

2. **Recreation Renewable Funding and Facility Access**
Financement récréatif renouvelable et accès aux installations

COMMITTEE RECOMMENDATIONS

That Council:

- 1. Approve the Recreation Renewable Funding Program Policy detailed in Document 1 to this report;**
- 2. Approve the Facility Access Policy detailed in Document 2 to this report;**
- 3. Reaffirm the Recreation Renewable Funding Program for the 2018-2022 term of Council, subject to annual budget allocation; and,**
- 4. Delegate the authority to the General Manager, Recreation, Cultural and Facility Services to;**
 - a. Approve, amend, extend and execute Recreation Renewable Funding Agreements, in accordance with the policy outlined in this report and detailed in Document 1 to this report;**
 - b. Approve, amend, extend and execute Facility Access Agreements in accordance with the policy outlined in this report and detailed in Document 2 to this report;**
 - c. Select Not-for-profit Recreation Community Associations to enter into contribution agreements and allocate funding in accordance with the Recreation Renewable Funding Program Policy outlined in this report and detailed in Document 1 to this report; and,**
 - d. Select Not-for-profit Recreation Community Associations to enter into Facility Access Agreements in accordance with the Facility Access Policy outlined in this report and detailed in Document 2 to**

this report.

RECOMMANDATIONS DU COMITÉ

Que le Conseil :

- 1. approuve la politique du Programme de financement récréatif renouvelable, comme indiqué dans le document 1;**
- 2. approuve la politique sur la gestion des installations et l'accès à ces dernières, comme indiqué dans le document 2;**
- 3. réaffirme le Programme de financement récréatif renouvelable de la Direction générale des loisirs, de la culture et des installations (DGLCI) dans le cadre du mandat du Conseil de 2018-2022, sous réserve de l'approbation de l'enveloppe budgétaire annuelle;**
- 4. délègue au directeur général des Loisirs, de la Culture et des Installations le pouvoir;**
 - a. d'approuver les ententes sur le financement des loisirs renouvelable qui régissent, entre autres, l'intégration des nouveaux bénéficiaires et les contributions financières connexes dans le cadre des dispositions annuelles du budget de la Direction générale, et qui sont conformes à la politique décrite dans la présente;**
 - b. d'approuver les ententes sur la gestion des installations et l'accès à ces dernières, conformément à la politique présentée dans le présent rapport.**
 - c. de choisir des associations récréatives communautaires à but non lucratif pour conclure des accords de contribution et allouer le financement conformément à la politique du Programme de**

financement récréatif renouvelable présentée dans le présent rapport et décrite dans le document 1 du rapport;

- d. de choisir des associations récréatives communautaires à but non lucratif pour conclure des accords de contribution, conformément à la politique sur l'accès aux installations présentée dans le présent rapport et décrite dans le document 2 du rapport.**

DOCUMENTATION/DOCUMENTATION

1. Luc Lavictoire, Manager of Business Technical and Support Services, dated January 31, 2022 (ACS2022-RCF-GEN-001).

Luc Lavictoire, Gestionnaire, Direction des services de soutien technique et aux activités, Direction générale des loisirs, de la culture et des installations, daté le 31 janvier 2022 (ACS2022-RCF-GEN-001)

**COMMUNITY AND PROTECTIVE
SERVICES COMMITTEE
REPORT 24
13 APRIL 2022**

23

**COMITÉ DES SERVICES
COMMUNAUTAIRES
ET DE PROTECTION
RAPPORT 24
LE 13 AVRIL 2022**

SUBJECT: Recreation Renewable Funding and Facility Access

File Number ACS2022-RCF-GEN-001

Report to Community and Protective Services Committee on 31 March 2022

and Council 13 April 2022

**Submitted on January 31, 2022 by Luc Lavictoire, Manager of Business Technical
and Support Services**

**Contact Person: Craig Cornell, Program Manager, Recreation, Cultural and
Facility Services**

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Ward: CITY WIDE / À L'ÉCHELLE DE LA VILLE

OBJET : Financement récréatif renouvelable et accès aux installations

Dossier : ACS2022-RCF-GEN-001

Rapport au Comité des services communautaires et de protection

le 31 mars 2022

et au Conseil le 13 avril 2022

**Soumis le 31 janvier 2022 par Luc Lavictoire, Gestionnaire, Direction des services
de soutien technique et aux activités, Direction générale des loisirs, de la culture
et des installations**

**Personne ressource : Craig Cornell, Gestionnaire de programme, Direction
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Quartier : CITY WIDE / À L'ÉCHELLE DE LA VILLE

REPORT RECOMMENDATION(S)

That the Community and Protective Services Committee recommend that Council:

- 1. Approve the Recreation Renewable Funding Program Policy detailed in Document 1 to this report;**
- 2. Approve the Facility Access Policy detailed in Document 2 to this report;**
- 3. Reaffirm the Recreation Renewable Funding Program for the 2018-2022 term of Council, subject to annual budget allocation; and,**
- 4. Delegate the authority to the General Manager, Recreation, Cultural and Facility Services to;**
 - a. Approve, amend, extend and execute Recreation Renewable Funding Agreements, in accordance with the policy outlined in this report and detailed in Document 1 to this report;**
 - b. Approve, amend, extend and execute Facility Access Agreements in accordance with the policy outlined in this report and detailed in Document 2 to this report;**
 - c. Select Not-for-profit Recreation Community Associations to enter into contribution agreements and allocate funding in accordance with the Recreation Renewable Funding Program Policy outlined in this report and detailed in Document 1 to this report; and,**
 - d. Select Not-for-profit Recreation Community Associations to enter into Facility Access Agreements in accordance with the Facility Access Policy outlined in this report and detailed in Document 2 to this report.**

RECOMMANDATION(S) DU RAPPORT

Que le Comité des services communautaires et de protection recommande au Conseil :

- 1. d'approuver la politique du Programme de financement récréatif renouvelable, comme indiqué dans le document 1;**
- 2. d'approuver la politique sur la gestion des installations et l'accès à ces dernières, comme indiqué dans le document 2;**
- 3. de renouveler le Programme de financement récréatif renouvelable de la Direction générale des loisirs, de la culture et des installations (DGLCI) dans le cadre du mandat du Conseil de 2018-2022, sous réserve de l'approbation de l'enveloppe budgétaire annuelle;**
- 4. de déléguer au directeur général des Loisirs, de la Culture et des Installations le pouvoir d'approuver;**
 - a. les ententes sur le financement des loisirs renouvelable qui régissent, entre autres, l'intégration des nouveaux bénéficiaires et les contributions financières connexes dans le cadre des dispositions annuelles du budget de la Direction générale, et qui sont conformes à la politique décrite dans la présente;**
 - b. les ententes sur la gestion des installations et l'accès à ces dernières, conformément à la politique présentée dans le présent rapport.**
 - c. choisir des associations récréatives communautaires à but non lucratif pour conclure des accords de contribution et allouer le financement conformément à la politique du Programme de financement récréatif renouvelable présentée dans le présent rapport et décrite dans le document 1 du rapport;**
 - d. choisir des associations récréatives communautaires à but non lucratif pour conclure des accords de contribution, conformément à la politique sur l'accès aux installations présentée dans le présent rapport et décrite dans le document 2 du rapport.**

BACKGROUND

At amalgamation, the City of Ottawa became responsible for a variety of facility access and funding agreements that former municipalities had negotiated with not-for-profit community associations to enable and facilitate the delivery of recreation programming

and community activities. A significant effort was made to transition these agreements into the new City, respecting local practices and priorities. Over the last two decades, procedures, documents and policies have gradually been standardized across the City and are reflected in the policies recommended in this report.

Recreation Renewable Funding

Community associations previously approved for recreation funding by former municipalities were transitioned over to City of Ottawa funding programs in 2001. The majority of the community associations funded today are the result of this migration from former municipalities so that they could continue to play an important role in meeting the needs of their community.

In response to the Auditor General's 2008 Audit of Grants and Contributions, the corporate Grants and Contributions Policy was created and approved by Council on August 25, 2010 and came into effect on January 1, 2011. The policy provides an administrative framework to guide the development, management and review of grants and contributions programs across the City to ensure alignment with Council objectives and priorities, and was designed with transparency, accountability, fairness, efficiency and responsiveness, in mind. Grants and contributions are distributed to external organizations and individuals solely as part of funding programs which are approved by Council. Funding programs are administered by City staff (program administrators), who are responsible for obtaining Council approval for a funding program, monitoring the disbursements of funds to program recipients, ensuring the continuing validity of the program, and reporting on the status of the program and the number of recipients on a regular schedule. The Grants and Contributions policy also requires all on-going grants and contribution programs that are 100% funded by the City, to be re-affirmed in each term of Council.

This report reaffirms for the 2018-2022 term of Council that the Recreation, Cultural and Facility Services department will maintain and administer the Recreation Renewable Funding Program outlined in this report and detailed in Document 1, subject to annual budget allocation.

The Recreation Renewable Funding Program (RRFP) has been governed by the Community Funding Framework approved by Council in 2006 (City Council February 8, 2006, HRSS Report no. 28, Item 2, Ref No. [ACS2006-CPS-CSF-0001](#)) and the later Grants and Contributions Policy. Though this Framework provides a Corporate umbrella approach to grants and contributions to non-profit community-based organizations, it has not adequately reflected the specific needs of recreation

associations and its provisions have often been perceived as too restrictive, inflexible or onerous to encourage nimble, grass roots and rapidly changing community needs.

The Recreation Renewable Funding Program envelope is tax funded, and its budget is considered and approved by Council annually as part of the budget process. In 2022, there was a budget envelope of \$1.4M to fund recipients in the RRFP; an increase of 2% from 2021. All recipients are bound by a Contribution Agreement and must report to the City annually on program and financial performance.

Facility Access

Access to City recreation buildings, without municipal staff presence, was historically granted to community associations for small community buildings in their respective areas. Key agreements and various similar Access agreements provided an effective and cost-efficient way for trusted community partners to deliver services in municipal facilities and enrich community life. Over time, staff have worked with community associations to evolve with these agreements to meet new and emerging needs of the community as well as address modern regulations and municipal policies. These beneficial arrangements continue to:

- Engage community associations across the City in meeting the specific recreation needs of a neighbourhood using municipal recreation facilities;
- Enhance community recreation offerings and foster local involvement;
- Maximize safe and cost-effective facility access for residents; and
- Optimize the use of recreation facilities for a variety of community needs

In recent years the Recreation, Cultural and Facilities Department has implemented policies to support community access to City recreation facilities and apply basic eligibility requirements. Specifically, qualifying community associations must be well-established and demonstrate organizational stability and capacity for responsible stewardship of entrusted City facilities and assets. Community associations qualifying for these arrangements must also agree to abide by City rules for recreation facility use and respect municipal bylaws.

This report seeks approval to formalize the policies detailed in Documents 1 and 2, to clearly establish delegated authority for administration of the RRFP and Facility Access

policies, and to satisfy the Grants and Contributions policy re-affirmation requirement for this term of council.

DISCUSSION

Recommendation 1:

The Community Funding Framework-Phase 2 Policy report that Council approved on February 8, 2006 ([ACS2006-CPS-CSF-0001](#)) provided as follows:

Recreation and Community Associations

“The Parks and Recreation Branch will negotiate Community Funding Service Agreements with 31 community associations and Community Funding will administer the funds. There will be streamlined reporting requirements for community associations that receive funding contributions for the sole purpose of facility management and/or are run entirely by volunteers and/or are receiving funding contributions of less than \$25,000 (2006).

Currently \$1.6M of renewable funding is invested in a range of recreation and leisure programs, including community associations. The Parks and Recreation Branch will determine future allocations or re-allocations within this dedicated area of the renewable funding envelope.”

On September 25, 2019, City Council approved a new Community Funding Framework ([CPSC Report 6, File No. ACS2019-CSS-GEN-0012](#)) that is primarily focused on recipients outside the recreation envelope. Though this, the Framework provides overall Corporate direction on community funding, it does not reflect the needs of the smaller, more grassroots related recreation services.

The new Community Funding Framework does not include a provision for RCFS recreation funding agreements, thus leaving recreation agreements in need of a guiding policy of its own. In order to continue with the delivery of the Recreation Renewable Funding Program, a Council approved policy, that aligns with the RCFS mandate, is required to enter into and execute legal agreements with not-for-profit recreation community associations. The policy being recommended seeks to provide a simpler framework for recreation funding that reflects the specific needs of existing and emerging community associations involved in the delivery of recreation activities and programs.

Community associations to be funded in 2022 are listed in Appendix B of Document 1.

Recommendation 2:

Since amalgamation, RCFS has provided access to a City-owned facility and/or land to not-for-profit community associations, to support community-based programming and activities. Examples of activities may include recreational programs, community events, fundraising activities, and meetings. These community associations, which are mainly volunteer based, have demonstrated a commitment to providing recreation programs and activities over many years, while complementing and supplementing City recreation offerings, often in areas without direct program delivery. Programs provided by community associations serve a wide range of demographics, support equity and inclusion, as well as increase recreation access to priority communities, rural communities, programming for older adults, and opportunities for Francophones and individuals with accessibility needs.

The proposed Facility Access Policy aligns with RCFS' mandate and vision, while replacing historical guidelines with a formal policy that reflects current best practices that have evolved over time, as well as current regulatory requirements. As agreements have changed over time to current standards, it's not expected that there will be any significant impact on associations that are already operating under the provisions of the proposed policy.

The policy, attached as Document 2, will ensure clarity and transparency for recreation program delivery within, as well as access to a City-owned facility. The policy will provide clear direction and expectations for the delivery of programs, as well as establishing a legally binding agreement between community associations and the City, thereby implementing an effective risk management process with the community associations. In addition, the policy will formalize annual reporting requirements and identify a clear delegation of authority to enter into facility access agreements.

Recommendation 3:

The 2013 revision of the Corporate Grants and Contributions Policy (Council Dec 11, 2013, Bulk Consent Agenda Item L, FEDCO Report No. 39, [ACS2013-CMR-OCM-0022](#)) outlined the requirement for all on-going grants and contribution programs to be re-affirmed in each term of Council. To satisfy this requirement, staff is recommending reaffirmation of the Recreation Renewable Funding Program for the 2018-2022 term of Council.

Recommendation 4:

In order to support the effective delivery of the RRFP, staff recommend that Council delegate the authority to the General Manager, Recreation, Cultural and Facility Services, or designate, to approve Recreation Renewable Funding Agreements and contributions under the RRFP in accordance with the Recreation Renewable Funding Program Policy outlined in this report and detailed in Document 1 to this report, provided that such allocations collectively do not exceed the value of the budget provision approved by City Council each year for such contributions.

Staff also recommend that Council delegate the authority to the General Manager, Recreation, Cultural and Facility Services, or designate, to select Not-for-profit Recreation Community Associations to enter into new contribution agreements and to allocate funding in accordance with the Recreation Renewable Funding Program Policy.

Staff further recommend that Council delegate the authority to the General Manager, Recreation, Cultural and Facility Services, or designate, to approve Facility Access Agreements and select Not-for-profit Recreation Community Associations to enter into Facility Access Agreements in accordance with the Facility Access Policy outlined in this report and detailed in Document 2 to this report,

FINANCIAL IMPLICATIONS

There are no financial implications associated with the recommendations in this report.

LEGAL IMPLICATIONS

There are no legal impediments to the implementation of the report recommendations.

COMMENTS BY THE WARD COUNCILLOR(S)

This is a city-wide report.

CONSULTATION

The policies recommended in this report reflect Departmental policies that have evolved as part of City programs and that are for the most part already in place. Consultation was not undertaken to formalize these policies.

ACCESSIBILITY IMPACTS

There are no accessibility impacts associated with this report.

ASSET MANAGEMENT IMPLICATIONS

There are no asset management implications.

CLIMATE IMPLICATIONS

There are no climate implications.

ENVIRONMENTAL IMPLICATIONS

There are no environmental impacts associated with this report.

RISK MANAGEMENT IMPLICATIONS

There are no risk implications associated with this report.

RURAL IMPLICATIONS

The recommendations made in this report are not specific to rural partnerships but impact and benefit a number of community associations providing access to recreational programming in rural areas of the City.

TECHNOLOGY IMPLICATIONS

There are no technology implications associated with this report.

TERM OF COUNCIL PRIORITIES

The Recreation Funding Envelope and the Community and Support Partnership Policy allows RCFS to align its Community Recreation Service Delivery model with Council's Thriving Communities and Thriving Workforce priority under the 2019-2022 City Strategic Plan. The Thriving Communities priority places a renewed focus on the social and physical well-being of all residents and RCFS has a significant role to play in ensuring that communities have access to affordable recreation facilities and local recreation programs. Part of this renewed focus in RCFS includes realigning the way we organize and deliver some of our front-line operational recreational programs and activities.

SUPPORTING DOCUMENTATION

Document 1 – Renewable Recreation Funding Program Policy

Document 2 – Facility Access Policy

DISPOSITION

Upon approval by Committee and Council, staff will formally adopt the policies detailed in Documents 1 and 2. Staff will continue to provide funding to the 36 community associations that have historically had a renewable recreation funding agreement and enter into agreements for access to City owned facilities and/or land where a historical facility access agreement has been in place. Approval of this report will also satisfy the Grants and Contributions policy re-affirmation requirement for the 2018-2022 term of Council and delegate the authority to the General Manager of RCFS to enter into new agreements in accordance with policy and budget allocation.