

Inventory of Guelph's Community Investment Policies & Practices

A Background Report for the City of Guelph's Community Investment Strategy

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EXECUTIVE SUMMARY

This inventory of Guelph's community investment policies and practices is one of three background research reports informing Guelph's Community Investment Strategy (CIS).

The process for developing this inventory relied on surveys, interviews, meetings with City staff and documentary research to compile a comprehensive picture of Guelph's community investment experiences over the past five years. Community investment was found to extend well beyond community granting, to encompass capital funding, facility-use subsidies, fee waivers, leasehold agreements, tax rebates, development fee agreements and waivers, and various kinds of staff support as well.

Within each of the above support areas, this report summarizes the City's current policies and eligibility criteria; existing funding arrangements and agreements; and where available, a five-year financial analysis. To supplement this learning, five case studies were also crafted. They represent a range of organizations and relationships with the City, and the stories they contain reflect some of the diversity and complexity involved in the City's dealings with the community benefit sector.

This analysis shows that the value of the City's community grants and waivers, capital grants, partnership agreements, and sports and recreation facility-use subsidies totalled over \$3 million in 2011. It is important to note, however, that apart from direct funding grants and fee subsidies, it is challenging to quantify the current level of the City's community investments as they are not consistently tracked and monitored across the corporation. And in some instances, the expense may actually be a net benefit to the City as community groups are often able to deliver needed community programs and services for less than it would cost the City to do so itself.

The findings from this report have been synthesized into 13 themes that will inform the development of the CIS. These themes are as follows:

1. *Definitions* – community investment is broader than community granting
2. *Strategic Vision* – the CIS will be the result of strategic choices about the City's desired role vis-à-vis the community benefit sector and the impact it is trying to achieve.
3. *Policy Framework* – the policies that could guide community investment are generally out-of-date or non-existent. They need to be updated, yet remain flexible so as to respond with agility to community needs.
4. *Consistency* – community investment needs to be applied defensibly and consistently across organizations and sectors
5. *Level of Investment* – the City needs to consider the impact of its very small grants across numerous organizations

6. *Capital Funding* – capital funding is very important, but is currently operating in the absence of documented processes or policies. It needs to be more proactive and strategic in order to leverage its impact more fully.
7. *Civic Celebrations* – most of the agreements governing civic celebrations have expired. The City’s approach to these celebrations needs to be reviewed in light of the broader CIS.
8. *Annual vs. Multi-Year Community Operating Grants* – the City needs to explore new approaches related to the timeframes and activities supported by its grants
9. *Review Process* – the current process lacks transparency and coordination
10. *Allocation of Sports & Recreation Facilities* – although beyond the purview of the CIS, this inventory review identifies issues concerning how the City provides and allocates indoor and outdoor recreation facilities to community groups
11. *Accountability* – the current lack of specific eligibility criteria and mechanisms for monitoring and evaluating community supports is problematic
12. *Doing business better* – there are administrative changes within the City Hall that would help the community benefit sector to operate much more efficiently
13. *Enabling Social Innovation* – in addition to financial support, the City could choose to partner with community groups in other ways. Innovation in the areas of social finance, shared spaces and collaborative marketing would be excellent starting points.

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1. INTRODUCTION

The “community benefit sector”¹ in Guelph provides a wide range of essential services and programs that touch virtually all aspects of society – from organizing sports and recreational activities, to staging vibrant arts and cultural events, to meeting basic human needs like securing food and shelter. The City has a long-standing history of working with and supporting these local organizations, such as providing grant funding, fee subsidies and waivers, and in-kind supports. The Community Investment Strategy (CIS) project provides an opportunity to explore how the City can strengthen relationships and work with the community benefit sector in more innovative ways.

This report forms one of three background research documents for the City of Guelph’s CIS project. It contains an inventory of the City’s existing community investment policies and practices, and provides an examination of those practices including funding allocations over the past five years. The results of these findings will be used to inform the development of the CIS policy framework.

1.1 Methodology

The process for obtaining information for this analysis was systematic and multi-faceted. It involved surveys, key informant interviews, meetings with the CIS Management and Project Working Groups², a review of comparable practices in other municipalities, and an examination of previous consultation reports and relevant background documents.

To begin with, in July 2011, the City’s Project Manager for the CIS project circulated an inventory questionnaire to various City staff and departments, probing current policies and practices, as well as recent funding trends. Eight responses, including copies of relevant policies, agreements and budget data were received. The results of this inventory survey were then compiled and analyzed, and six follow-up interviews were held between September and November 2011 to address gaps in information.

Between November 21 and December 7, 2011, an on-line survey (using Survey Monkey) was conducted in order to learn more about the local community benefit sector (its composition, strengths, needs and priorities), as well as to gather information about past experiences accessing the City for support. The web link was circulated to over 400 community stakeholders by City staff, as well as promoted via multiple sources (i.e. City website, local

¹ Across the world, this sector is referred to in many ways across the world – non-profit, not-for-profit, voluntary, charitable, social benefit, public benefit, community, and the third sector. The terms of reference for the City of Guelph’s CIS project originally used the term not-for-profit organizations to describe this sector. However, according to a survey conducted for the Government of Ontario’s Partnership Project (2011), this is not a descriptive term that individuals working within this sector prefer. And so, for the purposes of the CIS study and this research report, the broad term “**community benefit sector**” has been employed.

² The Management Group is a cross-departmental group of General Managers that provides guidance and oversight to the project. The Project Working Group is a cross-departmental group of City staff that provides information and advice to the consulting team on the technical work elements of the project.

funder distribution networks and community membership lists). A total of 139 community organizations responded to the survey. A summary of the relevant feedback related to community investment practices is presented in Appendix F.

And, in 2010 City staff drafted a Special Events Framework, which proposed a classification system for community events. A series of internal and external consultations regarding this framework were held in June 2010. The feedback from those consultations has been incorporated in the findings presented below.

1.2 Case Studies

To supplement this review, five case studies were prepared to provide more detailed “stories” of the range of ways the City partners with and supports external groups in the pursuit of shared goals. The topics for these case studies were selected by the Management Group, with input from the Project Working Group, and were based on the following review criteria:

- Within the project scope
- Receive a variety of “types” of support (e.g. capital funding, operating grants, waivers, subsidies, lease agreements, in-kind and staff support, etc.)
- Represent a range of sectors and demographic groups (i.e. sports and recreation, arts & culture, health, social services, youth, seniors, disability groups, etc.)
- Involve multiple departments within the City
- Include a range of experiences (i.e. historical arrangements, success stories, instructive, potential duplications and conflicts of interest, practices in absence of policy, etc.)
- Not already being looked at in other ways (e.g. Neighbourhood groups, MSAC)

The selected five case studies included:

1. **Ed Video Media Arts Centre** - a small arts organization that receives both an operations grant administered through the Arts Council and a special event grant.
2. **Volunteer Centre of Guelph Wellington** – a community organization that has numerous collaborative relationships with the City, but receives inconsistent and small amounts of funding.
3. **Ribfest** - an annual community event, held in similar ways across Ontario that rents City space and pays for other City resources in order to raise funds for other local charities. It receives a waiver from the City to offset some of its costs.
4. **Guelph Wellington Seniors' Association (GWSA)** – a local seniors' group that has raised substantial resources to co-fund a City facility. It now pays to rent space in that facility and provides assets within it for City use. It also benefits from dedicated City staff time.

5. **Guelph Community Sports** – a local sports group that received land and various rebates and waivers, as well as a loan guarantee, from the City in order to construct a sports dome that is designated a Municipal Capital Facility.

As part of the case study development process, seven key informant interviews and one focus group were held, relevant policy documents and websites were reviewed, and municipal support of comparable organizations within selected comparator municipalities was researched and summarized. The overall analysis of lessons learned from all of the case studies is provided in section 5 (Analysis and Recommendations) below. Copies of the case studies are available under separate cover.

2. EXAMINATION OF CURRENT POLICIES & PRACTICES

In reviewing the City’s existing investment practices, it quickly became apparent that “community investment” is much broader than “community grants”. Yet, the City’s other types community investment opportunities are not well known (both within and outside of City Hall).

Table 1 - Types of Community Investment, City of Guelph, 2011



The range of existing investment mechanisms is depicted in the “flower” diagram above, and includes:

- Capital funding
- Community operating grants
- Facility-use subsidies
- Fee waivers
- Leasehold agreements
- Charitable tax rebates
- Development fee agreements and rebates
- Other:
 - Community capacity building
 - Staff time and support

The scope of these community support mechanisms, which is detailed below, demonstrates the City’s long-standing history of working with and supporting local community organizations and groups. A summary of the findings and lessons learned from the City’s current investment practices is provided in section 3 (Analysis and Recommendations).

2.1 Capital Funding

Capital grants are contributions that are given to local community organizations to purchase, construct, or renovate capital assets. They may be one-time grants or multi-year agreements.

Current Policy & Eligibility Criteria

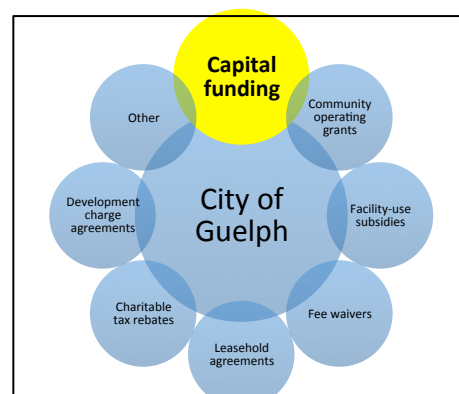
At present, the City does not have a documented policy or criteria for capital grants. Community organizations that are interested in receiving a capital grant must meet the following general criteria outlined in the Community Grant policy (dated February 2002), which specifies that organizations must:

- Operate strictly as a not-for-profit organization, with an active Board of Directors and/or Executive Committee/Officers.
- Be based in Guelph, with at least a majority of members being Guelph residents.

Applicants are required to make a delegation to City Council. Each grant decision is made on an individual basis, based on community need and the availability of capital funds.

Existing Funding Arrangement & Agreements

At present, the City has commitments with two organizations for capital grants - Hospice Wellington (residential hospice) and the Guelph General Hospital (MRI and More Project). These funding agreements were originally approved in the 2008 Tax Supported budget. Each



organization received five annual payments of \$200,000, equating to a total commitment of \$1 million per organization between 2008 and 2012.

Financial Analysis

Since 2008, Council has allocated \$400,000 or more per year through the annual budget process for capital grants. The original intention was to use this funding to establish a capital reserve fund for health related community requests. Such a capital reserve fund has not yet been realized as past requests for capital grants have depleted available funds (see table below for a list of the capital funding allocations between 2008 and 2012).

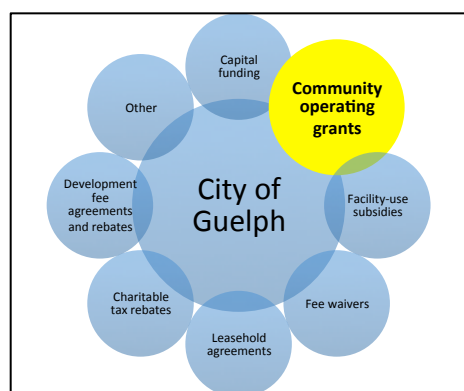
Table 2 - City of Guelph's Capital Funding Allocations, 2008-2012

Organization	2008	2009	2010	2011	2012	Total Commitment
Hospice Wellington	\$200,000	\$128,000 ¹	\$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
Total	\$420,000	\$420,000	\$572,000	\$400,000	\$400,000	

Budget Notes:

1. Hospice Wellington agreed to defer \$72,000 of the Council approved 2009 funding to accommodate the Kindle project, under the stipulation that the deferred amount be added to the original commitment of \$200,000 for 2010.

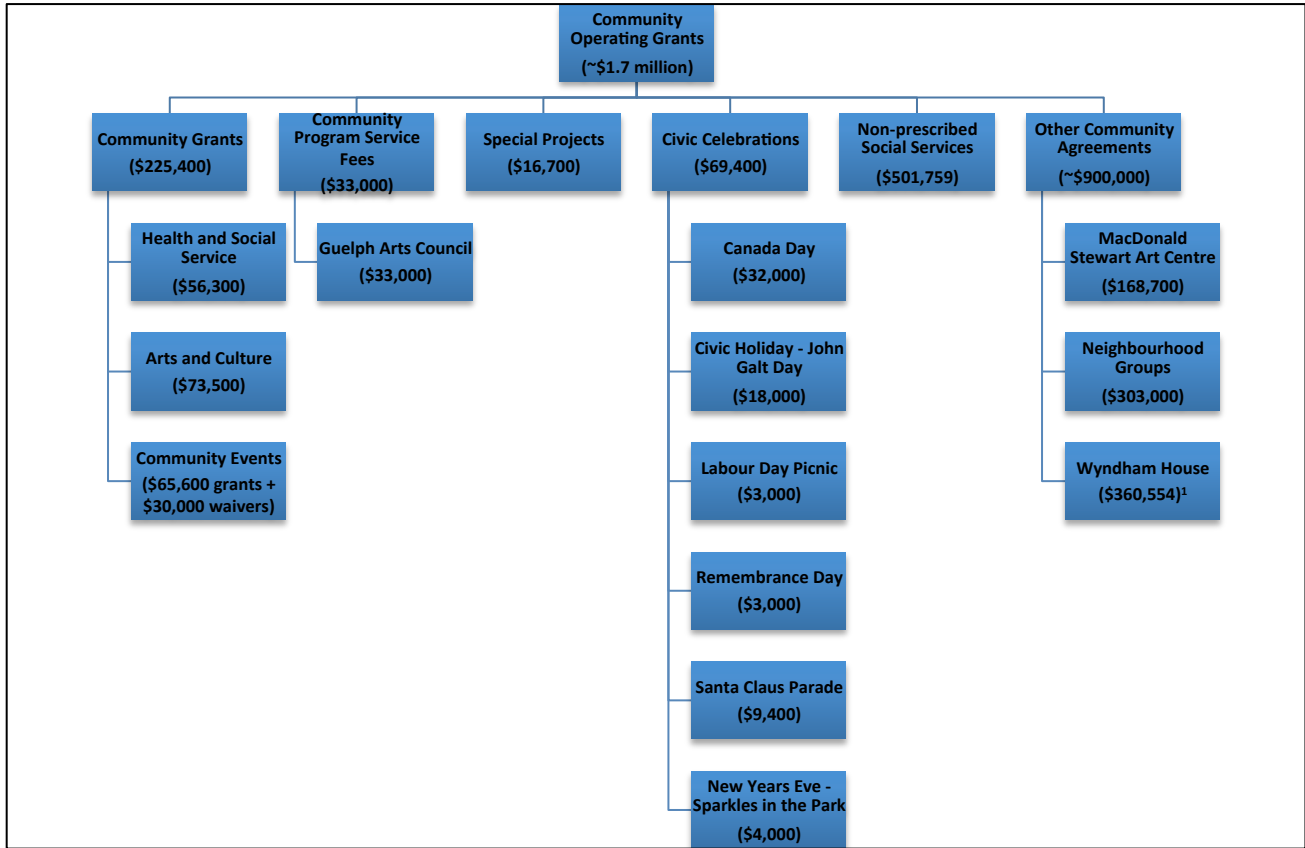
2.2 Community Operating Grants



The City currently provides about \$1.7 million annually in direct financial assistance to local community organizations by means of community operating grants. Operating grants is a broad category that encompasses a number of program areas, including: community grants (including fee waivers), community program service fees, special projects, civic celebrations, non-prescribed social services, and other community agreements (see chart below). Approximately 13% (\$225,400 in 2011) of this funding is available via the Community Grants program, which is earmarked for Health and Social Services, Arts and

Cultural activities, and Community Events. The remainder is for pre-approved operating budget items, which are renewed on an annual basis.

Table 3 - City of Guelph's Operating Grants for Community Groups, 2011



¹ Wyndham House Annual Report, April 1, 2010 – March 31, 2011

2.2.1 Community Grants Program³



As mentioned above, there are three types of community grants:

1. Health and Social Services
2. Arts and Cultural Activities
3. Community (Special) Events

³ Please note that the following green/orange “flower” diagrams are subsets of the blue flower diagram, illustrating the layers of the “community operating grants” petal.

Current Policy & Eligibility Criteria

The current Community Grant Policy was created in February 2002, and last revised in September 2003. This policy states that:

- Applicants must operate strictly as a not-for-profit organization, with an active Board of Directors and/or Executive Committee/Officers. Applications from private individuals and enterprises will not be considered.
- Applicants must be based in Guelph, with at least a majority of members being Guelph residents.
- Requests of a capital nature will not be funded.

In order to access these funds, community groups need to submit an annual grant application to the City Finance Department, typically due by the end of October. Funding applications are divided up into three sector groups. The Sector Review Groups submit their funding recommendations to the Council.

Applicants are notified in writing of the funding recommendations prior to Council approval. The letter states whether the approval/decline is subject to Council assent.

Community organizations are given a set time period to appeal the decision. Appeals cannot be made with respect to the amount allocated, only if there is evidence to demonstrate that the normal process was not followed.

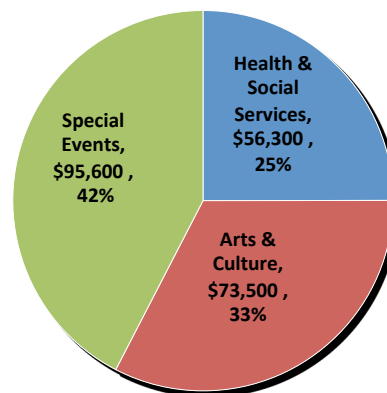
Special Events Framework

A Special Events Framework was drafted in 2010 in anticipation of the development of the CIS. The purpose of this Framework was to classify community events held in the City according to the benefits that they deliver back to the community. A series of internal and external consultations were held in the summer of 2010, in order to inform and guide how the City provides future support to special events, and what potential partnerships could contribute to the achievement of the City's strategic goals. Further development of this framework has been put on hold, pending the outcome of the CIS.

Existing Funding Arrangement & Agreements

The City's community grants are offered annually, and as such, the number of organizations funded and the amount allocated per program/event varies each year. For a detailed listing of programs that have received grants and fee waivers through the Community Grants program for the past five years (2007-2011), please refer to Appendices A-C.

Table 4 - Community Grant Allocations, 2011



Financial Analysis

In 2011, the City allocated a total of \$225,400 through the community grant program – 25.0% for Health and Social Service programs (\$56,300), 32.6% for Arts and Culture programs (\$73,500), and 42.4% for Special Events (\$65,600 in grants and \$30,000 in waivers). This funding was distributed to 49 programs/events, with allocations ranging in size from \$550 to \$15,000.

Between 2007 and 2011, a total of 78 different community groups/organizations received support through the Community Grants program - 21 for delivering social services, 27 for providing arts and culture programs and activities, and 33 for organizing community events. Three of the recipients received grants from both the Arts & Culture and Special Events sector groups.

Many of the recipients have received grants in multiple years. In fact, more than one quarter (21) of the organizations that have received funding between 2007 and 2011, received a grant and/or fee waiver every year - 4 social services, 13 arts and culture, 4 community events.

Over the past two years (between 2009 and 2011), the total amount of allocations increased by 5%, from \$214,600 to \$225,400 (see table below).

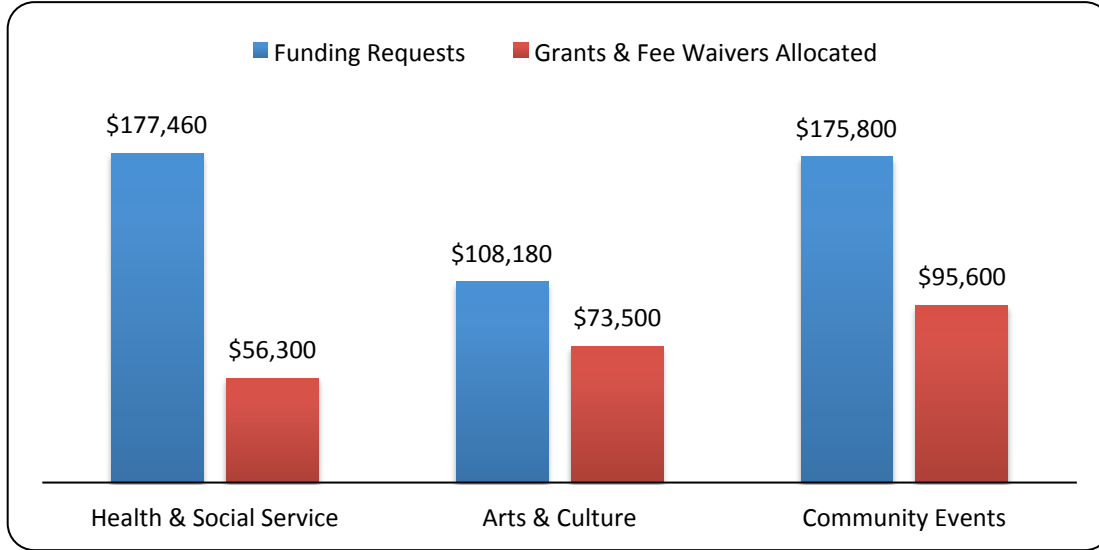
Table 5 - Total Community Grant Funding & Fee Waivers by Sector Group, 2007-2011

<i>Sector</i>	<i>2007</i>	<i>2008</i>	<i>2009</i>	<i>2010</i>	<i>2011</i>	<i>% Change (2009-11)</i>
Health & Social Services	\$49,912	\$51,750	\$53,600	\$53,600	\$56,300	5%
Arts & Culture	\$65,000	\$67,725	\$70,000	\$70,000	\$73,500	5%
Community Events ¹	\$110,000	\$113,850	\$91,000	\$91,000	\$95,600	5%
Total	\$224,912	\$230,325	\$214,600	\$214,600	\$225,400	5%

¹The Community Event budget figures for 2007 and 2008 include grants and waivers for Civic Celebrations.

Every year, requests for funding support exceed available funding. In 2011, for example, community requests totalled \$461,440, more than double the actual allocations. The sector area with the largest requests was Health & Social Services, yet that sector group received the smallest proportion of grants (see figure below for a gap analysis by sector group).

Table 6 - Total Community Funding Requests versus Allocations, 2011



2.2.2 Community Program Service Fees



As mentioned above, there are three sector review groups for the Community Grants Program:

- Health & Social Services
- Arts & Culture
- Community (Special) Events

Over the years, the City has engaged the services of external community organizations to review grant applications and to make funding recommendations to Council. These external community organizations have

historically received a Community Program Service Fee for this service.

Current Policy

According to the existing Community Grant Policy (created in February 2002, and last revised in September 2003), Guelph City Council assigns the responsibility of reviewing applications and recommending grants to the applicable Sector Review Groups. The Sector Review Groups named in this policy needs to be updated.

Table 7 - Community Grants Sector Review Groups

<i>Category</i>	<i>Sector Review Group (as stated in City policy)</i>	<i>2012 Sector Review Group Lead</i>
Health & Social Services	United Way	Youth Services Coordinator, City of Guelph
Arts & Culture	Guelph Arts Council	Guelph Arts Council
Civic Activities/Special Events ¹	Visitor & Convention Services Committee/Sports Advisory Council	Tourism Services, City of Guelph ²

¹As of 2009, civic activities are no longer reviewed as part of the sector group (see detail below)

²The Chair of the Sports Advisory Council is a member of the Special Events Review Group.

Existing Funding Arrangement & Agreements

In previous years, the City has engaged the services of the United Way of Guelph & Wellington and the Guelph Arts Council, in leading the Health & Social Services and Arts & Culture Sector Review Groups respectively. These organizations have historically received a fee for this service. There is a difference of opinion as to the purpose of these fees. Former staff members of the United Way and the Guelph Arts Council recall that the grants were originally intended to support their community programs (e.g. providing the City with social planning research and data), and note that historically, they had to complete a grant application for this funding. However, no written documentation regarding the terms of this relationship was found, and City staff considers the Program Service Fees to be a direct reimbursement for overseeing the community grant review process.

The City currently has an arrangement with the Guelph Arts Council to review the Arts & Culture sector grants. The arrangement with the United Way came to an end in 2010, and the Health & Social Services sector review group is currently led internally by the City's Youth Services Coordinator.

The memberships of the Sector Review Groups are at the call of the Chair, and tend to vary each year.

Financial Analysis

In 2011, the City gave the Guelph Arts Council \$33,000 in program service fees. The following table outlines the Community Program Service Fees that the United Way and the Arts Council received between 2007 and 2011.

Table 8 - Community Program Service Fees, 2007-2011

	<i>2007</i>	<i>2008</i>	<i>2009</i>	<i>2010</i>	<i>2011</i>
United Way	\$27,500	\$27,500	\$27,500		
Guelph Arts Council	\$27,500	\$30,000	\$30,000	\$30,000	\$33,000
Total	\$55,000	\$57,500	\$57,500	\$30,000	\$33,000

2.2.3 Special Projects



Each year a proportion of community grants are allocated as Special Projects. The difference between these grants and the community grants described above (section 2.2.1) is that they fall outside of the grants application and review process. Special project funding may be one-time grants or multi-year agreements.

Current Policy & Eligibility Criteria

There is no policy of Special Project. Applicants are required to make a delegation (special request) to City Council. Each grant decision is made on an individual basis

by Council, based on community need and the availability of funds.

Existing Funding Arrangement & Agreements

At present, there is only one ongoing agreement for Special Project funding. This is with the Guelph Cemetery Commission. The City allocates \$2,000 per year to this organization as per by-law agreement 1390.

Financial Analysis

Since 2007, the City has allocated over \$650,000 in special projects. The amount allocated each year varies, from a low of \$68,557 in 2008 to a high of \$294,413 in 2007 (see table below).

In addition to what has been promised to certain groups, Council typically sets aside a base of \$15,000 in the annual budget for special requests. This money is then adjusted based on the availability of funds.

Table 9 - Special Projects (Not Grants Process), 2007-2011

	2007	2008	2009	2010	2011
Fund Haiti Fundraiser				\$5,000	
Guelph and District Labour Council			\$3,000	\$3,000	\$2,058
Guelph Arts Council					\$33,000
Guelph Cemetery Commission	\$2,000	\$2,000	\$2,000	\$2,000	\$2,000
Guelph Rowing Club	\$25,000	\$37,000	\$25,000	\$25,000	
Shakespeare Made in Canada	\$52,500				
Heritage Development	\$205,000				
John Galt	\$5,500	\$6,000	\$10,000	\$10,000	\$18,000
Lost Airmen of Muskoka	\$2,000				
Canada Day - Rotary Club		\$10,000	\$32,000	\$32,000	\$32,000
Remembrance Day - Royal Canadian Legion	\$2,413	\$2,447	\$3,000	\$3,000	\$2,950
Santa Clause Parade		\$7,000	\$8,000	\$8,000	\$12,884
Sparkles in the Park- Rotary Club		\$4,000	\$4,000	\$4,000	\$6,334
Total	\$294,413	\$68,447	\$87,000	\$92,000	\$109,226

¹The Special Projects Budget line includes funding for the Civic Celebrations. However, these grants may not represent the total allocation (grants and waivers) for these events. See Table 11 (below) for detail.

2.2.4 Civic Celebrations

Civic Celebrations are defined as a special event originating in Guelph and held for the benefit of residents in order to recognize a national or provincial public holiday. It may be an event for which the City directly programs on its own, or in partnership with other organizations.

Current Policy & Eligibility Criteria

According to a Finance, Administration and Corporate Services Committee Report dated October 1, 2008, the following is a list of national, provincial or local public holidays for which a special event can be considered a civic celebration:

- New Year's Day
- Good Friday/Easter Monday
- Victoria Day
- Canada Day
- Civic Holiday (John Galt Day)
- Labour Day
- Thanksgiving Day
- Remembrance Day
- Christmas Day/Boxing Day
- Family Day

In addition, the report outlines the following criteria - "Civic celebrations must:

- Possess citywide appeal and be free of charge to ensure public access.
- Held in a public open space and where possible, support the use of City infrastructure such as Riverside Park, Civic Square, or Sleeman Centre.
- Be organized as a direct city program or through formal agreements with local service organizations. Event budgets and event descriptions including planned activities will be prepared by and or provided to City staff during the budget process. The event must be actively programmed around the day's theme, and any significant changes to the funded event's scale or general program mandate must be reported and approved by Council.
- Include a significant cultural component and strive to support Guelph based artists, performers, producers, technicians, and businesses as applicable to the event."

The current framework, which came into effect in 2009, provides a pre-approved annual grant for these events, thus allowing the organizers to by-pass the community grant application, evaluation and award process. Previously, the method of support for these events varied between a combination of grants and/or waivers, through both the formal grant application process, special projects, and informal agreements.



Existing Funding Arrangements & Agreements

In the fall of 2008, City Council approved annual support to six community events. Five formal agreements were signed with local Community organizations to carry out these events in 2009 and 2010. The sixth event – John Galt Day - is currently run in-house by City staff.

Table 10 – Six Civic Celebrations

<i>Civic Celebration</i>	<i>Event Organizer</i>
1. Canada Day	Rotary Club of Guelph
2. Civic Holiday - John Galt Day	City of Guelph
3. Labour Day Picnic	Guelph & District Labour Council
4. Remembrance Day	Royal Canadian Legion
5. Santa Claus Parade	Kin Club (2009-10) Downtown Guelph Business Association (2011)
6. New Years Eve - Sparkles in the Park	Rotary Club of Guelph

In the spring of 2011, the former organizer of the Santa Claus Parade (Kin Club of Canada) provided notice to the City that they would not be renewing the agreement to act as the City's service provider for this event. A tender call went out to the community for an Expression of Interest (EOI) to accept applications for a new service provider. The sole respondent to the EOI, the Downtown Guelph Business Association (DGBA), organized the event in 2011.

At present, all of the community agreements have expired, and need to be renegotiated for 2012.

Financial Analysis

In order to ensure that City Council sanctioned events receive an appropriate and sustainable level of funding, an original budget of \$60,000 for the six Civic Celebrations was established in 2009. Each year, Council reviews the allocation for the civic celebrations during the budget process. In 2011, the budget for civic celebrations was \$69,400, an increase of 15.7% from the base set in 2009. This increase is primarily attributable to John Galt Day (\$8,000) and the Santa Claus Parade (\$1,400).

Table 11 - Total Grants and Waivers for the Six Civic Celebrations, 2007-2011

	2007		2008		2009		2010		2011	
	waiver	grant	waiver	grant	waiver	grant	waiver	grant	waiver	grant
Canada Day	\$14,000	\$18,000	\$14,000	\$18,000	\$14,184	\$17,816	\$19,088	\$12,910	\$18,128	\$13,872
John Galt Day		\$5,500		\$6,000	\$10,000		\$10,000		\$18,000	
Labour Day		\$1,500	\$10,000		\$1,604	\$1,396	\$2,102	\$898		
Remembrance Day	\$2,413		\$2,447		\$2,447		\$2,350		\$2,950	
Santa Claus Parade		\$7,800		\$7,000		\$8,000		\$8,000		\$12,885
Sparkles in the Park	\$4,000	\$3,500	\$4,000	\$500	\$4,000		\$4,000		\$4,000	

2.2.5 Non-Prescribed Social Services



Social Services are funded in a variety of cost sharing relationships between the City, the County, and the Province of Ontario. This funding relationship is prescribed in provincial legislation. However, the County also administers some operating grants to community organizations, which are not prescribed in legislation. The City's share of these "non-prescribed social service" grants (including the Consolidated Homelessness Prevention Program) amounted to \$501,759 in 2011.

Current Policy and Eligibility Criteria

As of 2011, the City entered into negotiation for the distribution of the City's portion of "non-prescribed" grants to social service agencies from the County of Wellington. The establishment of policies for this granting stream is pending the development of the CIS.

Existing Funding Arrangements and Agreements

At present, there are 11 Purchase of Service (POS) agreements between the County of Wellington and six community agencies to deliver social service programs that serve both Guelph and Wellington County. The lengths of the POS agreements vary from one to three year terms, but all expire on December 31, 2011. A letter dated September 12, 2011 was sent to all of these programs, advising them of the CIS project and that their existing funding agreements will remain in effect for 2012.

Prior to 2011, the County also provided grants to two organizations that only serve Guelph - Action Read and the Neighbourhood Support Coalition (NSC). The City has now taken direct control over the POS arrangements for Action Read, and the funding for the NSC has been re-allocated to the City's budget for that program.

Financial Analysis

In 2011, the City provided \$501,759 in "non-prescribed" social services grants – down 3.1% (\$16,300) from the previous year (see Appendix D for a detailed breakdown). This includes supplementary funding to the County of Wellington for the Consolidated Homelessness Prevention Program (CHPP) - a provincial initiative that funds programs working to prevent homelessness and provide outreach to people are experiencing homelessness. The City's funding portion ranges from 66 to 100 percent of the total grant (excluding CHPP). It is unclear how the grant costs between the City and County have been allocated. Some of the programs are based on a 75/25 split, while others are based on caseload and service utilization data.

No information is available about how the City and County came to supplement funding for the provincial CHPP. The municipal contributions are currently combined with the provincial funding and allocated as a total.

Many of the existing non-prescribed social service grants fund positions that straddle both the City and the County (e.g. Drug Strategy Coordinator, Seniors at Risk Coordinator, etc.), and thus require funding from both sources in order to make the program a reality.

Given the parallels with the City’s community grants for health and social services, there is potential for funding overlaps. However, there is no evidence that this has occurred. And it is unlikely however that community groups who would have applied to both the City and County for grants were aware that the City was supporting both funding mechanisms.

2.2.6 Other Community Agreements



The City has established partnership agreements with three community organizations – MacDonald Stewart Art Centre (MSAC), Wyndham House (WH), and the Neighbourhood Support Coalition (NSC). These agreements are multi-faceted and involve other community funding partners. As part of these agreements, these organizations receive annual operating dollars from the City.

Existing Funding Arrangements and Agreements

In 2011, MSAC received \$168,700 in operating funds. Plus, MSAC has received a total of \$80,000 in capital funding since 2007 (see 2.1 above). Concurrent to the CIS project, the City is undergoing a review of its partnership relationships with MSAC.

In June 2010, a report entitled the Sustainable Neighbourhood Engagement Framework (SNEF) was released which makes recommendations for the future development of the NSC and its membership.

Since 2008, the City has funded the operation of Wyndham House’s Youth Emergency Shelter at 18 Norwich Street East. The terms of funding are included in the lease agreement. 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”⁴ Wyndham House receives from the County of Wellington.

Financial Analysis

The following is a historical review of the funding that has been provided between 2007 and 2011 under these agreements. It is important to note that this funding may not represent the City’s full contribution to these groups, as all three have received community investment

⁴ Per diems are the amount emergency shelters receive from the CSM for occupancy costs. The rate as of December 1, 2010 was \$43 per person per night.

support through other means as well (e.g. capital funding grants, community grants program, facility-use subsidies, etc.).

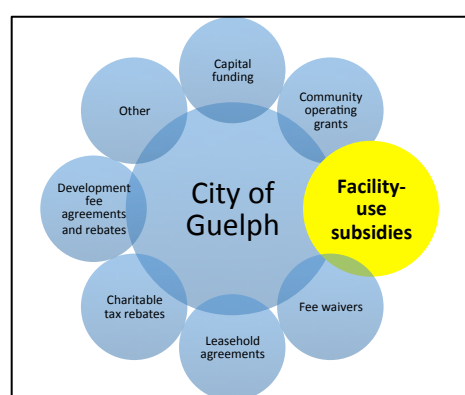
Table 12 - Other Community Agreements, 2007-2011

	2007	2008	2009	2010	2011	2012
MacDonald Stewart Art Centre	\$148,700	\$153,900	\$159,200	\$168,600	\$168,700	\$173,760
Neighbourhood Groups (various) and Neighbourhood Support Coalition	N/A	N/A	N/A	N/A	\$303,000	\$380,000
Wyndham House ¹				\$337,499	\$360,554	N/A

N/A = information not available.

¹The 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. The amounts shown in the chart above are the net funding received by Wyndham House, as reported in their Annual Report (April 1, 2010 – March 31, 2010).

2.3 Facility-use Subsidies



The City’s arts, culture, sports and recreation facilities often provide the only suitable locations for local community groups to pursue their activities in Guelph (e.g. dance performances, music concerts, ice skating, swimming, softball, etc.). In order to ensure that the City’s facilities are accessible and affordable for community activities, pre-approved community organizations are eligible for facility-use subsidies (i.e. discounted rental rates).

It should be noted that the City also offers facility-use discounts and subsidies at the individual level. Individual subsidies are beyond the purview of the CIS, and are not described here.

Current Policy and Eligibility Criteria

At present, the City offers facility-use subsidies for five different user groups:

- a) Youth groups
- b) Disability groups
- c) Neighbourhood groups
- d) Guelph Concert Band
- e) Non-profit groups renting City owned/operated cultural facilities, such as the River Run

The policies, practices and rates vary according to the user group, and are described below.

a) Youth Groups

The current youth subsidy policy was created in 1979, and last revised in May 1984. It states that, in order to qualify for the subsidy rate, youth groups must:

- Provide an active organized program that is open to all youth in the City of Guelph
- 80% of their members must be under 18 years of age
- Have an executive
- Charge participation fees
- Provide the City with registration lists and audited financial statements, as requested

The policy does not specify whether groups need to be incorporated or registered charities, however, current practice is that this is a requirement.

Historically, the City used to work with both of the local school boards to make indoor and outdoor school space available to community groups at reduced rates, outside of regular school hours. On July 9, 2004 the provincial government announced \$20 million in annual funding for the Community Use of School Program (CUSP).⁵ With the introduction of this funding in 2005, the school boards are able to provide community groups with reduced rates and/or free access to school space. As a result, the City is no longer involved in bookings pertaining to the Upper Grand District School Board's facilities. However, the City has retained some lawn maintenance and booking agreements with the Wellington Catholic District School Board.

The current policy also pre-dates the construction of the West End Community Centre, and was put in place to improve youth access to ice time. The theory behind the policy is that when the City's ice facilities are not available, youth groups could secure the University's ice rinks and receive a "grant credit" from the City. In practical terms, this means almost any time during the regular ice season, as the City's ice facilities are typically fully booked.

The University of Guelph does not offer youth rates for ice, and so select youth groups who have purchased and used the University's ice rinks are eligible for a capped rebate from the City. The refund amount is calculated by taking the difference between the University of Guelph's ice rate and the City of Guelph's youth rate, multiplied by the number of hours used at the university while the City ice was unavailable. It works out to about 52.5% percent of the hourly rate charged by the university for ice time.

In 2011, Parks and Recreation staff reviewed changes to the University ice subsidy, including discussions with Ice Users at a meeting on May 12, 2011. Council recently approved a proposal to remove the subsidy following the January to March 2012 booking session.

⁵ Lynn, Andre. *Opening the Doors to Ontario's Schools: Community Use of Schools Program Year One Impacts and Opportunities*. Toronto: The Community Social Planning Council of Toronto, in Partnership with the Social Planning Council of Kitchener-Waterloo and Community Development Halton, December 2005.

b) Disability groups

The current policy regarding groups serving individuals with disabilities was created in June 1995. Similar to the youth policy, approved disability groups must:

- Provide an active organized program for persons with disabilities in the City of Guelph
- 80% of their registrants must be from the City of Guelph
- Provide the City with registration lists and audited financial statements, as requested
- Be registered charities (or provide certification from an sponsoring organization)

Like youth, groups serving individuals with special needs are eligible for a 47.5% discount in facility rental rates. The policy states that only one subsidy per group will apply at any time.

c) Neighbourhood groups

The current policy regarding subsidies for the Neighbourhood Groups is dated July 2001. It is currently under review in light of the SNEF report.

Neighbourhood groups are currently classified into four categories, which receive the following facility-use subsidies:

- A (developing groups) – 70% subsidy
- B (sustaining groups) – 47.5% subsidy
- C (initiating groups) – No subsidy⁶
- D (initiating/developing groups) – 100% subsidy (70% subsidy and 30% to come from City budget 740-5111)

d) Concert Band

There is no official policy regarding the Guelph Concert Band. But, based on historical practice and in recognition of the cultural service the band provides to City residents at no charge, the Guelph Concert Band receives a 100% subsidy on usage of the Concert band shell at Riverside Park and the Gazebo at Royal City Park. However, in the Special Events consultation that was held in June 2010, representatives from the Guelph Concert Band noted that this practice is not always applied, and that they have been charged for the space.

e) River Run Centre

The River Run Centre does not have a formal policy regarding rental rates for community organizations. However, the Centre does offer discounted rental rates for both local (Guelph-based) and non-local, non-profit organizations that are registered with Canada Customs and Revenue Agency. The discount is applicable to the base rent only; other staff costs and service fees do not apply. The rates and fees for the River Run Centre are approved by Council on an annual basis (see table below).

⁶ There are currently no groups that fall within this category.

Table 13 - River Run Centre, 2011 Rental Rates and Fees

	<i>Corporate/ Commercial</i>	<i>Registered Non-profit or Charity, NOT Guelph-based</i>	<i>Registered Non-profit or Charity, Guelph-based</i>
Rental Rates – Ticketed Events (paid tickets) MAIN STAGE	\$1,250*	\$1,100*	\$900*
Co-operators Hall	\$450*	\$375*	\$300*
Rental Rates – Non Ticketed Events			
Main Stage	\$1,500	\$1,300	\$1,050
Co-operators Hall	\$500	\$450	\$350
Canada Company Hall	\$2,000	\$1,750	\$1,400

*or 12% of net ticket sales (gross less HST and CRF) whichever is greater

Existing Funding Arrangement and Agreements

The number of organizations who receive subsidies varies each year. In 2010, 28 youth groups, 18 special need groups accessed the facility-use subsidies. The River Run Centre typically offers reduced rates to 30-40 groups per year.

Financial Analysis

The value of subsidies is not consistently tracked and monitored across departments. In 2010, about \$1.1 million in subsidized rates was provided to three of the five user groups mentioned above - Neighbourhood Groups, Youth, and Disabled. The following is a historical review of the subsidies that has been provided to these groups between 2007 and 2011. It is important to recognize that these subsidies does not reflect actual revenues lost (i.e. they represent the total value of the rental discounts provided).

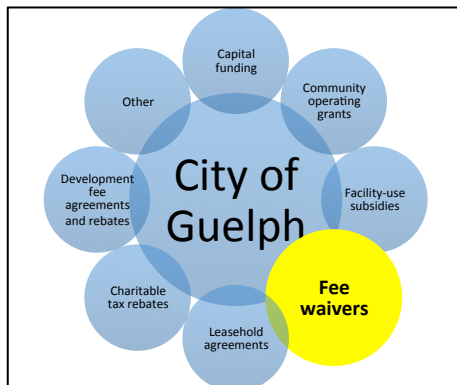
Table 14 - Youth Rental Discounts by Facility Type, 2006-2010

<i>Year</i>	<i>Arenas/Ice</i>	<i>Pools</i>	<i>Sports Fields</i>	<i>Rooms</i>	<i>Total</i>
2006	\$722,506.01	\$64,054.49	\$62,943.55	\$22,755.92	\$872,259.97
2007	\$775,883.76	\$64,688.42	\$67,391.60	\$23,603.24	\$931,567.02
2008	\$825,933.92	\$67,832.98	\$65,420.20	\$21,564.71	\$980,751.81
2009	\$851,696.44	\$71,359.74	\$76,884.68	\$20,669.49	\$1,020,610.35
2010	\$902,419.98	\$76,955.16	\$68,361.97	\$15,821.13	\$1,063,558.24

Table 15 - Parks and Recreation Rental Discounts by User Group, 2006-2010

	<i>Subsidy Rate</i>	<i>2006</i>	<i>2007</i>	<i>2008</i>	<i>2009</i>	<i>2010</i>
Neighbourhood A	70.0%	\$681.98	\$6,295.76	\$971.20	\$1,408.54	\$1,217.34
Neighbourhood B	47.5%	\$1,741.24	\$1,389.24	\$82.60	\$231.03	\$546.61
Neighbourhood D	100.0%	\$1,730.00	\$0.00	\$0.00	\$160.99	\$0.00
Total		\$4,153.22	\$7,685.00	\$1,053.80	\$1,800.56	\$1,763.95
Neighbourhood						
Special Needs	47.5%	\$8,194.78	\$10,764.40	\$10,102.46	\$12,540.10	\$15,289.70
Upper Grand D.S.B.	47.5%	\$20,417.35	\$20,041.56	\$18,333.98	\$18,736.66	\$20,901.76
Wellington Catholic D.S.B.	47.5%	\$17,597.97	\$17,018.89	\$17,608.95	\$17,629.44	\$20,418.67
Youth	47.5%	\$834,244.65	\$894,506.57	\$944,808.88	\$984,244.25	\$1,022,237.81
Total Youth		\$872,259.97	\$931,567.02	\$980,751.81	\$1,020,610.35	\$1,063,558.24
Total Subsidies		\$884,607.97	\$950,016.42	\$991,908.07	\$1,034,951.01	\$1,080,611.89

2.4 Fee Waivers



Similar to facility-use subsidies, fee waivers are grant credits that are given to community organizations organizing community events and civic celebrations on property, owned or managed by the City. These grants cover items like vendor licenses, park rentals, potable water supplies, port-a-potties, garbage bins, road closures, picnic tables, water provision, etc.

Current Policy and Eligibility Criteria

Community organizations need to apply for fee waivers, and they do so through the Community Grants program (Special Events). It is important to note that this is not a separate process; the groups are actually applying for a grant – the review committee decides to award a waiver versus a grant.

For a description of the policy and eligibility criteria for fee waivers, please refer to the Community Grants Program (section 2.2.1) described above.

Existing Funding Arrangement and Agreements

In 2011, six community organizations received fee waivers totaling \$30,000 through the Community Grants (Special Events) process. It is important to note that these waivers reflect only a proportion of the City's total cost of providing in-kind operational support to community organizations, and that not all community events receive waivers (e.g. Art on the Street, Billy Taylor, Festival Italiano, CIBC Run for the Cure, etc.).

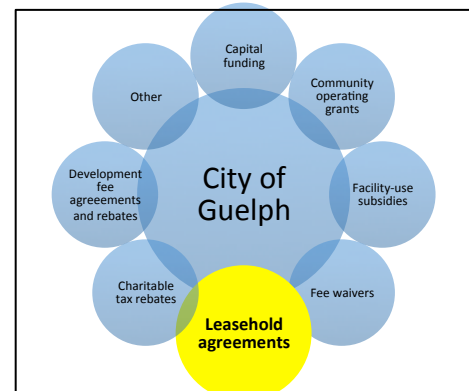
Financial Analysis

The amount of fee waivers granted each year varies, depending on the number of events that are held on public property, owned or operated by the City. For a detailed listing of programs and amounts that have received fee waivers, please refer to Appendix C (Community Events) and 2.2.4 Civic Celebrations.

2.5 Leasehold Agreements

The City has a number of realty holdings (i.e. buildings, parks, lands, and/or recreation facilities) that are used by community organizations. In certain instances, the City has entered into multi-year leasehold agreements with community organizations. Many of these contracts are in relation to parks and recreation, but not all. The reasons are numerous and multifaceted, and include:

- Addressing unmet community needs (e.g. Emergency Youth Shelter)
- Building a new or renovating an existing community facility (e.g. Guelph Youth Music Centre, Evergreen Seniors Centre, Guelph Community Sports Dome, etc.)
- Improving access to and availability of sports and recreation lands and facilities (e.g. Guelph Lakes Sports Fields, Centennial Pool, etc.)
- Improving parks maintenance and operating costs (e.g. Lawn Bowling Club, Guelph Hiking Club)
- Risk management - protecting the municipality against prospective liabilities (e.g. batting cages)



Current Policy and Eligibility Criteria

At present, the City does not have a documented policy or criteria regarding the creation and renewal of lease or license agreements with community organizations. Typically community organizations self-identify, and approach City staff directly. These requests are vetted by staff in Realty Services, and as many agreements are in relation to parks and recreation, staff from Community & Social Services are often involved in the process.

According to By-law 2006-18173 (Delegation of Authority for Real Property Agreements, dated October 16, 2006), the Director responsible for the program, operation, or capital project for which the need arises and the Manager of Realty Services have the authority to approve, on behalf of the City, certain agreements and other documents relating to real property, but this does not include leases. If the request falls outside the purview of this by-law, then it is necessary to seek Council approval. Typically, the community organization is invited to make a delegation to City Council when the staff report is being tabled.

Each agreement is created on a case-by-case basis, based on community need and resource availability. As a result, the duration and terms of each agreement is unique, and may involve:

- Development and/or renovation of a community facility on city-owned lands
- Exclusive or non-exclusive access
- Exemption from property taxes⁷ (if Municipal Capital Facility)
- Development charge waivers (if Municipal Capital Facility)
- Operating and maintenance contracts
- Preferential rental rates
- Funding and loan arrangements

Existing Funding Arrangement and Agreements

At present, the City has agreements with 22 Community organizations. These agreements can be separated into two categories:

- a) Community use of the City's realty holdings (e.g. city-owned parks, lands, buildings and/or facilities)
- b) Facility-use agreements, which give the City priority access to community-owned assets

The latter agreements are most often in regards to improving the supply of sports and recreation lands/facilities in the community. At present this does not include any agreements with for-profit corporations or private landlords, but the City has accessed private lands in the past, and could foreseeable in the future (e.g. ABB, Guelph Tool & Die, etc.).

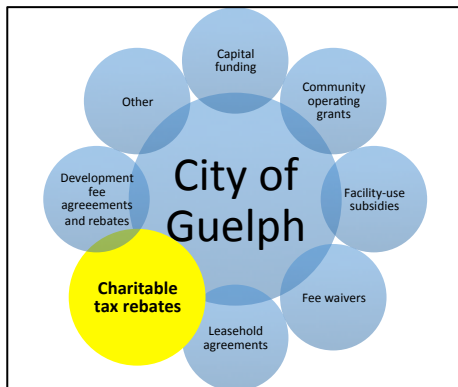
Following the recommendations of a recent audit, the City's Realty Division is in the process of creating a comprehensive database of all the City's land-related agreements. This database is expected to be completed within the next year. In the meantime, Appendix E provides a synopsis of the City's existing agreements with community organizations (14 of which are in regards to the City's realty holdings, and eight pertain to community assets).

Financial Analysis

It is challenging to "quantify" the cost of the City's agreements, as many of the arrangements do not involve direct funding arrangements. And in many respects, the costs to the City are negligible, as community organizations are able to deliver needed community programs and services for considerably less than it would cost the City to do so itself. For example, the Lawn Bowling Club currently receives an annual grant of \$15,000 from the City of Guelph to maintain the facility. Because this work is done by volunteers of the Club, the cost is substantially less than if the City's Parks and Recreation staff were to maintain the building and bowling greens directly.

⁷ Municipal Capital Facilities (section 110 of the Municipal Act) are facilities that are provided by others that would normally or potentially be something that would be provided by the municipality. As such, Municipal Capital Facility agreements allow for waiver of development charges and realty taxes. The Royal City Tennis Club, Guelph Saultos Gymnastics Club, and the Guelph community soccer dome are all examples of municipal capital facilities exempt from realty tax.

2.6 Charitable Tax Rebates



Under provincial legislation, every municipality is mandated to offer a property tax rebate program for eligible charities for the purposes of giving them relief from taxes on eligible property they occupy.

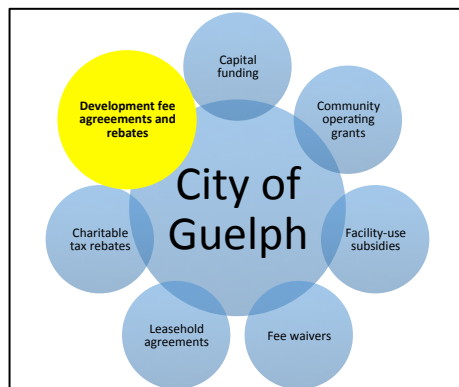
Current Policy and Eligibility Criteria

The Charitable Property Tax Rebate is governed by Section 361 of the Municipal Act. To be eligible for this rebate, a community organization must be a registered charity as defined in subsection 248(1) of the Income Tax Act, have a registered number issued by the Canada

Customs and Revenue Agency, and occupy a property that is in one of the commercial classes or industrial classes (i.e. within the meaning of subsection 308(1) of the *Municipal Act* as amended by the *Small Business and Charities Protection Act, 1998*).

The rebate is 40% of the taxes payable by the eligible charity on the eligible property it occupies. And registered charities must apply to the municipality for the rebate every year. Such applications are to be made on the prescribed form after January 1st of the year and no later than the last day of February of the following year for which the application is made. Each application must be accompanied by proof of taxes paid.

2.7 Development Fee Agreements and Rebates



The City's Affordable Housing Reserve Fund is used to support the construction of new affordable housing units. Developers (both private and non-profit) seeking relief of development charges and permit fees associated with their affordable housing projects can apply to this fund for incentives and support.

Current Policy

The City of Guelph does not currently have an Affordable Housing Strategy. However, City staff is in the process of preparing an Official Plan update for Council,

as well as a Position Paper on Affordable Housing to deal with municipal funding priorities. Implementing the affordable housing policies in the Official Plan will require the subsequent development of an affordable housing implementation strategy in conjunction with the County of Wellington.

Existing Funding Arrangement and Agreements

Since 2007, the City has provided support to four community organizations from the City's

Affordable Housing Reserve Fund. These include: Habitat for Humanity, Options for Homes (35 Mountford Drive), ANAFV (Army, Navy & Air Force Veterans of Canada), and Wyndham House.

In addition, research has revealed that the City has also made contributions to non-profit affordable housing projects that were not funded through the Reserve Fund; for example, the leasing of publicly owned houses (24 Downey Road, 297 Woodlawn Rd W), and St. Joseph’s Health Centre (400 Edinburgh Road N).

Financial Analysis

The table below provides a synopsis of the support provided to community organizations from the Affordable Housing Reserve, between 2007 and 2011. In the absence of a guiding policy, each of these contributions was awarded by Council on a case-by-case basis.

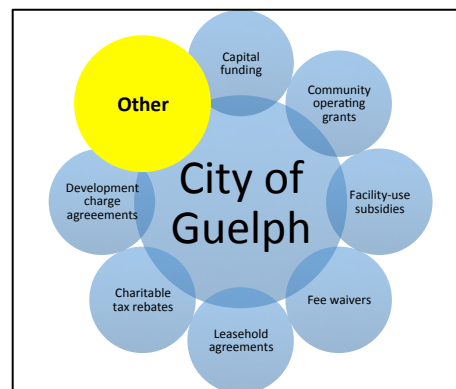
Table 16 - City Funding From Affordable Housing Reserve, 2007-2011

	2007	2008	2009	2010	2011	Total
Habitat for Humanity	\$26,000	\$47,413	\$80,000	\$45,656		\$190,069
Wyndham House			\$130,755			\$130,755
ANAFV		\$18,828				\$18,828
35 Mountford			\$25,263	\$12,479		\$37,742
Total	\$26,000	\$66,241	\$236,017	\$58,135	\$0	\$386,393

2.8 Other

2.8.1 Community Capacity Building

The City of Guelph recently undertook a new form of community investment – building community capacity. To date, there has been only one example of the City providing mentorship and coaching assistance to community groups, and it is described below.



Artscape

The arts community in Guelph has had a long-standing desire to establish an interdisciplinary, collaborative centre for local artists. This desired centre would provide amenities and spaces for performance, rehearsal, workshops, studios, offices, galleries, retail and more. Since 2010, a multi-disciplinary group of artists and volunteers – called the Guelph Arts Platform - have come together with the goal of founding such an arts centre. In June 2010, the City of Guelph hired Toronto Artscape Inc., a recognized leader in arts facility development to mentor Platform, and assist them in developing the strategic, organizational and individual leadership skills needed to establish a community-run arts facility.

The total funding project budget was \$70,677.84. In addition to providing mentoring support to Platform, Artscape also ran a creative space-making workshop and provided 16 hours of coaching services to 10 Carden St., to support their efforts in developing a larger facility, and provided six hours of advice sessions for five community groups.

2.8.2 Staff Time & Support

According to City staff, the community investment mechanisms described above represent only a fraction of overall staff time spent working with community organizations. These additional supports vary widely. They occur primarily in the form of staff time (e.g. answering questions, providing advice and assistance, writing letters of support, participating on community committees and task forces, etc.), and they are not uniformly tracked and/or measured across all City departments.

3. ANALYSIS & RECOMMENDATIONS

This section provides an analysis of the findings and lessons learned from the review of the City's existing community investment practices, as well as the case studies. This analysis has been grouped into 13 themes, and includes recommendations for the development of the CIS policy framework.

a) Defining Community Investment

In many communities, “community granting” is considered to be synonymous with “community investment”. In Guelph, however, the term extends well beyond the traditional community grants program, to encompass capital funding, facility-use subsidies, fee waivers, leasehold agreements, tax rebates, development charge agreements, and various kinds of staff support as well. In fact, Guelph's CIS includes a larger bundle of services and sectors than many other comparable municipalities.

b) Strategic Vision

The current community investment approach lacks a strategic vision. In addition, it is reactive – it tends to be based on community requests for support, rather than on achieving shared community goals. The development of a new CIS Policy Framework is an opportunity to create a system that is more responsive to local needs.

Moving forward, it will be critical for the City to articulate its roles and responsibilities vis-à-vis the community benefit sector, and the community impact it seeks to create through CIS. The resulting CIS Policy Framework should contain both direct and indirect support mechanisms that will allow community organizations to achieve the City's desired vision.

In addition, it is essential that the CIS be aligned with the City's Strategic Plan, relevant policy and legislative frameworks, and directly link with the City's master plans (housing,

parks and recreation, etc.) and other relevant initiatives such as the emerging Community Plan for Wellbeing.

c) Policy Framework

There is a lack of policies that guide current investment practices. Those that do exist are typically over 20 years old, and program or departmental specific. Many are out-of-date and do not reflect current practices. Given the turnover within City and community personnel, it is important that policies and community partnership agreements are reviewed and updated at more regular intervals so that they reflect current realities. Yet, staff has cautioned against the development of stringent policies – it is important for the City to have the flexibility to adapt, and respond to emerging community needs.

d) Clear & Consistent Investment Mechanisms

With the exception of “community grants”, other types of community investment opportunities are not well known and communicated (both within and outside of City Hall). It is currently up to local community organizations to approach and navigate the municipal infrastructure on their own accord. Consequently, community organizations with historical ties and experienced (connected) staff and volunteers are viewed as having a “leg up”.

The findings reveal that there has been a lack of consistency in how community investments have been allocated in the past. Some community organizations have received funding and support from multiple streams. Others have received funding some years and not others, with little explanation for that decision. In several cases, very small grants have received detailed examination and supervision while much larger allocations (e.g. capital funding or special projects) have been approved with much less debate, evaluation or ongoing accountability. As a result, there is a perception that certain community groups and sectors receive preferential treatment.

There is a strong appetite for an approach to community investment that is both clear and consistently applied. To get there, consideration will need to be given to questions such as the following:

- Which types of external community activities should the City support or not support?
- Is it acceptable/desirable for one organization to access support through multiple streams in any given year?

d) Level of Investment

This analysis shows that the value of the City’s community grants and waivers, capital grants, partnership agreements, and sports and recreation facility-use subsidies totalled over \$3 million in 2011. It is important to note, however, that apart from direct funding grants and fee subsidies, it is challenging to quantify the current level of the City’s community investments as they are not consistently tracked and monitored across the corporation. And in some instances, the expense may actually be a net benefit to the City as community groups are often able to deliver needed community programs and services for less than it would cost the City to do so itself.

The operating grants that are received by community organizations typically represent a small portion of their operating budget (less than 2%), but they are very important. The operating grant usually comes at a helpful time of the year (February), when the organization would otherwise struggle to meet payroll.

By and large the grants allocated are very small; the majority are for amounts of \$5,000 or less. And according to the case studies, Guelph's funding levels are considerably lower in comparison to other municipalities. Nevertheless, a large amount of staff and volunteer time (on the part of both community organizations and City staff) goes into the Community Grant application and review process for a relatively small amount of money.

The City needs to weigh the impact these small grants have on the community - Is it better to fund a few programs well, or to give lots of programs a little bit (i.e. to distribute funding broadly versus deeply)? And given that the City has limited resources, how should the level of investment be determined (e.g. based on historical practice with COLA, per capita funding formula, based on community need – until funding runs out, etc.)?

Moving forward, it will also be important for the City to examine the overall amount of funding it should provide in grants and waivers.

e) Capital Funding

Capital funding support is vital, and has allowed for new and essential community assets to be developed in recent years (e.g. residential hospice). However, there is no official policy, review process or reserve fund for capital grants. As a result, the current capital funding process is reactive; it is based on community requests for funding, and the City's availability of funding. The City needs to be more strategic and proactive with respect to capital funding; for example, working with the community to identify needs and develop a long range (5-year) capital plan, as well as exploring models to support capital funding requests (e.g. allocating a percentage of development charges for the creation of new social, health, recreational, and cultural facilities).

f) Civic Celebrations

The existing community agreements regarding Civic Celebrations have all expired, and so, there is an opportunity to review how these community events are organized and funded in the immediate future. Some questions the CIS should take into account are as follows:

- What happens if no community group is interested in hosting these civic celebrations? Does the event automatically become a city responsibility, or should the event be cancelled? What is the cost impact of changing the sponsor of the event?
- Is the current list of events fixed, or can others be added in the future? And if so, what's the process for adding (or removing) a civic celebration?
- Are there any other long-standing community events that warrant continuing and sustainable City support (e.g. Ribfest, Hillside, etc.)? And on what basis should this be determined?
- Assuming the current six events will continue as currently administered, is the budget/support level apt, and by how much should it increase per year?

- Do any of the civic celebrations necessitate other community services, for which organizers need to apply for annual grants (e.g. St. John's Ambulance)?

g) Annual versus Multi-year Community Operating Grants

Many of the Community Grant recipients receive support year after year, and as a result, these organizations have come to rely on the City's support as core operating funding. Yet, as the allocations are not based on historical funding decisions, the amount allocated to these organizations varies year to year, making it difficult for community programs to plan. The CIS should explore whether certain programs/events warrant ongoing support, and if so, what is the eligibility criteria and process for receiving multi-year grants.

h) Review Process

The current process for the reviewing Community Grant applications is inconsistent (e.g. staff versus community-driven), and the Sector Review Groups operate independently of each other. And while the idea of using community expertise on the review panels is a good one, the current process is prone to conflicts of interests, and lacks transparency, integration and coordination. It is recommended that the City explore the fund distribution models used by other municipalities and community grant-making bodies, such as the Ontario Trillium Foundation, United Ways, and Community Foundations. In so doing, it will be important for the CIS to clarify the role of Council, staff and volunteer reviewers in the decision-making process.

Consideration should also be given to working in collaboration with other grant-funding bodies. For example, using a standardized application form (e.g. CADAC⁸ budget which is already used by the Canada Council and Ontario Arts Council).

i) Allocation of Sports & Recreation Facilities

Although it is beyond the purview of the CIS, this review unveiled a number of questions about the City's provision and allocation of sports and recreation facilities and fields. It is understood that City staff are currently reviewing the City's ice allocation policy, and that the development of a space allocation policy is pending the outcome of the CIS. To get there, consideration will need to be given to questions such as:

- How does the City prioritize access to its sports and recreation facilities and fields? (i.e. Do community organizations get priority? Do youth groups receive priority access over adult ones? If there is more than one community group per sport, does the city enter agreements with both? Etc.)
- What is the City's role regarding ensuring access to sports and recreation facilities in the community? If the City does not own the space/facility, should it provide discounts for groups to use community-owned spaces (e.g. University ice time)?

⁸ CADAC (Canadian Arts Data/Données sur les arts au Canada) is a web-based database, developed by the Canadian Council for the Arts, that is intended to lighten the administration burden on arts organizations applying for operating funding to one or multiple public funders by enabling them to submit one set of financial and statistical information.

j) Accountability

The eligibility criteria outlined in the present Community Grants policy are broad, and the actual application of these criteria has varied. For example, in the past five years, a couple of private, for-profit corporations have received grant funding, and a few of the grant recipients have been based outside of Guelph. There should be consistency and defensibility in decision-making, and also some accountability on the part of City Hall if the policy is not upheld.

At present, there is limited monitoring and evaluation of the impact and benefits of the City's investment in the community benefit sector. With the exception of a few debriefing meetings that are held post community events, there is no follow-up mechanism for organizations to provide post-grant information demonstrating the impact and benefits (and lessons learned) the grant had on the community. Community organizations would be quite open to providing evaluation reports, particularly if that feedback were well integrated into subsequent granting decisions.

k) Doing Business Better

The results of the community survey indicate that some simple administrative changes could make a difference in improving community interactions with City Hall, for example:

- Providing detailed invoicing regarding costs, subsidies and waivers
- Responding to requests for information (including feedback on unsuccessful grant applications) in a timely manner
- Proactively communicating about the types of supports that are available to community groups (e.g. charitable property tax rates)

Navigating City Hall is quite challenging for many community organizations. Many report that Finance is often their first point of contact, and questioned whether this is appropriate. Overall community organizations report good working relationships with individual staff members, but noted that there is an inconsistency among messages received from various departments. As part of the CIS implementation plan, there will be a need for inter-departmental education. And consideration should be given to appointing someone with community knowledge to assist community groups with completing application forms and navigating City Hall.

l) Enabling Social Innovation

The CIS provides the opportunity to explore innovative models of community investment. The following is a list of pockets of existing energy and innovation upon which the municipality can build. However, before the City can consider these options, it needs to be realistic about its own capacity to innovate, and to ensure that there is the appropriate political will, culture and structure within City Hall to not only enable social innovation, but also to sustain it.

- Shared Spaces - Co-location of community groups would be enormously beneficial, both in terms of provision of office space and stimulation of creative collaboration. The City should not underestimate the value of its contribution in this area if it could find a way

to facilitate the provision of shared spaces for community groups. This includes exploring the possibility of using the City's vacant realty holdings (e.g. Delhi Recreation Centre), and providing expert personnel who can help facilitate multi-stakeholder partnerships.

- Innovative financing options - The CIS should explore means of providing financial assistance to community groups in ways that do not directly affect the City's budget, and are in accordance with existing policy and legislative requirements. For example, legitimizing community bonds or guaranteeing access to lines of credit could be of enormous assistance.
- Shared marketing and communication strategies – Community organizations, especially volunteer-run ones, do not have sufficient funding to support organizational requirements like marketing and communication. Assistance in this regard, such as facilitating opportunities for shared marketing and communication strategies (e.g. the “Guelph Fab 5” campaign, and posting community events on the City's website) could be of great help.
- Community capacity building – Many organizations require assistance with business functions, such as strategic planning, board and leadership development, and mediation; however, do not have the resources to hire management consultants. Is there a role for the City to support community organizations in this manner, either directly or by funding others to do so?
- Working in collaboration - The local community is changing and becoming more diverse. For example, many locally based community organizations serve geographic catchment areas beyond Guelph, such as Wellington County and Waterloo Region. Many are reliant on City support as seed funding and/or support from other granting bodies to make the program a reality. Consequently, it is important that as part of the CIS, the City explore establishing relationships with other funders to reduce duplication and ensure coordination of funding efforts. For example, consideration should be given for using a standardized application form (e.g. CADAC).

4. CONCLUSION

In summary, community investment was found to extend well beyond community granting, to encompass capital funding, facility-use subsidies, fee waivers, leasehold agreements, tax rebates, development charge agreements, and various kinds of staff support as well. The Community Grants Program is important because it is the point of greatest community engagement and visibility, and therefore, the area involving the greatest risk of complaints. Improving the community grants program, would certainly take the City a long way towards creating a more accountable, transparent community investment practice. However, limiting the CIS to a clean up of the grant management process alone addresses only a small fraction of the City's overall

community investments, and misses a vital opportunity to review at a more strategic level what the City wants to achieve and its role vis-à-vis the community benefit sector.

Appendix A – Health & Social Services Community Grants, 2007-2011

<i>Health & Social Services Grant Recipients</i>	<i>2007</i>	<i>2008</i>	<i>2009</i>	<i>2010</i>	<i>2011</i>
Abbeyfield Houses Society of Guelph			\$3,000		
Action Read Community Literacy Centre	\$7,000	\$13,000	\$13,000	\$12,000	\$10,000
Big Brothers Sisters of Guelph				\$5,000	\$5,000
BreastStrokes	\$3,000				
Chalmers Community Services Centre	\$3,000			\$5,000	\$5,000
Children's Foundation of Guelph and Wellington				\$5,000	\$10,000
Community Torchlight (Distress Centre)	\$3,500	\$3,500	\$5,000	\$5,000	\$5,000
Guelph Block Parents Inc.	\$1,500	\$1,200			
Guelph & District Multicultural Centre			\$10,000		
Guelph Community Health Centre			\$3,780	\$3,780	
Guelph Giants Special Hockey Foundation					\$5,000
Guelph Neighbourhood Watch	\$912	\$912			
Habitat for Humanity Wellington		\$4,500			
Junior Achievement	\$1,500				
K9 Helpers Service Dogs, Inc				\$1,820	\$900
Michael House Pregnancy Care Centre	\$7,000	\$7,000	\$7,820	\$7,500	\$5,000
Norfolk Street United Church	\$3,000	\$6,000	\$6,000		
St. John Ambulance - Guelph	\$6,000	\$2,000	\$5,000	\$6,000	\$2,000
Volunteer Centre of Guelph/Wellington	\$7,000	\$2,000			\$7,000
Wellington Dufferin Guelph Eating Disorder Coalition				\$2,500	\$1,400
Wyndham House	\$6,500	\$11,638			
Total Allocations	\$49,912	\$51,750	\$53,600	\$53,600	\$56,300
Total # of Grant Recipients	12	10	8	10	11

Appendix B – Arts & Culture Community Grants, 2007-2011

<i>Arts & Culture Grant Recipients</i>	<i>2007</i>	<i>2008</i>	<i>2009</i>	<i>2010</i>	<i>2011</i>
Dancetheatre David Earle		\$2,390		\$2,500	\$2,500
Ed Video Media Arts Centre Arts	\$3,500	\$3,000	\$3,500	\$4,000	\$4,000
Edward Johnson Music Foundation	\$2,500				
eyeGO to the Arts, Inc.	\$2,000	\$2,000		\$2,000	\$1,500
First Light Theatre		\$1,500	\$1,500	\$1,500	
Guelph Arts Festival		\$1,000			
Guelph Arts Platform					\$3,000
Guelph Chamber Choir	\$2,500	\$2,500	\$2,500	\$2,500	\$2,500
Guelph Concert Band	\$1,500	\$1,500	\$1,500	\$2,000	\$2,000
Guelph Contemporary Dance Festival	\$9,900	\$9,900	\$10,500	\$11,000	\$11,000
Guelph Creative Arts Association	\$1,500	\$785	\$1,000	\$1,000	\$1,000
Guelph Festival of Moving Media			\$2,500	\$3,000	\$3,000
Guelph Jazz Festival	\$10,000	\$10,000	\$12,000	\$12,000	\$12,000
Guelph Little Theatre		\$2,000	\$2,000	\$2,000	\$2,000
Guelph Symphony Orchestra	\$3,000	\$3,000	\$3,600	\$3,600	\$3,600
Guelph Youth Music Centre	\$4,000	\$4,000	\$4,000	\$4,000	\$4,000
Guelph Youth Singers	\$2,500	\$2,500	\$2,500	\$2,500	\$2,500
Hillside Community Festival of Guelph	\$10,000	\$10,000	\$10,000	\$10,000	\$10,000
Kazoo					\$1,500
Kitchener Waterloo Symphony		\$2,000	\$2,000		
Kiwanis Music Festival of Guelph	\$2,500	\$2,500	\$2,500	\$3,000	\$3,000
Rainbow Chorus	\$1,200	\$1,200	\$1,400	\$1,400	\$1,400
Royal City Musical Productions Inc.	\$2,000	\$2,000	\$2,000	\$2,000	\$2,000
Sharp Cuts Indie Film & Music Festival					\$1,000
The Over Tones, Inc.	\$1,200	\$1,000			
Theatre Guelph Inc.	\$2,500	\$2,500	\$2,500		
Touchmark Theatre	\$2,700		\$2,500		
Total Allocations	\$65,000	\$67,275	\$70,000	\$70,000	\$73,500
Total # of Grant Recipients	18	20	19	18	20

Appendix C – Community Event Grants, 2007-2011

<i>Community Events Grant & Waiver Recipients</i>	<i>2007</i>	<i>2008</i>	<i>2009</i>	<i>2010</i>	<i>2011</i>
121 Red Arrows Squadron	\$1,000				
City of Guelph (River Run 10th Anniversary)	\$500				
Ed Video Media Arts Centre Arts (Anniversary Exhibition, Comedy Fest)			\$3,000		\$3,750 \$3,000
Faery Fest Inc. (Enchanted Ground)		\$650		\$1,200	\$1,000 (G) \$5,000 (W)
Guelph and District Multicultural Festival	\$5,400 (W)	\$4,000	\$2,750 (G) \$4,500 (W)	\$4,500 (W)	\$10,000 (G) \$5,000 (W)
Guelph Arts Council (Doors Open Guelph)	\$8,500	\$7,000	\$5,000	\$8,500	\$8,500
Guelph Athletics Society (Canadian Cross Country Championships)	\$20,000		\$23,000	\$15,000	\$3,000 (W)
Guelph Business Enterprise Centre					\$1,000
Guelph Chinese Canadian Cultural Assoc.				\$800	
Guelph Curling Club (The National, Grand Slam of Curling and Dominion Stick Provincials)				\$5,000	\$4,500
Guelph First Response Team Conference					\$1,000
Guelph Girls Minor Softball Association			\$11,000 (W)	\$8,500 (W)	\$5,000 (W)
Guelph Horticultural Society	\$800	\$800		\$800	\$800
Guelph Kinette Club					\$550
Guelph Ringette (Eastern Championships, Annual Tournament)			\$5,000 (W)	\$4,800 (W)	\$5,000 (W)
Guelph Rowing Club		\$12,000			
Guelph Storm (Reunion)				\$1,000	
Guelph Water Polo Club				\$3,700	
Guelph Wrestling Club (Canada Cup, JR/SR Championships)	\$15,000 (W)	\$11,000 \$3,000	\$9,000	\$12,500	\$9,000
Hillside Community Festival of Guelph (Hillside Inside)		\$18,000	\$3,500 (G) \$11,000 (W)	\$4,000 (G) \$14,000 (W)	\$12,500
Precept Insurance (Sunlight Music Festival for Women In Crisis)				\$1,200	\$2,000 (W)
Rotary Club District Conference			\$2,750		
Rotary Club of Guelph, Trillium (Ribfest)	\$5,000 (W)	\$4,000	\$4,500 (W)	\$4,500 (W)	\$5,000 (W)
Royal City Regals Lacrosse Club Inc.		\$10,000			
Sharp Cuts Indie Film & Music Festival	\$2,500	\$650	\$1,000		
University of Guelph - Guelph Organics Conference	\$500				
University of Guelph - Human Kinetics Student Assoc.				\$1,000	
University of Guelph - LABash		\$11,000			
University of Guelph - National University Curling Championship		\$5,000			
University of Guelph - Ontario Engineering Competition			\$5,000		
University of Guelph - World Hunger Summit Conference					\$10,000
Waterloo-Wellington District Senior Games		\$750			
Total Grants	\$25,400		\$55,000	\$54,700	\$65,600
Total Waivers	\$33,800		\$36,000	\$36,300	\$30,000
Total Allocations	\$59,200	\$87,850	\$91,000	\$91,000	\$95,600
Total # of Grant Recipients	10	13	12	16	17

Notes: All funding is in the form of grants, unless specified, with the exception of 2008 for which not data was available (W = waivers and G= grants).

Appendix D – ‘Non-Prescribed’ Social Services Grants, 2010-2011

<i>Agency</i>	<i>Program</i>	<i>2010</i>		<i>2011</i>	
		<i>City</i>	<i>County</i>	<i>City</i>	<i>County</i>
Action Read	Early Literacy program	\$18,000		\$18,000	
Children's Foundation	Recreation funding	\$21,748	\$7,252	\$21,748	\$7,252
F&CS	Give Yourself Credit	\$61,500	\$20,500	\$61,500	\$20,500
GCHC	WG Drug Strategy	\$86,000	\$25,000	\$83,000	\$25,000
GCHC	Early Learning Program	\$81,100	\$7,900	\$81,100	\$7,900
GCHC	Garden Fresh Box	\$27,000	\$3,000	\$27,000	\$3,000
GCHC	Early Years Data Analysis Coordinator	\$15,098	\$5,032	\$15,098	\$5,032
Trellis	Seniors at Risk Coordinator	\$52,000	\$26,000	\$53,000	\$27,000
United Way	Poverty Coalition	\$63,000	\$21,000	\$59,700	\$24,300
Various	Consolidated Homeless Prevention Program	\$59,000	\$16,000	\$48,000	\$27,000
WDG Public Health	Growing Great Kids Network	\$9,613	\$2,387	\$9,613	\$2,387
WDG Public Health	Dental Program	\$10,500	\$3,500	\$10,500	\$3,500
Women In Crisis	Child care for victims of domestic violence	\$13,500	\$4,500	\$13,500	\$4,500
Total		\$518,059	\$142,071	\$501,759	\$157,371

Appendix E - Leasehold Agreements with Community Organizations, 2011

<i>NPO</i>	<i>City Realty Holding</i>	<i>Community Asset</i>
1) Barber Scout Camp		Barber Scout Camp
2) Col. John McCrae Legion		Soccer field
3) Curling Club		Baseball and soccer fields
4) Guelph General Hospital	65 Delhi St. (parking lot)	
5) Grand River Conservation Area		Guelph Lake fields; Eramosa River Trail (volleyball courts)
6) Guelph Girls Minor Softball	Margaret Green and Exhibition Parks' Batting Cages	
7) Guelph Hiking Club	Wastewater and Stone Road East Trails	
8) Guelph Saults Gymnastics Club	Centennial Park	
9) Guelph Soccer Club	Centennial Park	
10) Guelph Wellington Seniors Association	Evergreen Seniors Centre	
11) Guelph Youth Music Centre	Guelph Youth Music Centre	
12) Kidsability	West End Recreation Centre	
13) Lawn Bowling Club	Lawn Bowling Club	
14) Navy Club	Navy Club	
15) Neighbourhood Groups	various	
16) Ontario Ministry of Agriculture and Food		Baseball field
17) Royal City Tennis Club	Centennial Park	
18) Correctional Centre		Royal City Jaycees Park
19) Upper Grand District School Board		Centennial Pool
20) Wellington Catholic District School Board		Various fields
21) Wyndham House	18 Norwich	
22) Guelph Royals Senior Baseball (pending NPO status)	Hastings Stadium	

Appendix F – Survey Feedback from Community Organizations

The following is a synopsis of the key findings from the CIS survey related to past experiences seeking support from the City. (For a full summary of the survey results, please refer to the “Portrait of Guelph’s Community Benefit Sector” report.)

Seventy percent of the community organizations that completed the CIS survey indicated that they had applied to the City for support in the past. Of those respondents, 46.2% had received their full request, and 35.5% had received a partial request. The top three types of support requested were: funding grants (41.9%), fee waivers and subsidies (22.1%) and meeting spaces (18.4%).

The majority of respondents (82.9%) indicated that the City’s support was extremely or very important to the success of their program/event.

With respect to satisfaction, the following table outlines the percentage of respondents who reported that they were extremely or very satisfied with their experiences:

	<i>All respondents</i>	<i>Respondents who received their “full” request</i>
Ease of access to information about available supports	44.7%	61.3%
Customer service (i.e. help, advice and support from City staff)	55.4%	70.0%
Funding application and review process	32.1%	47.5%
Amount and/or type of support available	27.3%	43.9%
Administration involved in receiving funding/maintaining contracts	42.6%	60.0%
Overall satisfaction	43.1%	70.3%

When asked what they liked most about their experience, respondents most commonly cited positive interactions with City staff (i.e. helpfulness, customer service, knowledgeable, friendliness, etc.). The second most common response was the on-line application form.

The following is a summary of responses (in no particular order) of negative experiences by respondents:

- Amount of paperwork (“red tape”), and the appearance that liability issues seem to dominate
- Organizing of financial accounts and timing of funding – many community groups operate on a different fiscal year than the City
- High rental rates
- Amount of funding available (too little)
- Inter-departmental communications (lack thereof and inconsistency)
- Lengthy response times to requests
- Knowing who to contact

- Perceived inconsistency re the amount of funding comparable groups receive
- No way to upgrade access to sports and recreation fields, arenas, etc.
- Grant applications are difficult to locate on City website
- Lack of notification re grants process (find out via the newspaper)