefit Agreement should be assigned. This individual should be responsible for reviewing the agreement for compliance at least annually, and when conditions change.

A new database should be established to track Community Benefit Agreements. It should be housed centrally, and include a feature that flags when relevant documents expires.

Community partners should be required to report annual performance outcomes and supply audited financial statements and other documents as required. The City should conduct audits as needed.

The community impact and value of the City's Community Benefit Agreements should be reported to Council on an annual basis.



## Appendix F - Municipal Support for Capital and Health-Related Projects

### Background

Since 2008, Guelph’s City Council has allocated over \$2.2 million through the annual budgeting process to support local community organizations with capital funding projects. The City’s contributions have allowed for the purchase, construction and renovation of several important community assets, for example: the acquisition of an MRI for Guelph General Hospital, the construction of a new residential hospice (Hospice Wellington); the expansion of Shelldale Community Centre; renovations for ARC Industries; as well as maintenance and repairs for the MacDonald Stewart Art Centre.

**Table F1 – City of Guelph’s Capital Community Grant Allocations, 2008-12**

<i>Organization</i>	<i>2008</i>	<i>2009</i>	<i>2010</i>	<i>2011</i>	<i>2012</i>	<i>Total</i>
Hospice Wellington	\$200,000	\$128,000	\$272,000	\$200,000	\$200,000	\$1,000,000
Guelph General Hospital	\$200,000	\$200,000	\$200,000	\$200,000	\$200,000	\$1,000,000
MacDonald Stewart Art Centre	\$20,000	\$20,000	\$20,000	\$20,000		\$80,000
ARC Industries			\$80,000			\$80,000
Kindle Communities (Shelldale Centre)		\$72,000				\$72,000
<b>Total</b>	<b>\$420,000</b>	<b>\$420,000</b>	<b>\$572,000</b>	<b>\$420,000</b>	<b>\$400,000</b>	<b>\$2,232,000</b>

These contributions have come in the form of both one-time grants and multi-year agreements, several (but not all) of which have been for “health-related” purposes. In fact, the City had previously hoped to establish a capital reserve fund for community health requests. Such a reserve fund, however, has never been realized as requests for capital grants always surpass available funds.

More recently, City Council has raised questions about the appropriateness of the City in providing funding to health care initiatives, particularly projects/programs where other levels of government have primary responsibility for funding.

This paper briefly explores the meaning of capital and health funding in the municipal context, and discusses its relevance for Guelph’s Community Investment Strategy (CIS).

## Process

In Phase I of the CIS, a municipal comparator survey was conducted. Through that survey, a number of municipalities indicated that they do provide “capital” support to community organizations. Based on those responses and on who was willing and available to provide further information, a more detailed review was conducted in Phase 2, of the practices of Barrie, Kingston, Kitchener and Sudbury.

Concurrent to this comparative research, a search for available policy and position papers related to municipal funding for health care in Ontario was conducted. No relevant literature on this subject was found.

## Terminology

To begin with, it is important to distinguish between capital and operating grants. Capital funding is money earmarked to build and renovate things (real property) or to purchase new equipment (personal property). For example, a government grant used to construct a new community arts centre would be considered a capital contribution.

Operating funding, on the other hand, is money used to support the general expenses of running an organization, such as staffing and heating the above-mentioned community arts centre. Operating grants may also be earmarked to support a specific program or project of an organization.

Government transfer payment programs, such as Ontario’s hospital budgets, clearly designate whether funds are to be used for either capital or operating purposes.

## How Comparable Municipalities Handle Similar Requests

No clear direction emerged from the comparator research. The types of health and capital support offered by comparable municipalities varies in a number of ways, for example:

- Several municipalities state that they do not support programs that are funded primarily by other levels of government (i.e. transfer payment programs). This refers to more than just provincial health care funding; it also encompasses education and training, settlement, and heritage projects.

- Some municipalities explicitly state in their granting guidelines that they do not support medical research or equipment
- Some municipalities have established written policies that specifically state that they do not provide capital grants to community organizations for non-City owned assets, yet their Councils have approved capital funding requests on an ad hoc basis
- Some municipalities only provide capital grants to community organizations for non-profit housing
- Some municipalities report that they do not provide capital support to community organizations, yet they have allocated millions of dollars towards new hospital construction
- One municipality provides only small capital grants (valued at less than \$12,500), such as for roof repairs, landscaping projects, etc.
- One municipality established a Community Economic Development fund to provide capital support to community organizations. Examples of funded projects have included: a new point of sale system for an arts group which led to increased tourism; and the renovation of a church into a local theatre.
- One municipality provides each Councillor with a \$50,000 Community Fund, which they can distribute as they see fit within their ward. The money can be used for either capital or non-capital projects, and any unspent money can be carried forward year after year. Most of the money goes to parks projects.

## Lessons Learned

- ***Capital funding needs are broader than health***  
In Guelph, capital funding requests have often been viewed synonymously with health requests, by both City Councillors and staff. However, the City's past capital grants were found to encompass more than just health-related projects. In the past, arts and social service organizations (e.g. MSAC and ARC Industries) have benefited from capital grants, while other community organizations (e.g. Wyndham House and Guelph Soccer) have accessed financial support for municipal capital facilities through other means.
- ***Municipal governments do support health***  
The World Health Organization (WHO) defines health as, "a state of complete physical, mental, and social well-being and not merely the absence of disease or infirmity." If health is understood in these broad terms, then the context in which an individual lives takes on great importance in determining overall health status and quality of life. As such, municipalities play a key role in supporting population health through activities aimed at achieving healthy communities, healthy cities, and healthy environments. To say that health is a provincial jurisdiction is an

oversimplification.

- ***Municipal endorsement is necessary for leveraging other levels of funding***

Many capital projects are expensive, and so multiple funding partners are required to make the project a reality. For example, Guelph's new Civic Museum was made possible by large grants from all three levels of government, as well as a community fundraising campaign.

City of Guelph funding support for local capital projects is often vital in leveraging additional resources from other sources. Even if the City contribution represents only a small proportion of the overall budget, it provides a level of endorsement that can be critical to the success of a capital campaign.

## Considerations for the CIS

The following is a list of considerations for the CIS, which have been incorporated into the Phase 2 recommendations:

- In accordance with the City's Community Wellbeing Initiative, health in the municipal context should be broadly defined to include the social determinants of health
- The City should provide support for capital projects, and these should include social, cultural and recreational projects as well as health-related ones
- The City should be more strategic and proactive with respect to identifying community infrastructure needs; for example, the City should work with community organizations to develop a long-range (5-year) list of community capital projects
- In keeping with a commitment to proportionality between the resources requested and the effort required to access them, the new CIS grant processes should differ according to the size of grant requests rather than by the nature of the content of those requests. Capital grants should be integrated into the same application and adjudication process as grants for operating, program and event costs.
- The City should not support programs that other levels of government have legislated responsibility for funding. Applicants should provide evidence that their request is appropriate for municipal support (e.g. for health related

requests, organizations should include a letter confirming the extent to which other levels of government support the request).

## Appendix G – Existing Agreements

<b>Community Organization/Program</b>	<b>2011</b>
Guelph Arts Council	\$33,000
Guelph Cemetery Commission	\$2,000
Lawn Bowling Club	\$15,000
MacDonald Stewart Art Centre	\$168,700
Volunteer Centre of Guelph/Wellington - Snow Angels	\$55,000
Wyndham House	\$360,554 <sup>8</sup>
Civic Celebrations	
Downtown Guelph Business Assoc. - Santa Claus Parade	\$12,884
Guelph and District Labour Council - Labour Day Picnic	\$2,058
John Galt Day	\$18,000
Rotary Club of Guelph - Canada Day	\$32,000
Rotary Club of Guelph - Sparkles in the Park	\$6,334
Royal Canadian Legion - Remembrance Day	\$2,950
Non-prescribed Social Services	
Action Read - Early Literacy Program	\$18,000
Children's Foundation - Recreation Funding	\$21,748
Family & Children's Services - Give Yourself Credit	\$61,500
Guelph CHC - Wellington & Guelph Drug Strategy	\$83,000
Guelph CHC - Early Learning Program	\$81,100
Guelph CHC - Garden Fresh Box	\$27,000
Guelph CHC - Early Years Data Analysis Coordinator	\$15,098
Trellis - Seniors at Risk Coordinator	\$53,000
United Way - Poverty Coalition	\$59,700

<sup>8</sup> This figure is as reported in Wyndham House Annual Report, April 1, 2010 – March 31, 2011. The City allocates Wyndham House a total of \$502,000 (\$482,000 in operating costs and \$20,000 for building maintenance and repairs) per year for the Youth Emergency Shelter, and that amount is readjusted based on “per diems” Wyndham House receives from the County of Wellington.

<b>Community Organization/Program</b>	<b>2011</b>
Various - Consolidated Homelessness Prevention Program	\$48,000
WDG Public Health - Growing Great Kids Network	\$9,613
WDG Public Health - Dental Program	\$10,500
Women In Crisis - Child care for victims of domestic violence	\$13,500
<b>Total</b>	<b>\$1,210,239</b>





Task	Lead Responsibility	Aug-12	Sep-12	Oct-12	Nov-12	Dec-12	2013	2014	
<b>FACILITY RENTAL DISCOUNT RATES</b>									
Develop the discount rate policy, alongside the User Rates & Fees Study and forthcoming space allocation policy	Manager of Business Services; General Manager of Arts, Culture, and Entertainment; and General Manager of Parks and Recreation								
Establish a subsidized accounting system for tracking the value of discount rates									
Develop a centralized database that houses and flags expiration of required documents for approved groups									
Orient and train relevant booking and customer service staff about the new policy									
Track and test the new policy, to assess potential impact on existing user groups and facility/CIS budgets									
Forecast the 2014 rental subsidy budget									
Communicate the new policy(s) to community groups, including the publication of the new discount rates and policy on the City's website									
Enact the new Facility Rental Discount Rate mechanism ("go live")									
<b>SMALL \$ VALUE WAIVERS</b>									
Develop the new policy, and corresponding application forms, processes, etc.		Manager of Business Services							
Communicate the new policy(s) to community groups									
Orient and train relevant booking and customer service staff about the new policy									
Enact the new Small \$ Value Waiver mechanism ("go live")									
Track and assess the new policy (to assess future budget needs)									
<b>INNOVATION FUND</b>									
Develop and implement a new collaborative grant funding application and review process, application forms, funding partner agreements, evaluation requirements, etc.	General Manager of Community Engagement and Social Services								

Task	Lead Responsibility	Aug-12	Sep-12	Oct-12	Nov-12	Dec-12	2013	2014
Enact new Innovation Fund mechanism ("go live")	Social Services							
<b>COMMUNITY BENEFIT AGREEMENTS</b>	Various							
Develop and implement a Community Benefit Agreement policy, in accordance with the City's emerging business development framework								
Enact new Community Benefit Agreement mechanism ("go live")								
Transition existing relationships into Community Benefit Agreements, as required								
Evaluate, track and audit agreements (ongoing)								
<b>GENERAL</b>		CIS Management Group						
Develop and implement an internal and external communication strategy								
Develop a business process map for the CIS, and align job duties								
Develop and implement a staff training and orientation program regarding the new CIS mechanisms and community navigation								
Identify civic celebrations to form Community Benefit Agreements								
Identify non-prescribed social services to form Community Benefit Agreements								
Develop, test and implement a CIS tracking system for reporting, auditing and budgeting purposes								
Set annual priorities for funding/support in accordance with the community wellbeing initiative								
Set a base budget for the CIS, and recommend distribution of resources among the various mechanisms								

**DELEGATION OF AUTHORITY TO APPROVE THE EXECUTION OF  
COMMUNITY WELLBEING GRANT ALLOCATIONS**

<b>Power to be Delegated</b>	Authority to approve the execution of Community Wellbeing Grant allocations as part of the Interim Community Wellbeing Grant Program in 2013. The delegation also applies equally to any amendment or termination of such allocations.
<b>Reasons in Support of Delegation</b>	<ul style="list-style-type: none"><li>○ Contributes to the efficient management of the City of Guelph.</li><li>○ Meets the need to respond to issues in a timely fashion.</li><li>○ Supports the City's Corporate Strategic Plan focus areas of Organizational Excellence; Innovation in local Government; and Critical Issues and City Building.</li></ul>
<b>Delegate(s)</b>	<ul style="list-style-type: none"><li>○ Executive Director of Community and Social Services.</li><li>○ A person who is appointed by the CAO or selected from time to time by one of the above delegates to act in the capacity of the delegate in the delegate's absence.</li></ul>
<b>Council to Retain Power</b>	No
<b>Conditions and Limitations</b>	<ul style="list-style-type: none"><li>○ The grant must contribute to the wellbeing of the community through one of the following areas; Arts and Culture; Health and Social Services; Special Events. Grants must be funded through a current year's operating or capital budget which has been approved by Council; or</li><li>○ The grant was identified as a funding source at the time of approval by Council.</li></ul>
<b>Review or Appeal</b>	Not applicable.
<b>Reporting Requirements</b>	Annual information report on agreements executed during the year pursuant to this delegation of authority.