



# TOWN OF TILLSONBURG

## Recreation, Culture, Parks

### Service Review – Final Report

April 22, 2020

#### [Abstract](#)

The Clarico Group Inc final report for Recreation, Culture, and Parks Service Review for the Town of Tillsonburg final report and appendices.

## Executive Summary

This Executive Summary contains the key findings of the Service Review of Tillsonburg's Recreation, Culture, and Parks Department. The Service Review was performed by The Clarico Group Inc, an independent, Ontario-based management consulting firm. The study took place between October 2019 and April 2020, and involved review of documents and reports, onsite interviews and observation, and gathering data from Tillsonburg, nine comparator municipalities, and two additional comparator museums.

Providing municipal services in communities the size of Tillsonburg requires a careful balancing act to make the best use of a broad spectrum of resources including sports clubs and service clubs; non-profit entities, volunteers, contractors, seasonal and part-time employees, and a core of full-time staff to deliver a mix of facilities and services which best serves the needs of the community.

The service review team noted a number of challenges affecting the provision of parks, recreation, cemetery, and museum services to the public. These include expectations for up to the minute information using the web and social media. Increases in Ontario's minimum wage levels also increased cost pressures, particularly given the extensive use of seasonal and part time staff.

The service review team also noted Town-specific challenges, particularly those arising from Tillsonburg's relatively compact size and its role as a regional service centre; and the age and layout of the Tillsonburg Community Centre (TCC).

The study found that RCP makes extensive use of best-practices including service contracts, extensive use of seasonal and part time staff, the use of specialized equipment and software, partnering with community groups, use of online registration, use of social media for outreach, and optimized use of volunteers.

In reviewing parks services, the study found that Tillsonburg receives a broad range and respectable level of Parks services for an overall cost to the taxpayers that is a somewhat lower than usual for the comparators. The study team was surprised to see the combination of high level of service - in higher-cost facilities such as baseball diamonds – and lower per capita levy, particularly given the Town's role as a service centre. Note that this costing was based on a period when all positions were staffed; it is recommended that the vacant Parks Supervisor position be staffed as soon as possible.

The study's review of cemetery service found that service levels and costs were somewhat difficult to compare between municipalities as each has a specific number, size, layout, and usage level of active cemeteries; each has a specific number, size, location, and age of inactive cemeteries; and some have arms-length organizations that operate the service. That said, overall cost to the taxpayers was higher than the median for the comparator municipalities. This study identifies modest opportunities to adjust service level in cemetery administration, and recommends this be done and time saved be used to help address the Parks and Facilities team's need for additional technical and administrative support.

Analysis of the museum, heritage, and culture service area found that Tillsonburg's Annandale National Historical Site museum provides more hours of availability, and offers citizens affordable access, compared with other municipally-owned museums. Compared to those comparator municipalities that generate revenue from the Museum and Culture service areas, Tillsonburg's operating revenue per capita was the median amount, while municipal levy support per capita was above the median, reflecting Annandale's important symbolic role in providing much of the Town's heritage face and brand.

Review of recreation services determined that the Town has more square metres of indoor recreational facilities per capita than most comparators, and operates them at a lower cost per square metre. Tillsonburg raises more recreation revenue per capita than most comparators, has higher per capita spending, and has a higher net levy per capita than most comparators.

Looking at RCP's combined operations for parks, recreation, museum, culture, and cemeteries services (and therefore excluding their energy improvement work and their management of municipal non-recreational facilities work), benchmarking analysis showed that the amount of 2018 levy support for this bundle was 17% above the median, as would be expected from Tillsonburg's role as a service centre for a geographic region including portions of Oxford, Norfolk, and Elgin counties.

Because the Town's services 'spill over' to residents outside municipal boundaries, the study recommended charging higher fees to non-residents. It also recommends reviewing a number of services and service levels, and utilizing technology for cost-avoidance, improved communication, and improved cost-effectiveness – and proposes doing more in some areas e.g. to set service level standards by service, and to monitor and report on performance in this area. Services recommended for review with an eye to improving value for money or reducing their operating deficits include grass sports fields which are costly to maintain; Lake Lisgar; and the Health Club.

A key finding from the study was that the Town's aging sports and recreational infrastructure – coupled with expanded opportunities for infrastructure renewal funding from higher levels of government - has ramped up the workload associated with capital upkeep and capital improvement projects – and that additional resources need to be available to the department for managing this heightened workload, unless the Project Management responsibilities are moved to another department (ideally one with in-house engineering capacity) or contracted out to a professional organization which could be trusted to keep the Town's long-term best interests as their primary focus. If the responsibility for project management of capital projects in the parks, recreation, museum and culture, cemetery services, energy improvement, and municipal non-recreational facilities is to remain with RCP we recommend that a project management office be established with one dedicated employee, reporting directly to the Director.

The study reviewed RCP's mandate, and recommends the department be given an expanded mandate in keeping with current responsibilities. Wording for such a new mandate is provided.

The study reviewed RCP's organizational structure, and propose some relatively minor modifications to clarify responsibilities, reduce overlaps, and address gaps.

A number of changes are recommended to how performance is monitored and reported, including that a select group of new indicators be reported annually.

Recommendations were organized into groups for shorter term, medium term, and longer term implementation.. Implementation risks were identified along with proposed mitigation strategies, and suggested employee training was identified.

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## Project Background

The provision of municipal services is becoming more challenging as citizen and staff expectations rise; environmental, labour, and other regulations become more stringent; and the equipment and technology that can be used evolves ever more rapidly. In this context, management approaches that were practical in the past are no longer sufficient. The traditional tools and approaches often led to pockets of information, duplication of effort, fumbled/delayed handoffs, unreliable service, and lack of transparency. As technology evolves there may be new opportunities for the Town of Tillsonburg to apply information technology tools and modernized processes to provide enhanced and/or more cost-effective services.

As a result of a growing, evolving, and increasingly diverse population, new pressures are being placed on the Town of Tillsonburg's local recreation, culture, and parks facilities, staff, and management. To address these evolving pressures the Town commissioned this current review of all aspects of Recreation, Culture and Parks (RCP) operations, including service standards.

This project also included benchmarking the Town's services against selected comparator municipalities and identifying if there are any mismatches between the expected service levels and the resources deployed to achieve them. The review's objective was to identify opportunities to improve service delivery models and/or processes in order to best meet evolving community needs.

As a result of a competitive process, the Clarico Group Inc. was selected to undertake the review. The Clarico Group Inc is a boutique, Toronto based management consulting firm specializing in Enterprise Business Analysis, Lean Six Sigma, Project and Program Management. CLARICO has extensive experience in the Public Sector at Federal, Provincial, and Municipal levels. All team members have over 20 plus years of direct operational and consulting experience.

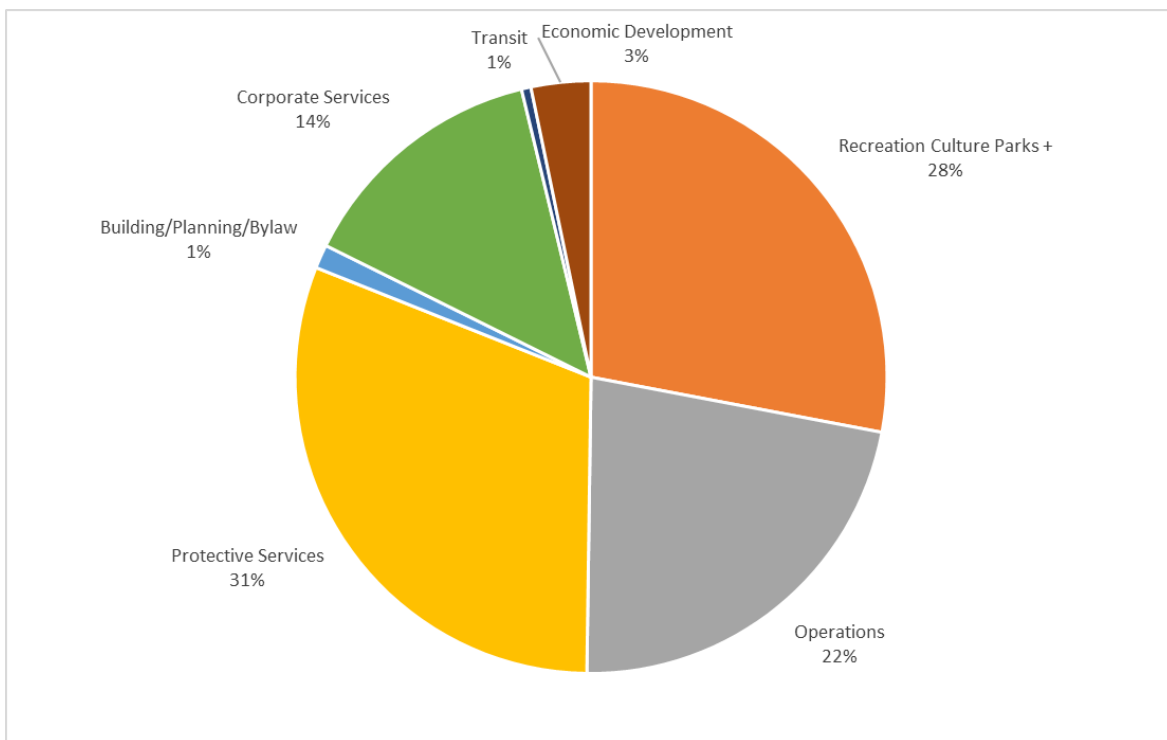
## Importance of Recreation, Parks, and Culture for Cities and Towns

Municipal recreation programs and facilities, parks and open spaces, and museums and cultural resources help citizens live healthier and happier lives, learn about cooperation and competition, learn about their shared local heritage, and broaden/deepen community connections. They support the local economy by attracting residents, investors and shoppers. And they support the inclusion of newcomers and disadvantaged groups.

The town of Tillsonburg provides nearly 80 hectares of open space, 64 hectares of parkland, 14 neighbourhood parks; 12 of those with playgrounds, and key indoor facilities, such as the Tillsonburg Community Centre and the Annandale National Historic Site. Also, the Town provides extensive sport fields and park amenities, and a comprehensive trail system connected to the Trans-Canada Trail. The Town also works with a strong base of volunteer service clubs, community organizations and regional agencies to provide a number of recreational and cultural services to residents of Tillsonburg and the surrounding area. The local arts and cultural community is a vibrant sector providing programs out of facilities such as the Tillsonburg Theatre and the Station Arts Centre.

## Overview of the Recreation, Culture and Parks Department

Figure 1 Recreation, Culture, and Parks Department Share of Town 2019 Spending



Tillsonburg's Recreation, Culture and Parks Department (RCP) accounted for 28% of the Town's budget in 2019, second only to spending on Protective Services (OPP & Fire) at 31%. as can be seen in Figure 1 above. RCP is organized into four functional teams: Recreational Programs, Facilities, Culture and Heritage, and Parks and Cemeteries.



The *Recreation* team directly delivers recreation programs and services including aquatics, fitness, preschool and youth programs, seniors, day camps and adult sports leagues. Approximately 80 different programs are offered with nearly 6000 participants. The indoor 25 metre pool is open over 92 hours per week (less in the summer) with over 3600 registered swim students. The two indoor ice surfaces provide 130 hours per week of service for both organized hockey (estimated to bring 226,000 spectator visits) and public skating. The Health Club is open 92 hours per week for all but one week of the year. Over 18,600 visits to the club are recorded each year. The team also supports a popular Senior Centre that runs more than 30 different programs and is accessible during the week for 8 hours per day.

The *Facilities* team provides access to safe, well maintained and inclusive facilities for community members, organizations, and town staff through delivering maintenance and building operations at all 15 Town facilities, including the Tillsonburg Community Centre (TCC). This group maintains all major systems (ice, pools, etc.) and prepares these systems for public use. For example, cleaning and maintaining both indoor ice surfaces as required/scheduled for tournaments and public skates. In a typical week, the TCC is open to the public well over 110 hours.

The Cultural Heritage team operates out of the Annandale National Historic Site (ANHS), which is also an accredited museum. This team provides heritage programming and manages the museum's artifact collection, and the provision of tourist information. The Museum is open 38 hours per week, and can be toured on 319 days per year. It hosts over 40 special events annually. The artifacts held by the Museum number about 22,000. Also, nearly 12,000 visitors annually come to the ANHS for tours, programs, special events, to view the exhibits, or for tourism information.

The Parks and Cemeteries team performs or manages contracted grounds maintenance of all the Town's trails, sports fields, parks, and beautification work. The team also delivers Cemetery services including sales, interments (approximately 140 per year), searching of cemetery records, seasonal services such as the placement of flowers and wreaths, and the installation/planting of memorial trees and benches. The Parks personnel also provide the grounds maintenance services at the cemetery. The active cemetery is approximately 9 hectares. The inactive (or Pioneer) cemetery is .4 hectares.

The Town works with community groups which deliver specific types of programming. Examples include Martial Arts Canada, which provides karate training, the Tillsonburg District Craft Guild which operates the Station Arts

Centre, and the Tillsonburg Soccer Club which organizes and delivers soccer training and games, and does all the turf maintenance at the soccer park.

## Project Activities

The consulting process involved the following steps, sometimes undertaken in parallel:

- Upon receiving notification that their bid had been accepted, the project team prepared detailed information for a project launch meeting, including proposed agenda and record-of-decision formats for weekly Project Management meetings, a list of materials requested, and an updated project schedule.
- A Project Launch Meeting was held, practical arrangements were made, and previous plans and reports were provided to the project team.
- Interview guides were developed to prepare for meetings with key stakeholders.
- Interviews were held with all the Key Stakeholders (see Appendix 1) both within RCP and with the Mayor and Council.
- Consultants undertook on-site visits and informal discussions with staff to gain an understanding of issues and concerns.
- Clarico conducted a key document and data review.
- During the interviews and observations with the Key Stakeholders, Services Inventories were developed; and observations and issues were documented. In some instances, preliminary recommendations were identified.
- A 10-question survey (Appendix 2) was developed and sent to all full-time staff. Of the 43 staff members surveyed, 29 responded.
- A 10-question survey was sent to the Senior Management Team. All 5 members responded. (The survey is provided in Appendix 3)
- To enable apples-to-apples comparison, an organized structure, or taxonomy, of service areas was developed. For example, the Cemetery service was split into Cemetery Administration, Cemetery Operation, and Cemetery capital improvement project management. To assist in data gathering, descriptions of activities and costs to be included in each area were drafted.
- A table of potential indicators for use measuring service quantities and quality for each of the detailed service areas was developed.
- Using the information gathered in these processes, Service Profiles were developed providing a factual overview of the department's service areas, supported by detailed Sub-Service Profiles. (Service Profiles can be seen later in the body of this report; Sub Service Profiles can be found in Appendix 5.)

- The Draft Service Profiles were submitted to the Client Authority.
- Feedback was received from the client and used to clarify and improve the Service Profiles.

In parallel to the focus on Tillsonburg's stakeholders and operations, preparations were made for benchmarking. Steps included:

- A table of potential comparator Municipalities was developed, showing key information such as population level and municipal area. The table contained two types of comparators – a selection of nearby municipalities that are generally of different size than Tillsonburg, and a selection of more distant localities which are similar to Tillsonburg based on population size and density.
- When refined, a list of 9 proposed comparators was provided to Council, with comments on why each municipality was being proposed. This gave Council an opportunity to provide feedback.
- To test the difficulty of data collection, the draft data collection sheets were tested with Tillsonburg's staff.
- An invitation to participate in benchmarking was drafted, approved, and sent to the Chief Administrative Officers of the selected municipalities.
- A series of follow up emails and telephone connections were made to further explain the purpose and mechanics of the study, ideally including a walkthrough of the data collection instrument.
- For those municipalities who were able to commit to gathering and providing the requested information, further calls and emails were then made with the professionals tasked with providing the required information.
- Over several rounds, detailed comparative data was obtained.
- Comparative Benchmark data was analysed.
- An Implementation Roadmap exhibit was developed based upon the recommendations outlined within the Sub Service Profiles.
- The current Draft Report was created detailing, summarizing and displaying the results of the Tillsonburg Services Review.
- A Public Deck for presentation to council was developed summarizing findings and results.

Upcoming steps include:

- Presenting the project overview and findings deck to Town Council, to give them an opportunity to ask questions and discuss the findings.
- Receiving consolidated feedback from the Client Authority.
- Providing an updated Final Report to the Town.

## Benchmarking Introduction and Overview

Benchmarking is the process of studying and assessing information about different operations to compare their performance on dimensions such as cost, quality, and reliability.

Benchmarking can provide practical benefits when the operations to be compared are sufficiently similar so that those performing less well are able to adopt approaches used by the better-performing operations. This points to a potential risk from benchmarking – in some cases there may be practical realities which limit the ability of organizations performing less well to emulate the leaders. For this reason, it is important to choose an appropriate selection of comparators – and to take care to understand the full range of factors that underlie differences in apparent performance.

Nine comparators were selected for the project:

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	Town of Tillsonburg	Town of Ingersoll	Town of Aylmer	(Simcoe) Norfolk County	City of Woodstock	Township St. Clair	Municipality Port Hope	Town of Bracebridge	Town of Cobourg	Town of Lincoln
Sq. km	22.33	12.90	6.26	1,607.55	48.97	619.17	278.87	628.22	22.36	162.81
Households	7,532	5,495	3,031	29,927	17,976	6,407	7,305	9,004	8,958	9,305
Population	16,000	12,597	7,492	64,044	40,902	12,527	16,753	16,010	19,440	23,787
Youth Pop	1,295	3,135	1,490	4,160	2,750	935	2,335	950	1,090	1,690

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- The Town of Ingersoll has similar population density to Tillsonburg and is located nearby. With a 2018 population estimated at 12,600, Ingersoll is smaller in size than Tillsonburg which had 16,000. It also differs from Tillsonburg by being adjacent to the 401, giving its residents and employees easier access to sporting, cultural, and recreational resources, thereby reducing some of the need for local facilities. In addition, Ingersoll has benefited from the presence of well-paid automotive manufacturing employment and the associated industrial tax base.
- The Town of Aylmer is located nearby, so that Tillsonburg residents may already be using it to informally compare services, fees, and approach to service delivery. With an estimated 2018 population of 7500, it is under half Tillsonburg’s size.
- Norfolk County is a nearby single-tier municipality with about four times the population of Tillsonburg and spends a bit less than four times as much for Recreation and Culture.

- City of Woodstock has similar population density to Tillsonburg and is located nearby. It is traditionally used for comparisons, despite having approximately twice Tillsonburg's population and, like Ingersoll, benefitting from automotive manufacturing jobs and tax base, and a location near the 401.
- St. Clair is a township south of Sarnia. Its population and Recreation and Culture budget are similar to Tillsonburg's.
- Located east of the Greater Toronto and Hamilton Area, on the shore of Lake Ontario, Port Hope is similar in population size to Tillsonburg.
- Located east of Port Hope, also on the shore of Lake Ontario, the Town of Cobourg is similar in size and population density to Tillsonburg.
- Located in the Muskoka District, Bracebridge has a population size nearly identical with that of Tillsonburg.
- The Town of Lincoln is located within the Niagara region, and has population size about 50% higher than Tillsonburg's. The Town of Lincoln has a Museum and Cultural centre with programming, exhibits, and special events. It also operates a municipal cemetery.

As the project progressed two additional benchmarks were added as informative sources for benchmarking Museum services. Both are restored grand homes which are operated as museums and which have, like Annandale, been designated as National Historical Sites:

1. Castle Killbride, located in the Township of Wilmot, and
2. Glanmore House, in the City of Belleville.

The project team used two sources to obtain information for benchmarking comparison:

1. The first source is Ontario's *Financial Information Return* (FIR) system. All municipalities are required to provide detailed information where they receive and how they use their money, using structured definitions and tables. The FIR provides a very useful tool for carrying out comparisons of such things as user fees charged by, and employee-related, service, material, and other costs by service area. Note however that service areas are reported at a fairly high level - for example 'Parks', 'Cemeteries'.
2. The second source was by inviting management at the selected municipalities to participate in a purpose-developed benchmarking initiative using structured data collection spreadsheets. This approach allowed comparisons to be completed at a more granular level, e.g. looking at more specific services ('sub services') such as *maintain trails*.

Note that collecting data at this level required participants to use judgement to estimate how resources such as staff and management time was spent. Of course, the information was provided with the understanding that care be taken to protect employee privacy.

As was expected, not all invited municipalities agreed to participate, and those that did participate used a range of methods of doing so, sometimes providing exactly what was requested, in some cases providing information grouped somewhat differently, and in other cases sending detailed financial reports which the consulting team was able – with some to-and-fro for clarification – to use to enable benchmarking to take place at various levels of detail.

Numeric comparisons must be used with care, as many factors can affect their usability. For example, if different municipalities have different ways of accounting for the costs of the staff and software used for booking recreational courses and facilities, this can make a significant difference when comparing revenue generated by their recreational programs. Port Hope uses a full-service supplier for booking, thereby trading away a portion of the revenue for the benefit of not needing to buy and maintain hardware and software and deal with a variety of associated challenges. Other municipalities that perform these functions in house, as Tillsonburg does, may allocate their booking costs differently, so that comparing the resulting numbers does not provide an apples-to-apples comparison. As alluded to above, care has been taken during this project to understand the specific factors that underlie differences in apparent performance.

#### *A note on graphing*

*The bar graphs in this document use a black bar to indicate the median value, which is defined as the value separating the higher half from the lower half of a data sample. When the sample contains an odd number, the median will be the municipality in the middle. When the sample contains an even number, the word ‘median’ will be displayed, with a black bar showing the mid point between the municipality immediately above it and the one immediately below. Median values were used because they avoid potential distortions from outliers.*

*When deciding which end would be ‘up’ in comparison graphs, the project team decided that higher in the graph would, in general, show more service or less cost/lower cost per unit. It is important to note that there is no implication that a lower amount of operating cost, revenue, or levy is better – each municipality must decide on the best mix of services and community spending.*

## High level findings from benchmarking

A starting point for benchmarking is to look at the highest available level, to see the overall picture. This can be done by working with data from the Province’s FIR reports from other municipalities to determine their operating costs, revenues, and levy amounts (to make up the gap between costs in revenues) for the bundle of services provided by RCP. This bundle includes Parks, Recreation Services, Indoor Recreation Facilities excluding Golf and Marinas, Museum, Culture, and Cemeteries. Note that it not possible to obtain numbers for the management of municipal non-recreation facilities, or energy projects, but allows an apples-to-apples comparison for over 95% of their operation.

Looking at these financial comparisons, Tillsonburg’s per capita activities are above the median, as would be expected from its history and role as a service centre for a geographic region including portions of Oxford, Norfolk, and Elgin counties. The amount of levy support is 17% above the median (Figure 2); this results from per capita operating expenditure approximately 25% above the median (Figure 3) and revenue per capita at 46% above the median (Figure 4). (Note: For brevity, clarity, and consistency this report will use the phrase *operating cost* when speaking of spending. Also note that operating costs exclude capital investment and depreciation/amortization.)

Figure 2 2018 Levy per capita for Recreation, Museum, Culture, and Cemetery Service

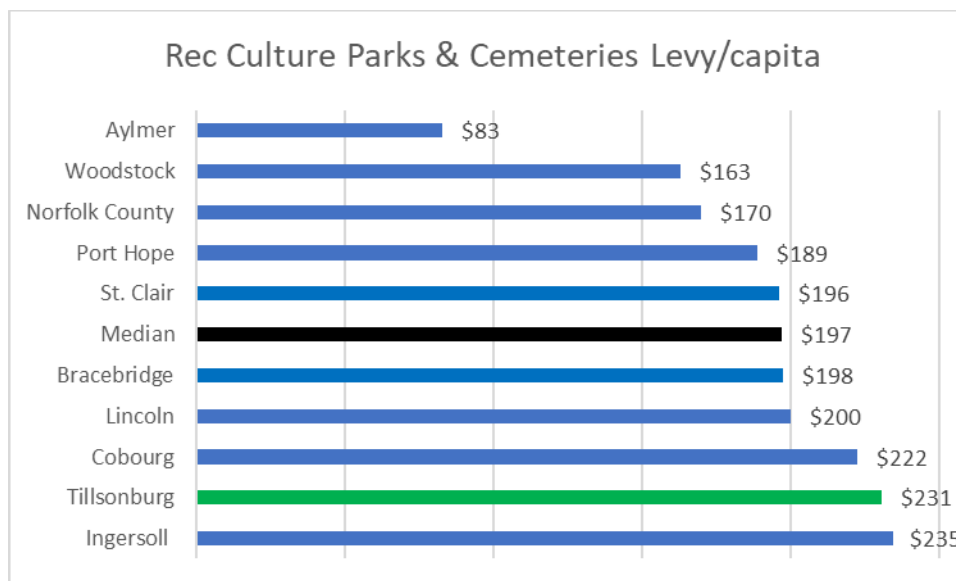


Figure 3 2018 Operating Cost per capita for Parks, Recreation, Museum, Culture, and Cemetery Services

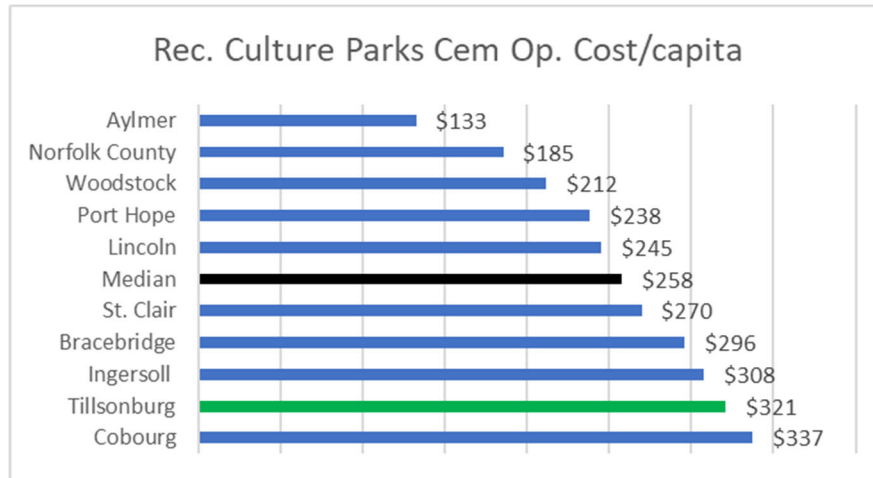
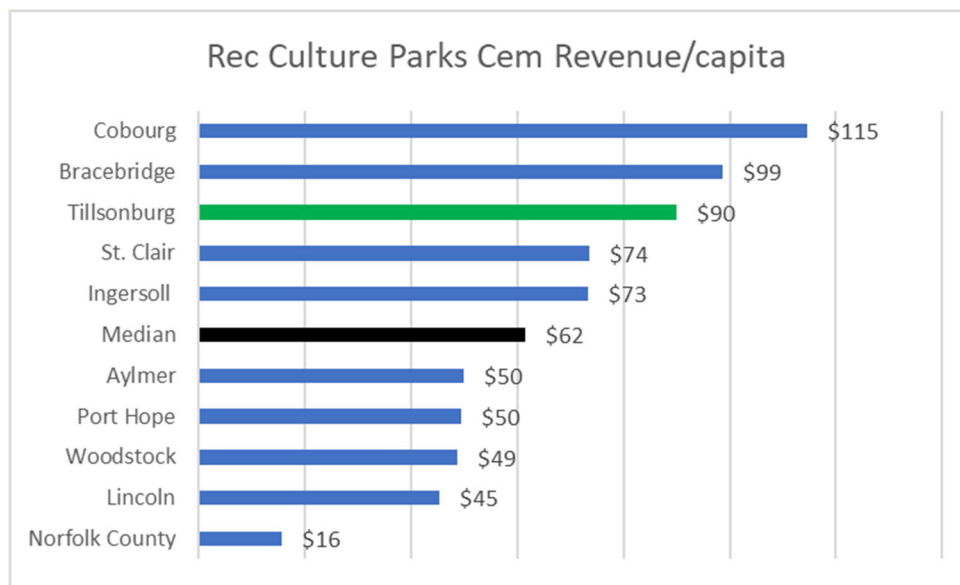


Figure 4 2018 Operating Revenue per capita for Recreation, Museum, Culture, and Cemetery Services

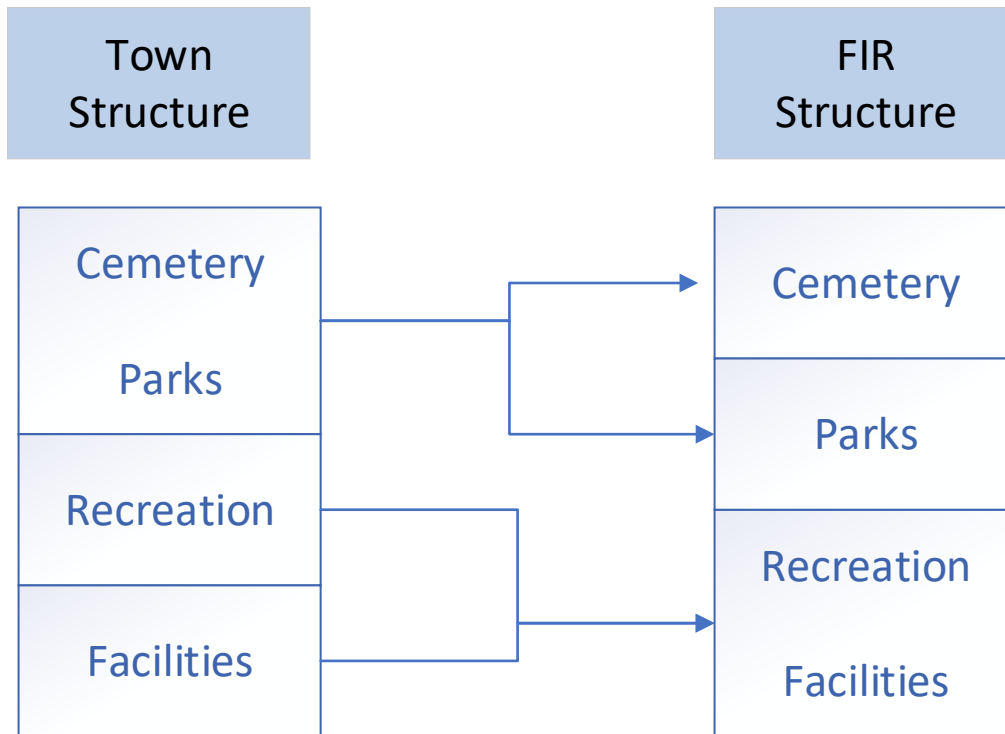


In the following sections we will benchmark activities on a service by service basis, in order to use information available from the FIR system introduced above. Note that RCP's teams are not structured to match the FIR. For example, as per Figure 5, one RCP team maintains Town parks and operates the cemetery, whereas the FIR reports on parks separately from cemeteries. Also, in Tillsonburg the RCP Facilities team and the Recreation team



both participate in operating the Tillsonburg Community Centre (the facilities team for example making ice, providing cleaned and warmed water for the indoor pool; the Recreation team for example operating the front desk, scheduling ice and pool time) whereas the FIR provides information on Recreational Programs as a service and Indoor Recreation Facilities as a service.

Figure 5 RCP's Team structure compared with FIR services



Further benchmarking will begin by looking at the Parks service, starting with a one-page Service Profile which gives an overview.

### How to read the Service Profiles in this report

The parts of this Service Profile are:

**Service Overview** (top of page) provides a general overview of what is included in this service.

**2019 Preliminary Financials** (mid left of page) – shows operating revenues and expenses, by category – e.g. employee related operating expenses) in thousands of dollars and in terms of percentage of total operating cost.

**2019 Staffing** (lower left of page) – shows the number of Full Time Equivalents – essentially staff person years – used to provide the service during 2019, broken into Full Time, Part Time, and Seasonal.

**Service Value** (middle of page) – states the reason that governments provide this service – the benefits received by residents.

**Net Levy/capita graph** (lower mid page) – compares the levy amount (that is, the difference between total operating cost and operating revenues other than the levy), per person, among comparator towns. Tillsonburg’s bar is green and median spending shown by a black bar.

**Sub Services Graph** (Mid right of page) – shows the components – or ‘Sub Services’ that make up the overall service, and shows each of the sub services as a bubble that indicates three things:

Left-right/horizontal axis: **Service Type** - Classification of whether service is:

- *Required* (necessary for town function or by law),
- *Traditional* (provided by most municipalities), or
- *Discretionary* (not commonly provided)

Up-down/vertical axis: **Service Level** – Rating of the level of service provided as:

- Above Standard,
- At Standard, or
- Below Standard,

Bubble size: **Levy amount**. The area of the bubbles is proportionate to the net levy used for each sub service.

Looking at the Parks Service Profile one can see six bubbles, with the largest bubble, in blue, showing that the largest levy is used for a traditional service delivered at standard: the combined sub services of: *Maintain Parks*, *Maintain Park Flowerbeds*, and *Maintain Park Trees*.

Similarly, the second largest levy support goes to *Maintain Grass Sports Fields*, which is a traditional service judged to be provided to an Above Standard Level.

Appendix 5 provides Sub service profiles for each of the sub services identified in this report.

## Service Profile - Parks

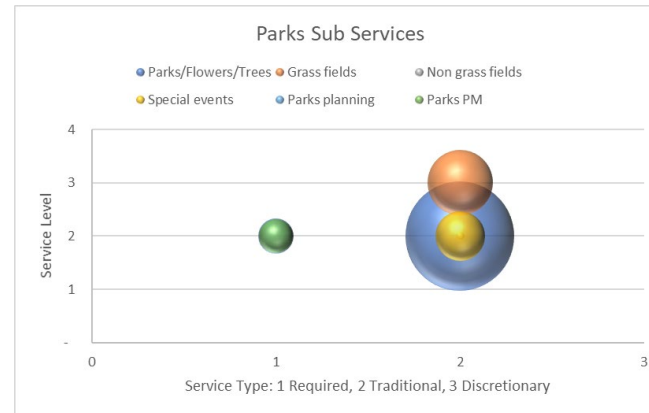
### Service Overview

The *Parks* service includes development and upkeep of the Town's parks, playgrounds, sports fields, park flowerbeds, and trails; and management of town owned trees not in road allowances.

2019 Preliminary Financials		
Revenue	\$000	%
User fees	61.5	7%
Grants	45.1	5%
Other	4.6	0%
<b>Total Revenue</b>	<b>111.2</b>	<b>12%</b>
Operating Expenses		
Employee-related	315.5	34%
Services	188.3	20%
Materials	82.9	9%
Other	339.7	37%
<b>Total Cost</b>	<b>926.4</b>	<b>100%</b>
<b>Net Levy</b>	<b>815.2</b>	<b>88%</b>

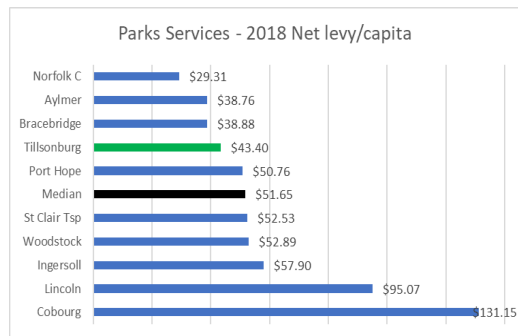
### Service Value

This service has a measurable positive impact on quality of life including health, contributing to an attractive, vibrant, livable community for residents, businesses, and visitors including potential investors and potential new residents.



2019 Staffing	
Category	FTE*
Full Time	3.9
Part Time	0
Seasonal	0

\*Full Time Equivalent (FTE) time worked.



Source: Ontario's Financial Information Return system; 2018 operations

The Parks Service consists of 8 sub-services, namely: Maintain Parks, Maintain Grass sports fields, Maintain Non-grass sports fields, Maintain Park Trees, Maintain Park Flowerbeds, Support Community & Park-based Special Events, Park Planning & Advising, and Park Capital Improvement Project Management.

The area of the bubbles in the Parks Sub Service graph above is proportionate to the net levy used for the sub service.

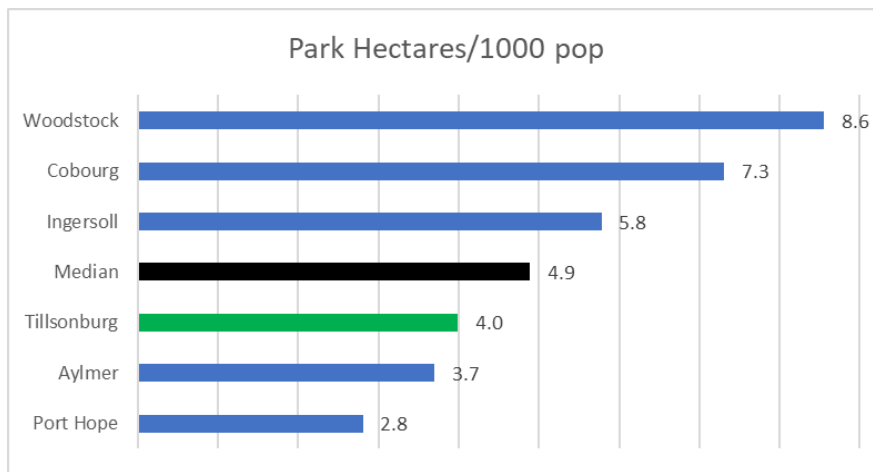
## Analysis and Recommendations relating to Parks

### What does benchmarking tell us about how the Town is doing?

*For service level*

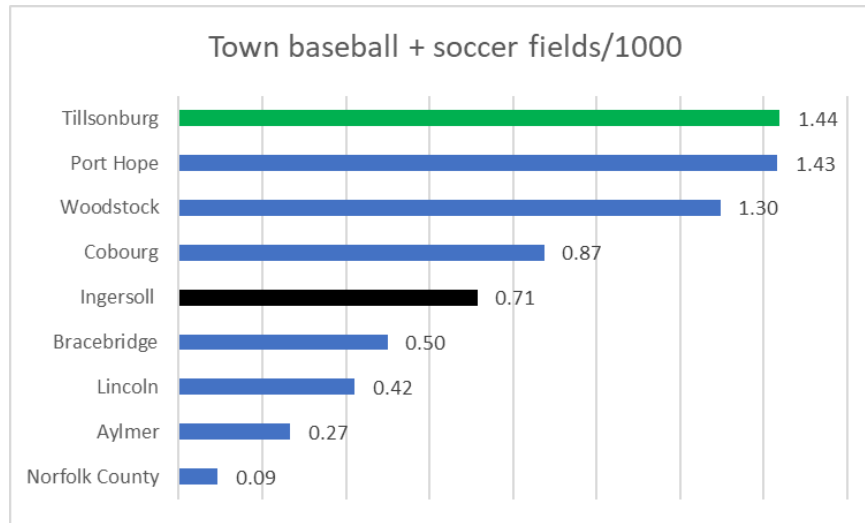
As can be seen from the following figure, the Town is below the median of the comparators for Hectares of Park per 1000 citizens. The amount appears to be adequate, particularly as residents have access to the *Tillsonburg Conservation Area*, and can use town-maintained trails to enjoy the countryside outside of town.

Figure 6 - Park Hectares per 1000 population



Looking at the number of municipally-owned baseball plus soccer fields per 1000 citizens, the Town seems well served, although the benchmark excludes non-municipal fields where citizens of some municipalities do not have access.

Figure 7 – Municipally-owned Baseball and Soccer Fields per 1000 population



In the area of non-grass sports facilities, the Town’s facility count is at the median level of the comparator group.

Figure 8 - Municipal non-grass outdoor sports facilities per 1000 population

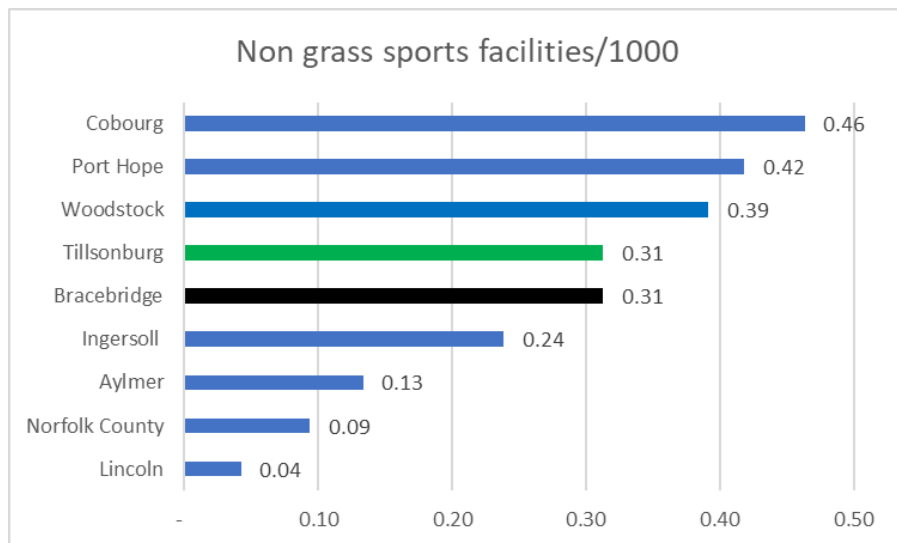


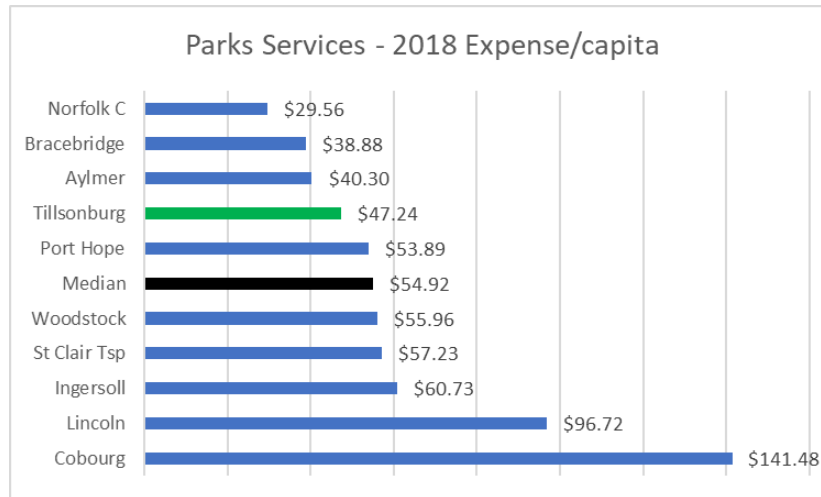
Figure 9 Kilometers of municipal and partner trails per 1000 population

In looking at the trails that residents have access to, Tillsonburg residents do better than the median, although the reported range of trail distance per 1000 citizens varies from under half a kilometre in Aylmer and Cobourg,

to over 6 kilometers in Port Hope. Of note, residents and visitors also have access to kilometers of trails outside the Town boundaries via the Trans-Canada Trail. The portion of the TCT in Oxford County that is outside of Tillsonburg is maintained by Tillsonburg’s Parks staff through a 50/50 funding partnership with Oxford County.

*For cost of service*

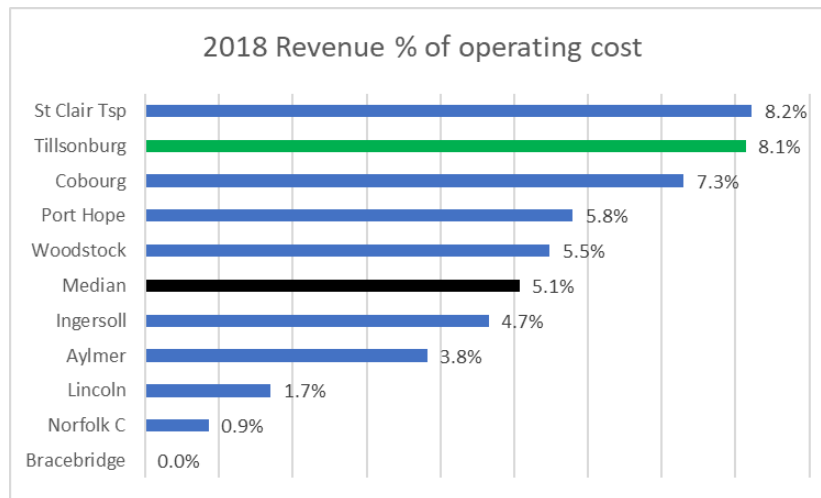
Figure 10 2018 Operating Expense for Parks services, per capita



Tillsonburg’s operating costs for providing Parks services, at \$47.24 per capita, was about 14% below median spending in the comparator municipalities.

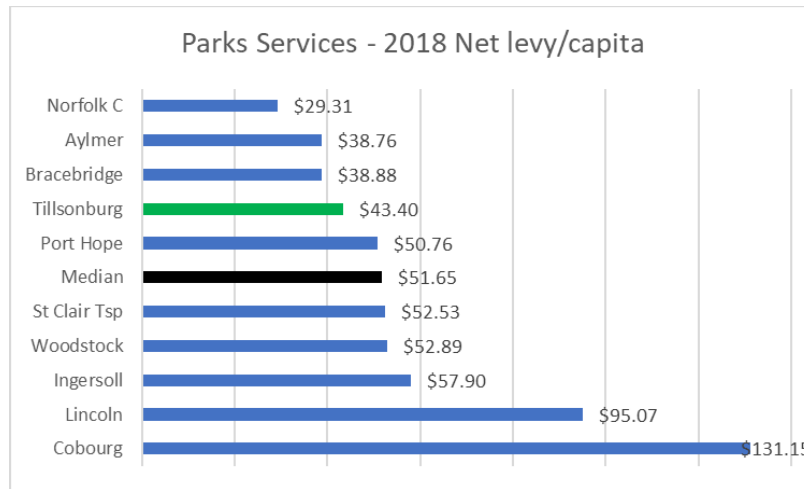
*For revenue generated*

Figure 11 Revenue as a percent of operating costs, 2018



Tillsonburg’s revenue at 8.1% of operating costs was near the highest for the comparators.

Figure 12 2018 Net Levy per capita for Parks services



The Town was 16% below the median of the comparators in terms of net levy per capita.

*Overall conclusion on benchmarking findings for the Parks area:*

The Town receives a respectable level of service, over a broad range of service areas, for an overall cost to the taxpayers that is a somewhat lower than usual for the comparators. The study team was surprised to see the combination of high level of service - in higher-cost facilities such as baseball diamonds – and lower per capita levy, particularly given the Town’s role as a service centre, and believes that the numbers point to potential unsustainability in how the area is resourced. This will be discussed in the sections on Mandate, Organization Structure, and Service Level – Resources Match.

**Good practices observed:**

Good practices currently in use include:

- Working under the umbrella of a comprehensive Master Plan (which, however, has been in place since June 2011, and would benefit from an update).
- Contracting out parks grass cutting.
- Redeploying two staff members to Public Works during winter months.
- Having a well-considered Trails Master Plan in place to guide the development of these important facilities.
- Collaborating with other jurisdictions (e.g. the County) to share costs of maintaining trails, reducing admin complexity and giving Town residents access to longer stretches of properly maintained trails.

- Extensive collaboration with local non-profit organizations, e.g. the Tillsonburg Soccer Club; this approach allows Town residents to benefit from soccer training and games, with limited support from the Town budget.

## Where are the Challenges?

- Large expenses, making the town reliant on citizens to report deficiencies – and reliant on its internal systems to properly relay, prioritize, and trigger follow up to such reports.
- Changes to weather patterns are affecting the department’s ability to prepare the sports fields for use as early in the season as users have come to expect.
- Evolving social phenomena and norms e.g. around issues such as vandalism, graffiti, and drug use make it more challenging and expensive to provide high quality services, particularly in places which are not visible to passing pedestrians or traffic.
- Increased litigation, and assessment of financial damages against government bodies.
- Another area where social norms appear to be evolving is around respect for referees and umpires. In some parts of Ontario this is reflected in difficulties in attraction and retention, increasing the difficulty of scheduling and holding league games.

## Should level of service be reconsidered?

The upkeep of sports facilities can be costly relative to the ability to generate revenue. For grass sports fields, fees charged during 2019 cover less than 15% of the costs of their care. For the Town to make best use of its limited resources it could be worth shifting its portfolio of outdoor sports facilities in favour of sports that require less field grooming and in which participants spend a higher proportion of their time in physical exertion. (Soccer would be an example of such a sport. While the Town is well-supplied with soccer pitches, residents might also enjoy playing sports such as ultimate Frisbee – perhaps recommended areas could be established for this.) Also, worth considering for cost-effective outdoor recreational facilities such as beach volleyball.

When evaluating whether the Town gets value for money spent on sporting facilities, it is important to remember the purpose of supporting youth sports – physically, emotionally, and socially-healthy development of the Town’s young people. Peer reviewed research on participation in sport has found that the best outcomes flow from a combination of organized sport and self-organized physical activity:

*“Engagement in organized sports is associated with developmental factors, such as, healthy growth, cognitive abilities, psychological well-being and lower substance use...the spontaneous free play that characterises self-*



*organized physical activity...provides young people with opportunities to learn social skills, such as self-regulation and conflict-resolution skills... engaging concurrently in both activities for at least an hour a week was more developmentally beneficial than engaging only in one for the same amount of time.” (Wium, Nora, and Reidar Säfvenbom. “Participation in Organized Sports and Self-Organized Physical Activity: Associations with Developmental Factors.” International journal of environmental research and public health vol. 16,4 585. 18 Feb. 2019, doi:10.3390/ijerph16040585)*

So, it is important to ensure the Town has sufficient facilities for ‘pick up’ games as well as for league/organized training and playing. One sport that lends itself to both sides of this equation is basketball, which has the added benefit of being popular and accessible across a very broad socioeconomic spectrum.

*Note on recommendation numbering:*

*The following prefixes are used to number recommendations in this report:*

*P: Parks*

*R: Recreation*

*M: Museums*

*C: Cemetery*

*O: Other (Energy Improvement; Non-recreational Facility Maintenance; Mandate, etc.)*

*Later in this report the recommendations are summarized in an Implementation Roadmap of short, mid, and long-term recommendations.*

## **Can and should more revenue be generated?**

Consider charging even small amounts for parking at trail heads and in parking lots near special facilities e.g. washrooms. If this is done, use the revenue to help support maintenance of parking lots and park facilities; ensure that the signage communicates this to the users.

Fees charged for use of grass sports fields appear to cover less than 15% of the costs of their care, so it would be desirable to revisit the rates with a view to generating higher net revenues, if this can be done without unduly impacting the hours of use enjoyed by Tillsonburg youth.

## **Can the Town improve value by changing the operating model?**

Yes. Opportunities for cost savings and service improvements are included in the following recommendations.

## Recommendations

- P1. Review the Town's portfolio of outdoor sports facilities and take steps to increase the proportion used for sports that require less field grooming, and in which participants spend a higher proportion of their time in strenuous physical activity. Also ensure that the grass and non-grass outdoor sports facilities provide ample opportunities for self-organized as well as league sports.
- P2. Consider using more seasonal employees, even as the primary mowers and groomers for baseball diamonds and fields. Port Hope uses 2 summer students from May 1 to 1 Sept to maintain sports fields and uses 3 summer students in a horticulture team responsible for trees and flowerbeds. (Like Tillsonburg they also use summer students to pull weeds, cut grass, and otherwise help to maintain their cemeteries.)
- P3. Consider modifying the 'normal' baseball field grooming standards to allow for longer grass – and charging extra for those who are willing to pay to benefit from the current grass length standard.
- P4. Encourage the use of on-line, email, and cell phone apps (for registering citizen concerns or issues as service requests. This helps to ensure that the concerns – as well as time to respond and time to resolve - can be logged. (This approach will be discussed in more detail in the section on Customer Service later in this report.)
- P5. Set priority-driven response times for issues such as responding to reported hazards and deficiencies, and prioritize work based on these priorities. (This is recommendation is also covered in the Customer Service section of this report.
- P6. Use technology to provide helpful, accurate-right-now information to citizens and users. Best practices include using the web, Facebook, Instagram, and Twitter, and perhaps a special-purpose cell phone app to communicate breaking news such as rain closures, cancellations, available time slots for recreation and sports facilities.
- P7. Fill the vacant Parks Supervisor position. RCP has been operating without a Parks Supervisor for months, requiring the Parks and Facilities Manager to address daily urgencies. This pulls needed focus away from important longer-term matters. The supervisor position should be filled as soon as possible.

Freeing up the Parks and Facilities Manager from direct operational duties will enable better focus on managing all three Supervisors, and on project execution.

Note: To some extent filling the Parks Supervisor position will help free up management attention for key priorities including project management. That said, because the workload associated with project management has increased across RCP there is a need to review the associated resources. This issue will be addressed in the Structure and Service Level-Resources Match sections later in this report.

P8. Periodically review where and how outside service providers are used, for example for grass-cutting. There can be great benefit to using outside suppliers, particularly from three sources:

- Certain potential service providers bring specialized capability, in the form of expertise, specialized equipment, or other physical or intellectual capital that would be impractical for a municipality the size of Tillsonburg to attempt to replicate in-house. Examples of this might include tree-care suppliers with professional arborists, and equipment which facilitates safer work on tall trees as well as efficient removal of cut materials.
- A second group of potential service providers are mission-focused groups, sometimes organized as non-profit corporations, who take a special interest in specific aspects of community life. Examples would include organizations such as sports clubs, seniors' groups, or "The Y". In general, they have simpler operating models that can be well-adapted to providing service to the public in areas where direct municipal service provision may be less cost-effective.
- A third group of potential service providers focusses on providing cost-competitive services by focussing on controlling costs.

That said, using outside suppliers comes with challenges, including avoiding producing Requests for Proposal which so tilt the balance in favour of the buyer that they drive away the most reputable and service-oriented potential bidders, and leave winners with insufficient resourcing to do the work that the Town attempted to buy. The best practice for outsourcing is to seek ongoing relationships with a limited group of qualified suppliers in which both partners benefit, and both have a stake in working together effectively.

P9. Relocate the report-to-work and equipment storage area from the cemetery to a more central location.

Enter into discussions with the Fair Board to repatriate the buildings currently held by them under By-Law 2284.

Reportedly, they are operating a "business" by renting out space for customer storage. The objective would be

to reclaim the “Cattle Barn” (at least) which, by all accounts, would be a suitable new home for Parks Operations. If successful, this should reduce considerably the amount of time Parks personnel need to travel to arrive at their work zones. Moreover, maintenance costs of equipment and vehicles should also be reduced. Also, Breaks and lunches would also be closer to the daily work zones. The Cemetery Parks Operator would remain at the Cemetery; but remain available if required elsewhere.

A larger “Home Base” would also accommodate more efficiently the size of Parks workforce, especially in the summer. The current location at the Cemetery is too small/crowded. The relocation of Parks to the Community Centre area would also eliminate the requirement to add building(s) to the current location, as well as pave the balance of the lot. The plow heads could be brought from PW to the new facility, eliminating the need to store them off-site, and therefore going back and forth to get them. All, or most, equipment and vehicles could be stored/parked indoors reducing the prep-to-work time by not having to remove ice and snow. General maintenance should be reduced significantly by storing winter/summer changeover equipment out of the elements.

In conjunction with the proposed move of Parks HQ to the TTC, Parks staff will be better positioned to assist with larger events. Also, logistics for moving, set up and take down of some tables (that are currently stored at the Cemetery) will improve, as tables and chairs would now be stored closer the events set-up.

P10. Revisit the Bag Tag program to determine its effectiveness considering the extra work required by Parks personnel to retrieve residential garbage from public cans whereby the Town is paying 3rd, party contractors to collect this garbage. Use of bag tags to reduce municipal waste costs does lead to increased utilization of park garbage cans, and to dumping, thus shifting costs to Parks. The shifted costs need to be considered when budgets are allocated.

P11. Continue to assess cameras, lighting, and waste bin design and location modifications to limit misuse of park garbage bins.

P12. If the Town does not have any plans to recycle, then remove the blue boxes from the Town managed garbage areas. The operators must empty both bins/cans, however once introduced into the truck, all is combined. Garbage collection time could be reduced, so provision of blue box in parks locations when there is no separate waste stream creates unnecessary expense.

P13. Reassess the Town's participation in providing a safe and functional toboggan hill annually to clarify and manage the associated legal and financial risks as new information becomes available.

P14. Over time, develop a database of park trees. Like many municipalities Tillsonburg has not yet begun treating its larger trees as assets to be tracked. While not without cost, the development of a tree database can enable better tracking of non-urgent repairs for grouping when crews are sent.

P15. Over time, measure park and cemetery tree canopy percentage, and make plans to manage it. Some municipalities measure and report on their 'canopy' – the percentage of their surface shaded by trees. This allows them to monitor – and respond appropriately to – changes over time. It is recommended that the Town move forward to measure park canopies and look for opportunities to increase canopy cover where this can be done without undue reduction in accessibility, safety, and a rich balance of sporting and other recreational use.

P16. Consider the extent to which flowerbeds should be maintained using Town staff. Potential alternatives include establishing an Adopt a Flowerbed program. Alternately the Town could seek bidders to provide turnkey preparation, planting, and watering/weeding service for the Town's flowerboxes and flowerbeds.

P17. Consider reducing the number of flower beds in parkettes in locations where this would have little impact on the Beautification initiative. Flowerbed care including watering is very time consuming for Parks Operators in terms of "doing the rounds" and looking after the beds.

P18. Consider modifying some flowerbeds to lower-maintenance perennials.

P19. Investigate installing automated watering systems to reduce the labour associated with flowerbed watering.

- P20. Continue to move forward with initiatives that enhance sports field drainage, particularly as precipitation volume and timing is affected by climate change.
- P21. Consider using cameras and fines to discourage citizens from using sports fields before the ground has dried sufficiently. Direct revenue raised from fines to support field drainage initiatives.
- P22. Consider a lighting plan for poorly-lit Town properties to try and reduce Graffiti and vandalism. Within that plan, strategically located cameras could be considered.
- P23. Consider reducing the frequency of sports field grass cutting in order to reduce the use of labour and fuel. This frees up labour, lessens wear and tear on equipment, and reduces the carbon footprint associated with this service. Also, if this is done, consider offering a higher price for tournaments which wish to benefit from shorter grass.
- P24. Continue to explore potential to light more baseball diamonds and other outdoor sports facilities, to enable increased utilization particularly in the early fall.
- P25. Consider charging for access to the tennis/pickleball courts. For comparison, Wilmot charges \$47.50, plus HST, for a 10-visit membership; first visit is free.
- P26. Consider charging even small amounts for parking at trail heads and in parking lots. Some organizations provide parking areas with a daily parking fee for trail and park access; and some have daily and/or seasonal use fees. These should be considered, with advance notice and public consultations.
- P27. Consider initiating a trail sponsorship program where merchants or others can contribute and be acknowledged.
- P28. Consider holding Trail Enhancement days, perhaps with participation of snowmobilers and other trail users. (If usage fees are charged, give participants discounts or allow them to earn and allocate free passes.)
- P29. Consider requiring subdivision developers to submit independent studies and plans for new parkland prepared by certified landscape architects – or as a minimum fill out forms – addressing project impact on access to/demand for Parks and Recreation services and facilities.

P30. Take steps to update Tillsonburg 's *2011 Community Parks -Recreation & Cultural Strategic Master Plan*.

## Service Profile – Cemeteries

### Service Overview

Contracted and employee-provided cemetery services include family consultation, sale of lots, sale and provision of columbaria niches and monument foundations, interments, grounds maintenance, and mandatory recordkeeping.

### 2019 Preliminary Financials

Revenue	\$000	%
User fees	133.6	43%
Grants	0.0	0%
Other	6.5	2%
<b>Total Revenue</b>	<b>140.1</b>	<b>45%</b>
Operating Expenses		
Employee-rel	163.9	52%
Services	21.2	7%
Materials	16.3	5%
Other	112.0	36%
<b>Total Cost</b>	<b>313.4</b>	<b>100%</b>
<b>Net Levy</b>	<b>173.3</b>	<b>55%</b>

### 2019 Staffing

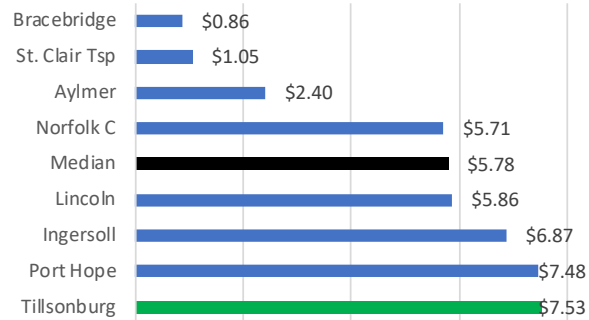
Category	FTE*
Full Time	1.4
Part Time	0.5
Seasonal	0.3

\*Full Time Equivalent (FTE) time worked.

### Service Value

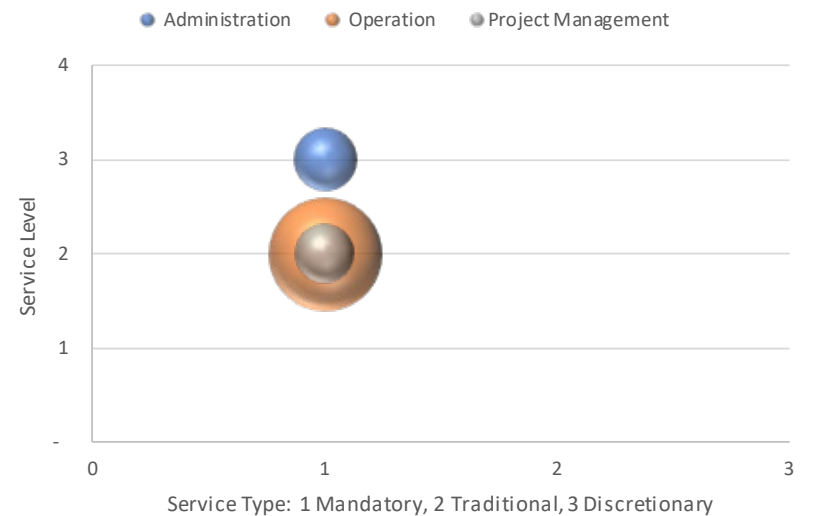
Ontario municipalities are required by law to maintain cemeteries within their boundaries which are not being maintained by others.

### Cemetery Net Levy/capita



Source: Ontario's Financial Information Return system; 2018 operations

### Cemetery Sub Services



The size of the bubbles displayed in the graph above is proportionate to the net levy used for the sub services: Cemetery Administration, Cemetery Operation, and Cemetery Capital Improvement Project Management.



## Analysis and Recommendations relating to Cemeteries

### What does benchmarking tell us about how the Town is doing?

#### *For service level*

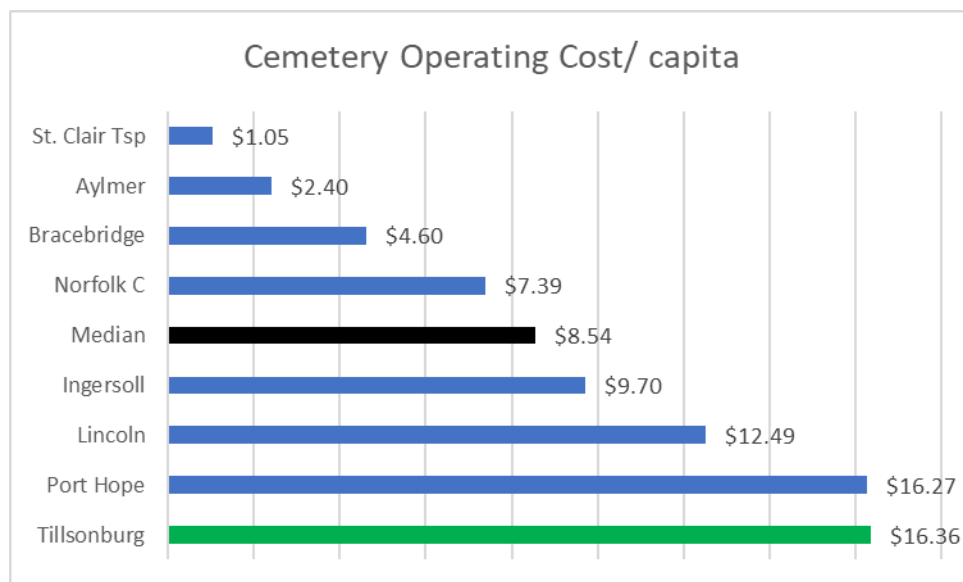
For the level of service provided for Cemetery Administration, we found that neither the Town of Lincoln nor the City of Bracebridge provide visitor centres at their locations. Port Hope does provide a visitor centre, but for 9 hours/week (Mon, Wed, and Fri 9AM to Noon). We judge Tillsonburg's level of service for this aspect of the Administer Cemetery service to be above standard.

The consulting team did not find a practical way to compare level of service for cemetery operation during this study, however, it should be noted, that in Tillsonburg's operational model the Cemeteries Operational budget carries substantial cost relating to supporting the Parks team which skews the operational cost.

#### *For cost of service*

Tillsonburg's per capita operating costs for the combined three cemetery sub services was at the high end of the comparators:

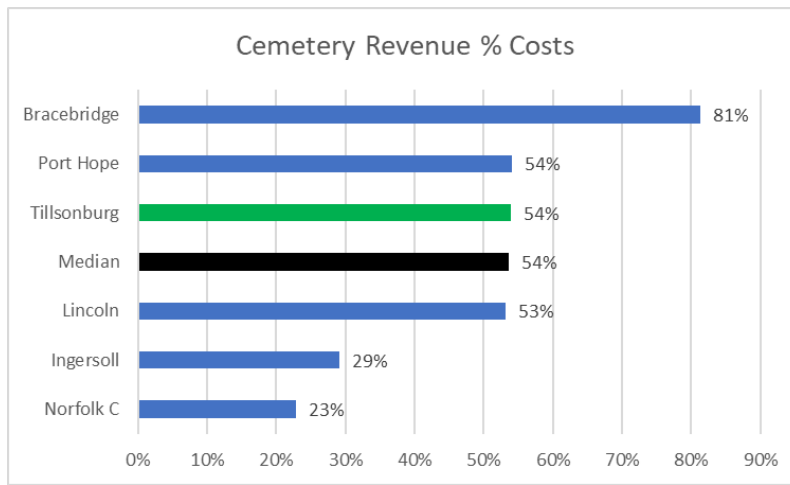
Figure 13 Cemetery Operating Cost per capita, 2018



For revenue generated

Tillsonburg's revenue as a % of operating costs was near the median for the comparators:

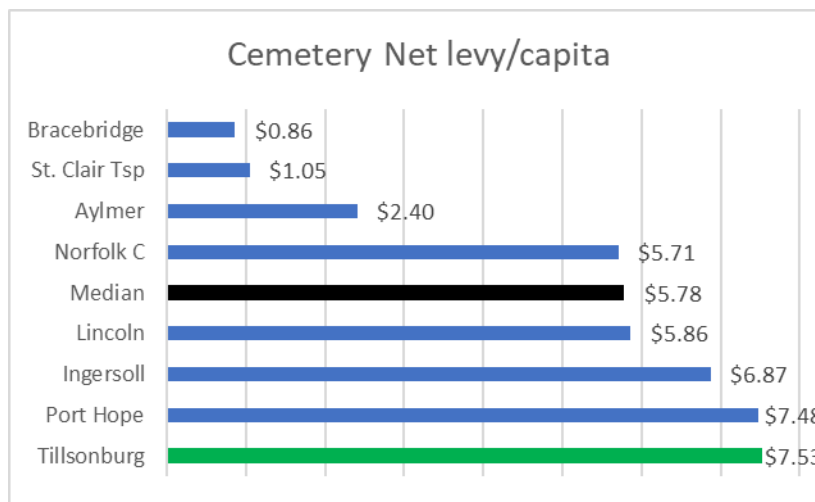
Figure 14 Cemetery Revenue as % Operating Costs, 2018



For Net Levy

The Town was at the high end of the comparators in terms of net levy per capita:

Figure 15 Cemetery Net Levy per capita, 2018



### Good practices observed

- The team uses seasonal employees to expand its capacity during the peak lawn and plant maintenance part of the year.

- The Cemetery Reception Centre provides a quiet, private location well-suited for conversations with bereaved families.
- The Cemetery Registrar uses special-purpose software (aptly named Stone Orchard) to properly record cemetery operations. (There may be an opportunity for Tillsonburg to help defer some costs by using their expertise, tools, and processes to provide registration services to other less equipped cemetery operators in the surrounding area.)

## Can and should more revenue be generated?

The prices of lots do not reflect the replacement cost of the land. Even without accounting for this, less than half the operating costs are covered by user fees, suggesting that fees be increased to reduce municipal subsidization of those using burial lots. In particular it seems reasonable to ask non-residents to contribute a higher proportion of their costs.

As an example, the Town of Lincoln charges 50% more for non-residents, as per their web site retrieved on April 4, 2020 at [https://lincoln.ca/sites/default/files/2020\\_cemetery\\_fees.pdf](https://lincoln.ca/sites/default/files/2020_cemetery_fees.pdf)



4800 South Service Road  
 Beamsville, ON LOR 1B1  
 TEL 905-563-8205  
 FAX 905-563-6566

### **CEMETERY PRICE LIST - EFFECTIVE JANUARY 1, 2020**

**LICENCE # 3288070**

Town of Lincoln operates Vineland Cemetery, Mount Osborne Cemetery, Oaklawn Cemetery, MountView Cemetery, and Mennonite Mountain Burial Ground.

	<u>Lots/Cremation Graves/Niche</u>	<u>Land</u>	<u>C&amp;M*</u>	<u>Cost</u>	<u>HST</u>	<u>Total</u>
Resident	Single grave	1,350.00	900.00	2250.00	292.50	2542.50
	Cremation grave	474.00	316.00	790.00	102.70	892.70
	Niche A	1365.00	735.00	2100.00	273.00	2373.00
Non-Resident	Niche B	1099.80	592.20	1692.00	219.96	1911.96
	Single grave	2025.00	1350.00	3375.00	438.75	3813.75
	Cremation grave	711.00	474.00	1185.00	154.05	1339.05
	Niche A	2047.50	1102.50	3150.00	409.50	3559.50
	Niche B	1649.70	888.30	2538.00	329.94	2867.94

## Can the Town improve value by changing the operating model?

Opportunities for cost savings and service improvements on Cemetery Administration include:

- Providing more 'self-serve' information using the Web. Best practices include:
- Using a FAQ to provide answers to Frequently Asked Questions (As of April 4, 2020 Bracebridge's **Cemetery FAQ** was notable in this regard at <https://www.bracebridge.ca/en/live-here/Cemeteries.aspx#>)
- Providing accurate, up to date pricing information, as provided by the Town of Lincoln
- Giving accessible, useful information about the cemetery location and layout, including photos of areas available for selection, and maps (again, Town of Lincoln is a good model)
- Perhaps providing a brief video introduction, including explaining what is required to confirm interment rights.
- Making it possible for the public to search cemetery records and find grave locations online, e.g. by proactively encouraging student/volunteer projects to photograph and log gravesite information into open-access online services.
- Directing persons wanting information about how to "Arrange a Funeral, Burial, Cremation or Scattering Service" to a well-organized site provided by Ontario (this from the Town of Cobourg) <https://www.ontario.ca/page/arrange-funeral-burial-cremation-or-scattering>
- Encouraging persons interested in family research to use other resources e.g., from Port Hope's Cemetery Board: "Those interested in family research might begin their searches at [www.alivingpast.ca](http://www.alivingpast.ca)"
- Encouraging the use of on-line and email to register concerns or issues. This helps to ensure that the concerns – as well as time to respond and time to resolve can be logged. However, note that for web and email systems to be effective they must be frequently monitored and well responded to. Use of an auto-response system to immediately confirm receipt of the message and set expectation for a human-mediated response (e.g. our customer service agents will respond within three working hours) is a best practice.
- Replacing the use of three manually updated calendars with a single electronic calendar (which can update other electronic calendars if multiple calendars are required, as well as staff smart phones).
- Potentially scaling back visitor centre open hours. In the Municipality of Port Hope, a supervisor works out of the visitor center Monday, Wednesday, and Friday from 9 to noon – a total of only 9 hours per week.

Opportunities for cost savings and service improvements on Cemetery Operation include:

- Potentially outsourcing of grounds maintenance (this is done in Bracebridge and has been the practice in Lincoln). However, it is not a recommended at this time, as it generates administrative work to launch and manage the contract and presents a number of issues relating to the municipality's responsibility and contractor's responsibilities. In addition, the labour most easily replaced is that of summer students,

which is affordable to start with and may be subsidized by other levels of government. (Note that Lincoln has decided to bring grounds maintenance in house this year due to the desire to offer consistent high-level care of the grounds.)

- Consider using contractors for digging graves. While Tillsonburg currently uses contractors in situations beyond the scope of their in-house equipment (typically when the ground is heavily-frozen), digging is available commercially and it may be possible to identify good suppliers and negotiate contracts allowing for convenient ‘call ups’ on an as-needed basis for reasonable cost.

## Recommendations

C1. We recommend increasing revenue by charging higher rates to non-residents than to residents of Tillsonburg. To increase convenience for many purchasers, and to eliminate unnecessary administrative work, use the web site to provide detailed information e.g. about what specific lots and niches are available for purchase, and their prices.

Note: Should it not be possible to keep up to date pricing information on the Town web site, a linked but separately operated Cemetery website should be established.

C2. To improve access for the public and to reduce paid time spent (often for non-residents), steps should be taken to enable the public to search cemetery records and find grave locations online, and to direct members of the public needing assistance to their local librarians.

C3. Keeping 3 internment calendars risks them being out of synch and is inefficient. It is recommended that a single ‘prime’ electronic calendar be implemented, with automated updating of other versions as desired. Use of an electronic calendar may require providing an electronic display for clients at the reception centre.

C4. Given these potential efficiencies, there may be an opportunity to scale back open hours, to give the Cemetery Registrar more uninterrupted time to deal with reporting – and to allow more real time support to the *Parks and Facilities* team.

C5. Consider upgrading the Cemetery reception centre to provide a more functional office workspace and a “Quiet Room” for visitors.

C6. A secure water and fireproof filing cabinet is required to increase the protection of onsite storage of important current-year records at the visitor centre.

C7. Because non-compliant grave decorations interfere with timely and efficient grounds maintenance, communicate with stakeholders and use periodic inspection and follow up by management to initiate improved implementation of regulations.

C8. With careful attention to maintaining the quality of service provided, consider outsourcing more or all the gravedigging to reduce the complexity and potentially the cost of operating the cemetery.

## Service Profile – Recreation

### Service Overview

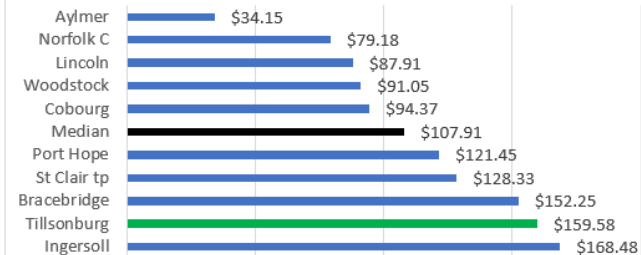
Operates recreational facilities including indoor and outdoor pools, arenas and skating rinks (except outdoor natural rinks), community centers and halls, seniors centre, gymnasiums and fitness centres. Plans, publicizes, processes registrations, and oversees delivery of recreation programs such as aquatics and fitness to adults, children, youth, seniors, and sport leagues. Children's programs include day camps.

2019 Preliminary Financials		
Revenue	\$000	%
User fees	1,341.4	33%
Grants	42.7	1%
Other	30.0	1%
<b>Total Revenue</b>	<b>1,414.1</b>	<b>35%</b>
Operating Expenses		
Employee-rela	2,223.2	55%
Services	301.4	7%
Materials	144.6	4%
Other	1,389.3	34%
<b>Total Cost</b>	<b>4,058.5</b>	<b>100%</b>
<b>Net Levy</b>	<b>2,644.4</b>	<b>65%</b>

**Service Value**

Municipal recreation programs and facilities help citizens live healthier and happier lives, learn about cooperation and competition, and broaden/deepen community connections. They support the local economy by attracting residents and shoppers. They support the inclusion of newcomers and disadvantaged groups.

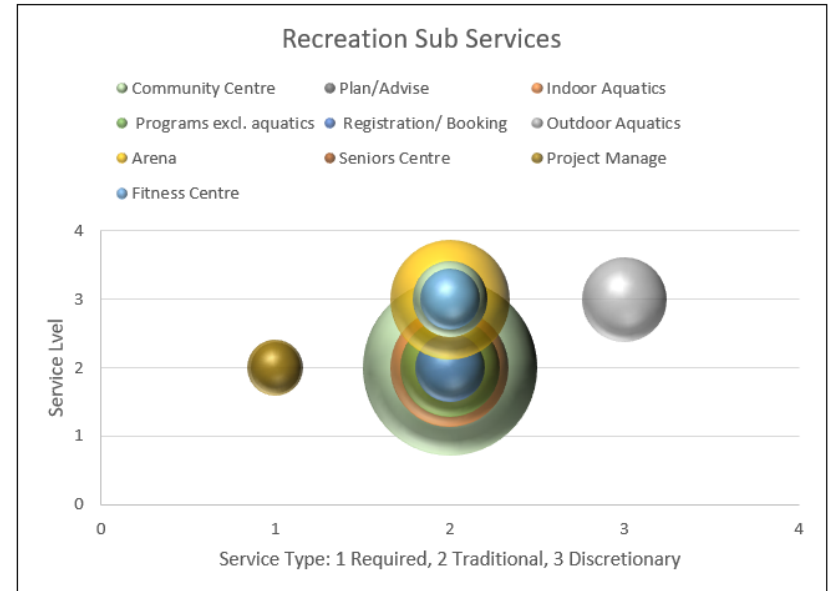
### Net levy/capita, Rec Facilities & Programs



Source: Ontario's Financial Information Return system; 2018 operations

2019 Staffing	
Category	FTE*
Full Time	22.1
Part Time/Seasonal	12.4

\*Full Time Equivalent (FTE) time worked.



The size of the bubbles displayed in the graph above is proportionate to the net levy used for the sub services: Recreation Programs excluding aquatics, Registration & Booking, Indoor Aquatics, Outdoor Aquatics/Lake Lisgar, Arena, Fitness Centre, Community Centre, Seniors' Centre, Recreation Planning and Advising, and Recreation Capital Improvement Project Management.

## Analysis and Recommendations relating to Recreation

### What does benchmarking tell us about how the Town is doing?

#### *For service level*

Tillsonburg is well-served in terms of the availability of indoor recreational facilities, scoring 22% above the median for square metres of indoor recreational facilities per capita, and also above the median for ice pads (not counting practice pads) per 1000 population. This reflects Tillsonburg's role as a regional service provider, similar to Bracebridge.

Figure 16 Square Metres of indoor recreation facilities per 1000 population, 2018

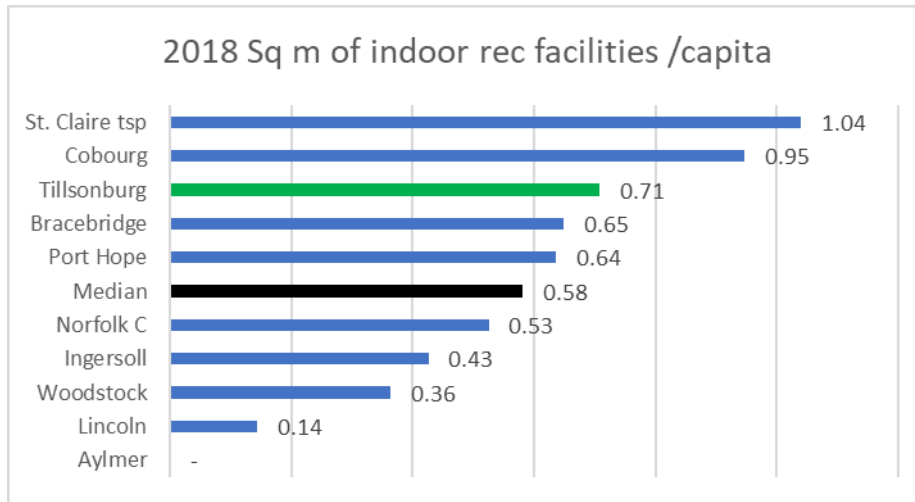
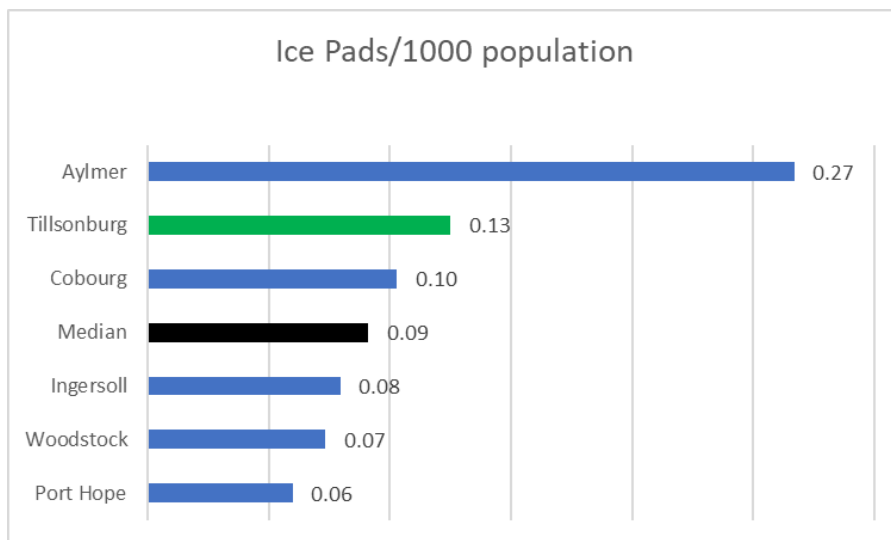


Figure 17 Indoor ice pads per 1000 population, 2019

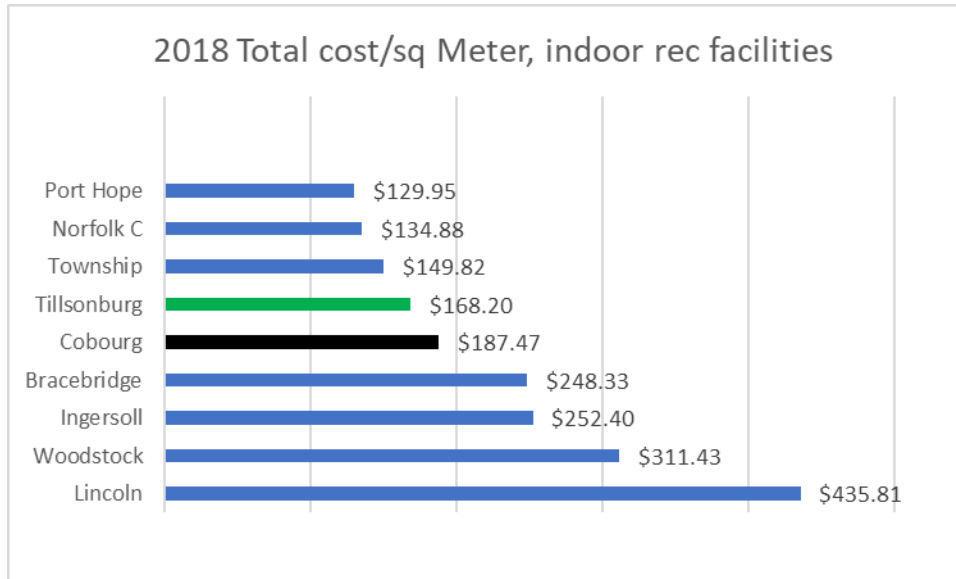




*For cost of service*

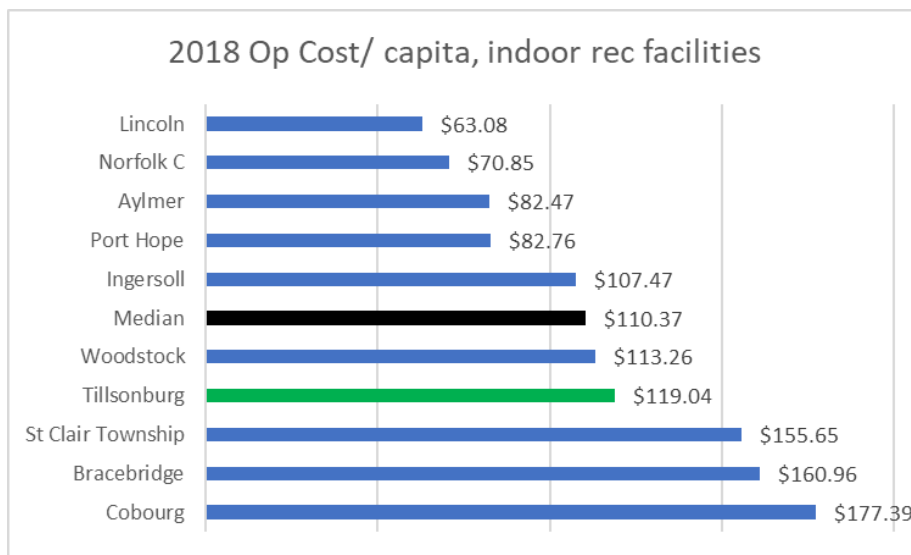
Tillsonburg's operating cost per square metre of indoor recreational space in 2018 was 10% below that of Cobourg, which was the median of the comparators for this measure.

*Figure 18 Operating cost per square metre of indoor recreation facility, 2018*



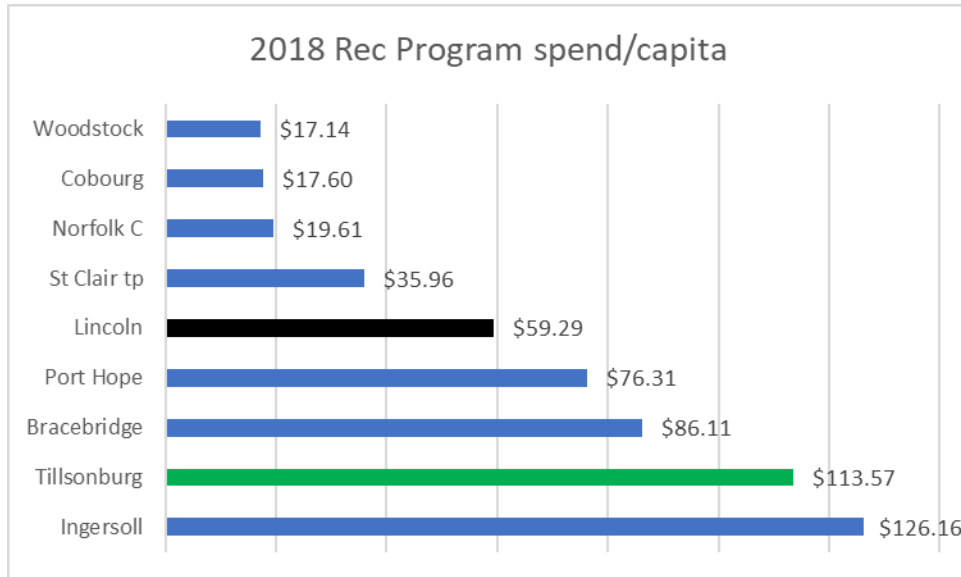
Despite the lower operating cost per square metre of indoor facilities, the net result from the higher number of metres was that Tillsonburg spent 8% more per capita than the median comparator municipality to operate its indoor recreational facilities in 2018.

*Figure 19 Operating cost per capita for Recreation Facilities, 2018*



Tillsonburg’s per capita spending on recreational programs was higher than most comparator municipalities, which is also a reflection of Tillsonburg’s role as a regional service provider.

Figure 20 Per capita operating cost for recreational programs in 2018

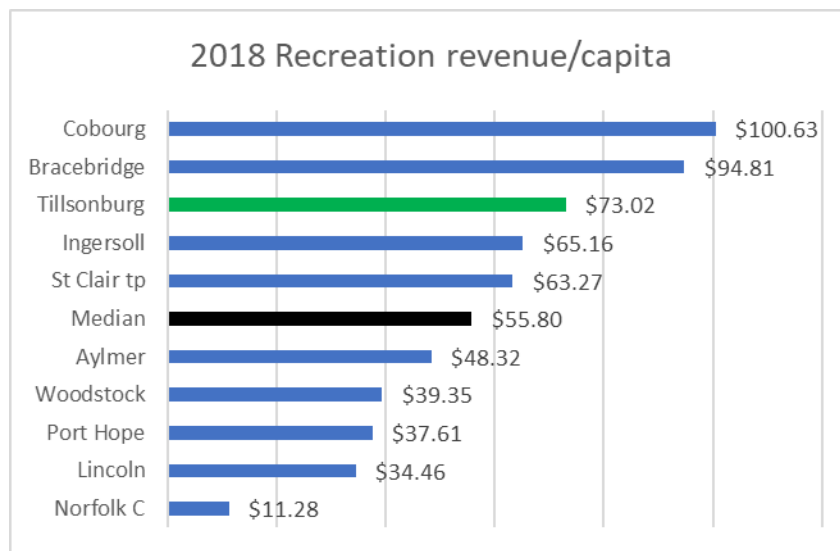


*For revenue generated*

Fees for use of recreational facilities and programs help to offset the costs of providing these services.

Tillsonburg generated 31% more revenue per capita than the median.

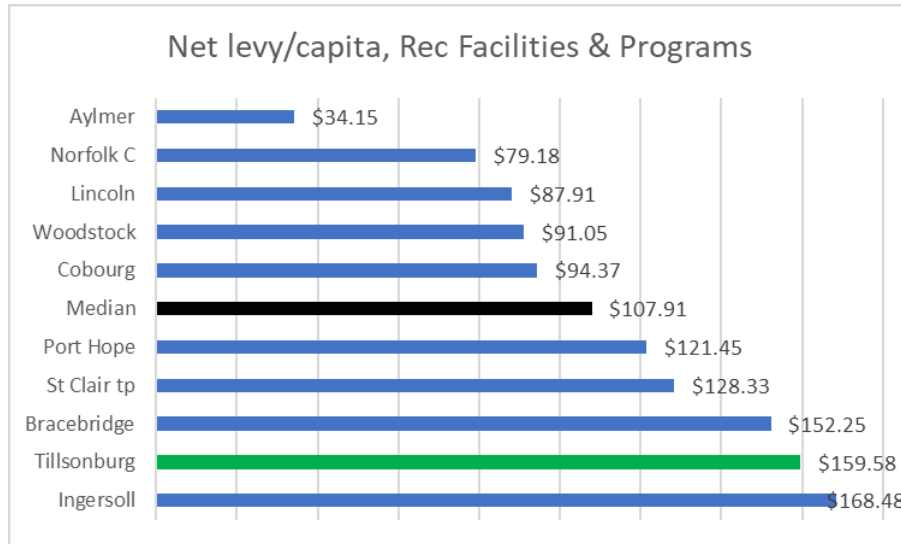
Figure 21 2018 Recreation Program Revenue per capita



### For Net Levy

Despite its above median level of revenue generation, Tillsonburg's net levy per capita for recreational facilities and programs put it in a cluster of municipalities at the higher end of the range, as can be seen in the following figure:

Figure 22 Net levy per capita for indoor recreational facilities and programs, 2018



To summarize, the benchmarking suggests that:

- In terms of indoor recreational facilities Tillsonburg residents have access to more than median, that the operational costs of these facilities are somewhat lower than median, and together these factors put the operating costs per capita about 8% above the median.
- In terms of recreational programs, Tillsonburg spends more per capita than the median, and while its revenue per capita is higher than the median it is not enough to offset the higher spending.
- Altogether these factors result in a net levy per capita which is higher than in most comparator municipalities.

### Good practices observed:

Good practices currently in use include:

- Working under the umbrella of a comprehensive Master Plan (which, however, has been in place since June 2011, and would benefit from an update).
- Investing in a cogeneration facility that provides a significant portion of the electricity and heat required to operate the TCC . The cogeneration system is more than recovering its capital cost in ongoing savings – and which allows the TCC to operate on its own power when the grid goes down.
- Using a crew of staff qualified to operate both the ice plant and the indoor pool’s circulation and heating system.
- Reducing the need for on-site monitoring by turning off one of three compressors when outside temperatures and the energy demands of ice-making permit.
- Making extensive use of part time and seasonal staff for public-facing duties, under the guidance of a core of full time and long-term part time staff.
- Connecting with users through social media and using its two-way capabilities to help select new program offerings to pilot.
- Keeping close watch on registration numbers, and downsizing offerings where the number of registered participants can be accommodated with fewer sessions (contacting users in an effort to assist them to transfer into the remaining timeslots).
- Using made-for-purpose software for registration (including online registration) and for booking of facilities.

## Where are the challenges?

- The age and layout of the TCC.
- Evolving social phenomena and norms e.g. around issues such as vandalism, graffiti, and drug use make it more challenging and expensive to provide high quality services.
- Software issues which affect the functionality of the software used for registration and facility booking.
- The growing popularity and availability of commercial health clubs, which offer highly functional equipment, high-quality surroundings, convenient locations, and extended access.
- A growing range of recreational learning opportunities which individuals can participate in more and more easily from home using through broadband internet and streaming utilities.

- Improved at-home exercise equipment, which has evolved from primitive home weight equipment and exercise bicycles and now includes to internet-enabled sports equipment that allows users to participate in virtual group fitness activities from their own homes.

## Should level of service be modified?

Opportunities to consider adjusting service levels to reduce funding required from the town include the Lake Lisgar Waterpark service and the Health Club service.

The per visit cost of operating the Lake Lisgar Waterpark in 2019 was over \$17.00. Users of the Waterpark service paid for only 25% of its costs, leaving the Town to pay the remaining amount for residents and visitors alike.

It may be possible to reduce the Waterpark deficit by significantly increasing the admission price, and by adding a range of revenue-generating attractions, perhaps combining outdoor activities such a petting zoo (with vending machines selling feed), mini golf, and pedal cars. Also, there may be potential for a games area offering shelter from the rain, to extend operations when the weather requires the pool to close early or not even open.

Yet eliminating the operating deficit would appear to be a tall order, particularly for the Town's RCP department which is already managing a broad range of challenges including an aging TCC. And even if the deficit could be brought down to a level acceptable to residents and Council, operating the Waterpark as a paid attraction keeps a significant piece of key park and recreational real estate behind a paywall.

The operating cost per use for the health club in 2019 was about \$16.00, with users paying roughly 2/3 of this amount. Not all municipalities provide fitness centres, and several private clubs in Tillsonburg offer this service. Given the need for more change facilities for the pool, the cost of operating the Health Club, and the fact that private operators have attempted or are currently attempting to provide health club services, it would be logical to investigate the feasibility of contracting with an outside operator for this facility.

In the longer term, one additional area could be reviewed for potential adjustment to the level of service provided. Operating the Seniors Centre is not a large expense, but there may be an opportunity for

Tillsonburg to achieve better value in this area. Both Port Hope and Cobourg generate significantly more revenue from operating their Seniors Centres than Tillsonburg, despite having lower membership fees. Their centres appear to attract more paying members; yet both municipalities report spending less than Tillsonburg in operating costs. This review will need to be done in concert with the Tillsonburg Senior Centre organization.

As healthy, active seniors are becoming to make up a larger proportion of Provincial and Town population there is an opportunity to revisit what services are provided, where they are provided, how much outreach effort is extended and how broadly the services are used, and of course the value for money attained. (Note that seniors who are healthy and active, and who stay physically fit and do resistance training to keep their muscles strong and maintain their balance are more likely to remain independent, contributing members of society and to need less home care and health care).

### **Can and should more revenue be generated?**

Yes – see recommendations R1 through R4 below.

### **Can the Town improve value by changing the operating model?**

Opportunities for cost savings and service improvements for Recreation include continuing to use technology to provide helpful, accurate-right-now information to citizens and users. Best practices include using the web, Facebook, Instagram, and Twitter, and perhaps a special-purpose cell phone app to communicate breaking news such as rain closures, cancellations, and immediately available time slots for recreation and sports facilities. Unfortunately, the Town site is not kept up-to-date, and upon occasion, showing past events as if they are still upcoming. This creates a significant barrier to timely, accurate information that informs potential visitors and motivates web visitors to attend events. If the Town site cannot be reliably kept up to date with next day service for minor updates and additions, consider allowing the Recreation team to manage their own pages, or to establish their own linked site.

Further opportunities are addressed in the following recommendations.

## **Recommendations**

R1. It does not seem fair to expect Town citizens to subsidize programs used by non-residents. Consider adding a non-resident surcharge (perhaps by way of a price increase with a simultaneous, partially-offsetting discount for residents).

R2. Continue to seek opportunities to generate revenues from sale of refreshments and merchandise, perhaps directing part of them to supporting fee subsidies for those in need.

R3. To the extent possible, focus fee subsidies on situations where subsidized users are less likely to displace full-fee participants. Consider using waitlists so that those wishing access to activities at reduced fees can be registered into courses later in the registration cycle. (This will also be addressed in the Revenue Model section later in this report.)

R4. Periodically review use of staff time for fund-raising, to ensure net value is positive.

R5. Move from printed to web-only course catalogue (with limited printing of specific sections on request at TCC) to obtain the following benefits:

- Eliminate printing delays, so that residents can learn about offerings more quickly after the catalogue is ready to go
- Enable errors to be corrected, potentially eliminating confusion, cost, and disappointment during registration.
- Avoid printing costs and avoid creating wastepaper and the associated landfill/recycling expenses.

R6. Continue to encourage use of on-line systems to economize on staff time. This could be done by giving on-line registrants a 'head start' for booking,

R7. Consider charging a small booking fee or convenience fee for online booking (e.g. Port Hope uses an online service provider that charges users as well as the city).

R8. Continue to work with other municipalities to press the manufacturer of the current registration software (Legend Software) to address product limitations.

R9. Also continue to work with other municipalities to develop and share effective workarounds for limitations in the software.

R10. The pool pump room physical infrastructure is aging. Explore the potential to replace the pumping, filtering, and chlorination systems with more modern systems which are more automated and reduce the use of chemicals e.g. by utilizing Ultraviolet light to kill bacteria.

R11. If a replacement for the Community Centre is several years away, then consider a "public eye" facelift, such as repairs to the Hardy Street Steps and installation of a ramp.

R12. Targeted capital investment could help to address the limited capacity and flexibility of change rooms, and limited accessibility to this part of the Recreation complex.

R13. It is recommended that the viability of the format of the Lake Lisgar Waterpark be reviewed on an annual basis as visitor interest, insurance costs, and operational complexities continue to evolve. The waterpark is an entirely discretionary service. None of the comparator municipalities operated an urban waterpark. While Council recently decided that the Waterpark would remain operational in essentially its traditional format, and the wheels have been turning to rebuild the waterslide, the aging infrastructure takes a great deal of attention and effort to maintain.

It may be possible to broaden the range of revenue-generating attractions, perhaps combining outdoor activities such a petting zoo (with vending machines selling feed), mini golf, and pedal carts. Also, there may be potential for a games area offering shelter from the rain, to extend operations when the weather requires the pool to close early or not even open. That said, should the waterpark continue to operate at a significant deficit, replacing the outdoor pool and waterslide at some point in the future, with admission free, should be considered as an option.

R14. It is recommended that the Town's longer-term planning for the Lake Lisgar waterpark include an option to replace the outdoor pool and waterslide with recreational resources that could be offered to the public without the need to charge admission.

R15. If the Parks Operations relocation initiative moves ahead, it is recommended that the new Parks storage facility be considered for housing the back-up Ice Surfacing machine, reducing the resources required to bring it into and take it out of operation.

R16. Given the extensive layout of the Recreational Centre and its arenas, continue to upgrade indoor security camera system, and to consider alarm systems to enhance security of staff and facility users.

R17. Explore whether remote supervision from the upper floor could potentially reduce or eliminate the need for a supervised entry desk at the Health Club. At present the staff member operating the Health Club entry desk sometimes leaves the desk unattended, which can tempt users to enter without payment.

R18. Not all municipalities provide fitness centres, and several private clubs in Tillsonburg offer this service. Given the need for more change facilities for the pool, and the cost of staffing the Health Club, consider studying whether this service could be eliminated or perhaps investigate an alternative service delivery model (i.e. contracted provider).



R19. It is recommended that the question of how to best provide Senior Centre services be addressed when the Town's Recreation, Culture, and Sport strategic plan is next updated.

R20. Use the Town web site (and continue to use social media) to provide helpful, accurate-right-now information to citizens and users. As previously noted, this will require increasing the level of service for web updating or giving RCP the ability to update its own pages on the site or linked sites. Note: Due to the age and condition of the Town's facilities, the workload associated with project management has increased across RCP. There is a need to review the associated resources. This issue will be addressed in the Structure and Service Level-Resources Match sections later in this report.

## Service Profile – Museum and Culture

### Service Overview

This service involves managing and providing access to the Annandale National Historical Site; collecting, preserving, researching, exhibiting and interpreting information and artifacts depicting the history of Tillsonburg; and informing visitors and residents about other local activities and attractions.

### 2019 Preliminary Financials

Revenue	\$000	%
User fees	67.5	15%
Grants	21.4	5%
Other	24.5	5%
<b>Total Revenue</b>	<b>113.4</b>	<b>25%</b>
<b>Operating Expenses</b>		
Employee-related	315.8	68%
Services	55.0	12%
Materials	13.5	3%
Other	78.0	17%
<b>Total Cost</b>	<b>462.3</b>	<b>100%</b>
<b>Net Levy</b>	<b>348.9</b>	<b>75%</b>

### 2019 Staffing

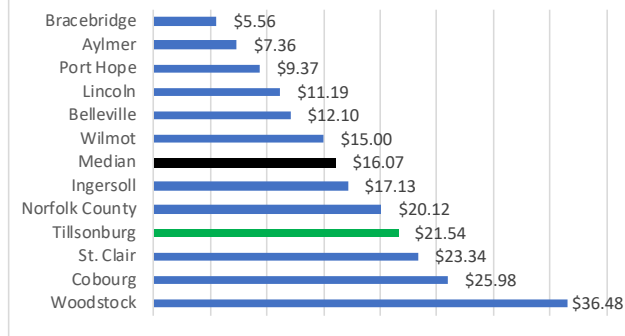
Category	FTE*
Full Time	3.3
Part Time	0.1
Seasonal	0.6

\*Full Time Equivalent (FTE) time worked.

### Service Value

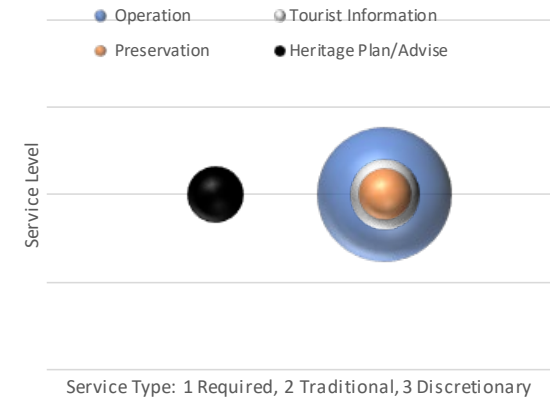
Supports the local economy by attracting tourists and new residents. Is a cultural resource and gathering place for local residents. Provides exhibition space and a sales outlet for local artisans, supporting fundraising for community groups. Provides valuable learning experiences for school classes.

### Museum & Culture Net levy/capita



Source: Ontario's Financial Information Return system; 2018 operations

### Museum Sub Services



The size of the bubbles shown in the graph above is proportionate to the net levy used for the Museum sub services, which are: Operate Museum, Heritage Preservation, Heritage Planning and Advising, and Operate Tourist Information Centre.

## Analysis and Recommendations relating to Museum and Culture

### What does benchmarking tell us about how the Town is doing?

There are significant challenges benchmarking Museum and Culture services, due to the different roles, layouts, and operational approaches that the different institutions have. For example, of the six municipally-owned museums in the comparator sample, three – Annandale, Castle Killbride, and Glanmore - are designated National Historical Sites. This designation recognizes that there is a national importance of preserving them, making their stories known, and opening their grounds and interiors for public visitation.

Also complicating benchmarking is the fact that not all comparator municipalities have municipally-owned museums; those that do vary significantly on opening hours and whether admission is by donation or at a set fee. In two comparator municipalities admission was by donation (Ingersoll's Cheese & Agricultural Museum, and the Woodstock Museum). At the Town of Lincoln Museum & Cultural Centre admission is by suggested donation of \$3.00.

The following figure compares the three admission-charging museums for open hours and adult admission price:

<u>Municipality</u>	<u>Museum</u>	<u>Hours open</u> <u>in 2019</u>	<u>Adult admission</u>
Tillsonburg	Annandale	2,010	\$6.00
Wilmot	Castle Killbride	1,476	\$9.00
Belleville	Glanmore House	1,359	\$8.00

Clearly Tillsonburg's Annandale National Historical Site museum provides more hours of availability, and offers citizens affordable access.

In this context it can be useful to compare operating results on two dimensions – revenue generation and levy support. Compared to those comparator municipalities that generate revenue from the Museum and Culture service areas, Tillsonburg's operating revenue per capita, at \$2.95, was the median amount (figure 23), while municipal support at \$21.54 per capita was about \$5.50 above the median (figure 24). This support reflects Annandale's important symbolic role for Tillsonburg, given difficult decisions made in the past which led to the loss of the Carnegie Library, Post Office, and Town Hall - historical structures that would typically providing much of the heritage face and brand for the town. Annandale's attractive exterior, important and interesting historical

roots, and incomparable interior makes it an appropriate and important location for cultural and heritage related events, and for providing tourist information services. Having an authentic historical brand is a significant factor for attracting visitors, investors, and new residents – a factor that differentiates Tillsonburg when decisions are being made.

Figure 23 Museum and Culture 2018 Operating Revenue per capita

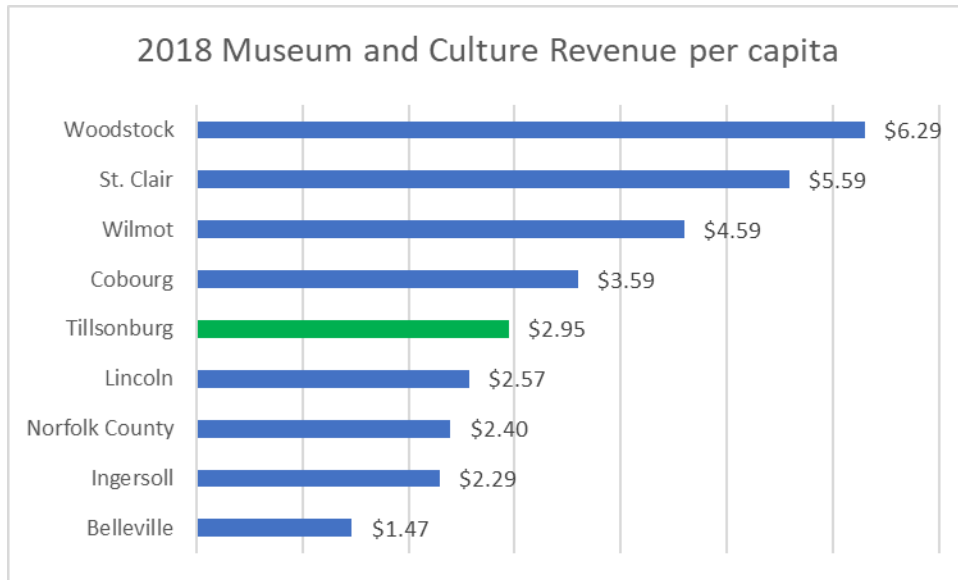
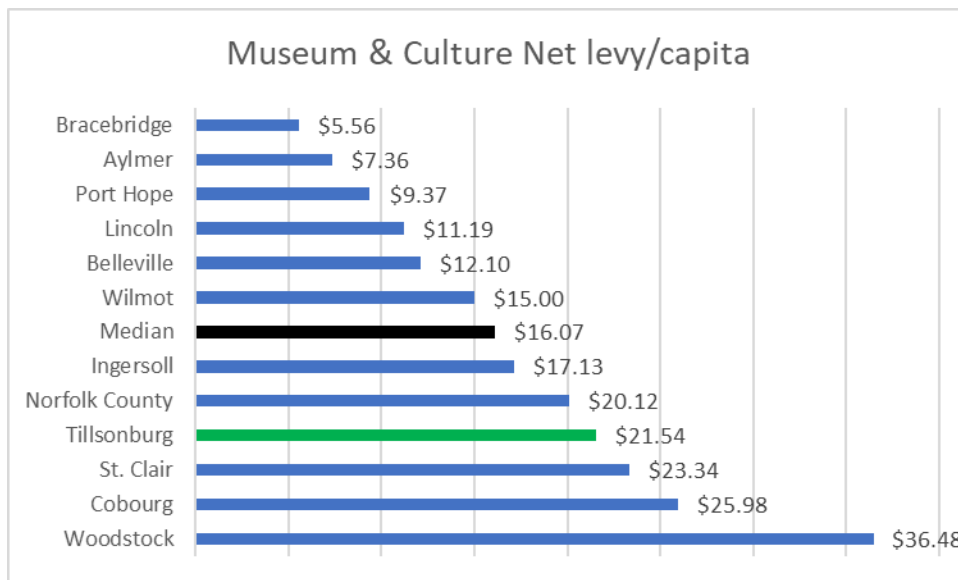


Figure 24 2018 Levy per capita for Museum and Culture



## Good practices observed:

Good practices currently in use include:

- Welcoming visitors in person, and then using a self-guided tour format which economizes on staff time.
- Using social media to engage with the community, including members of the Tillsonburg and District Historical Society.
- Holding events that draw community members into the facility.
- Providing year-round access to the public six days per week.
- Teaming with local arts and crafts associations to display locally-produced materials – and using a portion of sales revenue to support the Museum’s work.
- Using a long-term part time staff member to cover Sunday hours.
- Using seasonal staff to stretch resources during summer months, which are busier.
- Working effectively with volunteers and assigning individual duties in keeping with their capabilities and level of interest.

## Where are the challenges?

- It is challenging to inform potential visitors about what the museum offers, and to motivate those driving along the heavily-traveled Highway 401 to take the 20 minute side trip to Tillsonburg.
- The Museum’s main web presence, the Town of Tillsonburg’s website, has limitations for communicating current information
- The Museum’s role as a Tourist Information Centre generates telephone, email, and walk-in enquiries which are not always well-articulated with Annandale’s core mission of preserving and publicizing Tillsonburg’s unique history. Only one of the comparator municipalities, Cobourg, reported having their Recreation and Parks group operating tourist information centres.

## Can and should more revenue be generated?

There may be opportunities to use some additional fees to generate minor amounts of revenue and limit less mission-oriented demands on staff time. For example:

- The Town of Aylmer charges a \$10 fee for non-members to visit the archives.
- The Northumberland County Archives and Museum charges a fee of \$30 per hour for up to 3 hours, payable in advance, for research done on for individuals who do not visit in person.

That said, higher admission and participation fees can put a damper on visitation.

Steps that attract more visitors would help to increase revenue. One approach being used by Glanmore House in Belleville is to use some of their artifacts to create displays in other parts of the municipality, for example putting a display of historical fire prevention and firefighting materials at a fire station.

## **Can the Town improve value by changing the operating model?**

Yes. For example, Annandale's web presence is housed within the Town site, which is not kept up to date, for example showing past events as if they are still upcoming. This creates a significant barrier to timely, accurate information that informs potential visitors and motivates web visitors to attend events. If the Town site cannot be reliably kept up to date with next day service for minor updates and addition, allow the Museum to establish its own linked site.

Additional improvements are itemized in the recommendations below.

### **Recommendations:**

M1. Use the Town web site (and continue to use social media) to provide helpful, accurate-right-now information to citizens and users. As previously noted, this will require increasing the level of service for web updating or giving RCP the ability to update its own pages on the site or linked sites.

M2. Seek opportunities to showcase holdings in mini exhibits located at other municipal facilities or in public places such as a rec centre, library, fire station, or shopping mall with informative posters and, where possible, displays of artifacts.

M3. Some other museums close during their slow season. For example, Castle Kilbride in Wilmot will schedule bus tours and school tours but does not keep regular open hours from early January to mid March. It is recommended that the Town, as an experiment, schedule annual museum downtime for the next two years during the low travel season to enable Annandale staff to intensify their focus on upkeep, improvement, and outreach (see M2) projects. This would also enable a test of end of season (only 5 days left) and re-opening marketing, and an assessment of the net effect on annual visitation.

M4. It is recommended that the development of a Museum and Heritage Plan proceed, to provide a renewed or reconfirmed mandate for the important work being done.

M5. For the Tourist Information service, make a concerted effort to respond to phone and email enquiries by providing links to helpful information sites, rather than by mailing brochures and flyers.

## Service Profile - Energy & Facilities

### Service Overview

Provide property management services for non-recreation municipal facilities including planning for, overseeing and delivering capital improvements, janitorial (contract & staff delivered) service, routine building & grounds maintenance, and waste/recycling. Also planning for, overseeing, delivering, and reporting on energy conservation projects

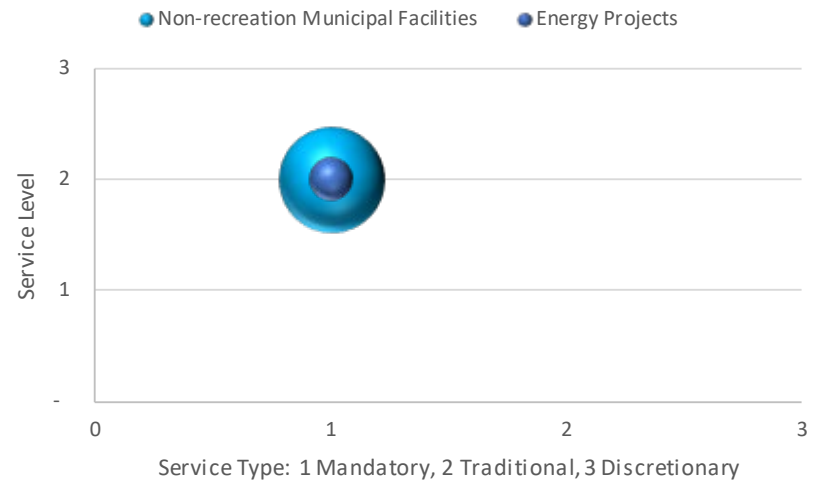
### 2019 Preliminary Financials

<u>Revenue</u>	<u>\$000</u>	<u>%</u>
User fees	0	0%
Grants	0	0%
<u>Other</u>	<u>100</u>	<u>35%</u>
<b>Total Revenue</b>	<b>100</b>	<b>35%</b>
<b><u>Operating Expenses</u></b>		
Employee-related	241.6	84%
Services	0	0%
Materials	2.5	1%
<u>Other</u>	<u>45.2</u>	<u>16%</u>
<b>Total Cost</b>	<b>289.3</b>	<b>100%</b>
<b>Net Levy</b>	<b>189.3</b>	<b>65%</b>

### Service Value

These essential services enable in-person access to Town services by the public, facilitates the work done by Town staff, and complies with Provincial requirements to monitor, report on, and reduce energy consumption.

### Energy Facilities Sub Services



### 2019 Staffing

<u>Category</u>	<u>FTE*</u>
Full Time	2.5
Part Time	0
Seasonal	0

\*Full Time Equivalent (FTE) time worked.

The size of the bubbles shown in the graph above is proportionate to the net levy used for the Sub services, which are: Manage Energy Projects and Maintain Municipal Non-recreation Facilities.

## Analysis and Recommendations related to Energy and Facilities

There is insufficient information to benchmark the service that RCP provides in providing project management and implementation support for the Town's energy and facility improvement projects.

Projects which improve the energy-efficiency of municipal work will, in most cases, pay for themselves over time by reducing energy use and cost. The savings are enjoyed by the groups using the municipal facilities. How to address the workload and costs of this responsibility will be discussed in the sections on Structure and Resource Match below.

Port Hope has the only other Parks and Recreation department that reported managing energy-efficiency improvement projects for the municipality. It is also the only one of the benchmarked communities, which reported having the Parks and Recreation group take responsibility for maintaining municipal non-recreational facilities. In their case as in Tillsonburg's, the driver for the tasking is that indoor recreational facilities are already being maintained and managed, and it is not unreasonable to seek to utilize their skills and vendor relationships to look after other facilities as well.

### Can the Town improve value by changing the operating model?

Currently the Town has contracts with three cleaning firms. Combining them into one or possibly two contracts would simplify tasks associated with bidding, awarding, and overseeing service delivery. The 3 Custodian Contracts currently in place are providing various levels of service, from poor to acceptable. This is requiring a Facilities staff member to visit the Town facilities to do a quality check and take corrective action where needed.

### Recommendation:

O1. At the next opportunity, when the 3 Custodial Contracts are close to co-termination, place them out to tender and select one company with a proven track record of quality services. Make the term 2 years.



## Mandate

The Official RCP Mandate, as identified in the *Town of Tillsonburg, Community Parks, Recreation & Cultural Strategic Master Plan* dated June 2011, is to:

- “promote participation in organized and non-programmed forms of sport and recreation through the provision of appropriate facilities and services;
- enhance awareness and vibrancy of local arts, culture and heritage resources by recognizing their importance, embracing their creative benefits and providing them with the necessary tools in which to succeed; and
- provide a connected network of parks and trails that offer opportunities for active and passive forms of leisure and also contribute to ecological health on a local, regional and global level.”

As can be seen in the following table, only part of the work performed by RCP fits with that mandate:

<u>RCP Responsibilities</u>	<u>Fit with current official mandate</u>	<u>Comments</u>
Plan for and provide recreational facilities and recreational programs	Strong. This, in conjunction with the Parks responsibility addresses bullet 1.	Continued alignment.
Plan for and provide parks and open spaces, outdoor sports facilities, trails etc.	Strong. This directly addresses bullet 3, and in conjunction with the Recreation responsibilities addresses bullet 1	Continued alignment.
Plan for and provide Museum and Heritage Preservation services.	Strong. This responsibility directly addresses the segment of bullet 2 which relate to heritage resources.	While RCPs Museum and Culture team helps local artists and craftspeople by displaying their wares and selling objects for a small commission (which goes to a fund), RCP is not resourced to provide local arts resources all “the necessary tools” to succeed, and indeed many of the artists now seen as great had limited ‘success’ during their lives.

Provide tourist information	<p>Low. This service brings people to the Annandale House vestibule and some of them to the admissions desk seeking brochures, maps, and advice, much of which is unrelated to the current mandate.</p> <p>On the positive side, some of these information seekers are attracted to tour the Museum or visit the historical and artistic displays there, some will choose to visit other local arts, culture, and heritage resources, to this extent helping to address bullet 2.</p>	<p>The in practice mandate appears to be: “use museum resources (parking lot, vestibule, and staff) to offer visitors a selection of brochures, maps, and on-phone, in-person, or postal or email guidance about local, regional, and provincial attractions.”</p> <p>A proportion of this tourist information work e.g. mailing out Ontario roadmaps and directions to Algonquin Park or Niagara Falls does not fit the mandate.</p>
Plan for and provide cemetery services	<p>Moderate. A cemetery can be viewed as a form of parkland and provides an area for walking and jogging in connection with nature. Also, the Tillsonburg Cemetery contains mature trees which contribute to ecological health.</p>	<p>Use park planning and operational capabilities to serve the Town by operating the active cemetery and care for the heritage cemetery.</p>
Manage Municipal Energy Efficiency projects	<p>None</p>	<p>The in-practice mandate appears to be: Use capabilities for managing and maintaining recreational facilities to serve the Town by planning, procuring, and implementing energy saving initiatives such as LED lights, motion-detecting light switches, and improvements to overhead doors.</p>
Maintain Municipal Non-recreation facilities	<p>None</p>	<p>The in practice mandate appears to be: Use capabilities for managing and maintaining recreational facilities to serve the Town by participating in and</p>

		overseeing the maintenance of municipal non-recreational facilities including the Elliott Fairbairn Centre, the OPP station, the Fire Hall, and the Municipal Airport.
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**Proposed Updated Mandate for the RCP Department**

The proposed *Recreation, Culture and Parks* mandate is:

To enhance the quality of life for Tillsonburg residents through a wide range of inclusive and accessible recreational, cultural, heritage, and park-related facilities and programming which provides opportunities for physical activity, social interaction, and community engagement. In particular:

- to promote participation in organized and non-programmed forms of sport and recreation by providing and publicizing indoor and outdoor facilities and services – and a network of parks and trails - that balance wide choice, service quality and broad access with financial sustainability;
- to promote awareness and vibrancy of local heritage, arts, and culture through museum operation and heritage preservation.

The proposed *additional* mandate of RCP is:

- To plan for, implement, and report on initiatives that save energy use in municipally operated facilities, and thereby help contribute to the environmental sustainability of municipal operations.
- To participate in and oversee the maintenance of municipal non-recreational facilities including the Elliott Fairbairn Centre, the OPP station, the Fire Hall, and the Municipal Airport.

The question of whether RCP is resourced to manage this broad mandate will be discussed in the sections on Structure and Resource Match below.

**Is there a match between service levels and the resources deployed to achieve them?**

Providing municipal services in communities the size of Tillsonburg requires a careful balancing act to make the best use of a broad spectrum of resources including sports clubs and service clubs; non-profit entities, volunteers, contractors, seasonal and part-time employees, and a core of full-time staff to deliver a mix of facilities and services which best serves the needs of the community.

Over time the expectations on municipal management teams have increased simply because evolving legislation, public expectations, and technologies have increased their workloads, and this has been the case for Tillsonburg's RCP department. As discussed in the Mandate section of this report, the range of RCP department's responsibilities now extends well beyond the three areas in its name, to include the important services of cemetery operations; managing energy improvement projects and maintaining municipal non-recreation facilities.

With this broadened mandate and with the passing of time it is apparent that there has been workload 'creep' which, if not addressed, will possibly undermine effective management and successful service delivery. The creep is threatening a 'death by a thousand cuts' situation, where each item individually would be reasonable, but the combination results in overload.

During the project the study team observed that the Town's aging sports and recreational infrastructure – coupled with expanded opportunities for infrastructure renewal funding from higher levels of government - has ramped up the workload associated with capital upkeep and capital improvement projects. Project management work is complex, and cannot be done effectively by individuals who will be frequently interrupted and pulled away to deal with urgent operational matters. For these reasons, the study team has concluded that additional resources need to be available to the department to properly process the project-related workload.

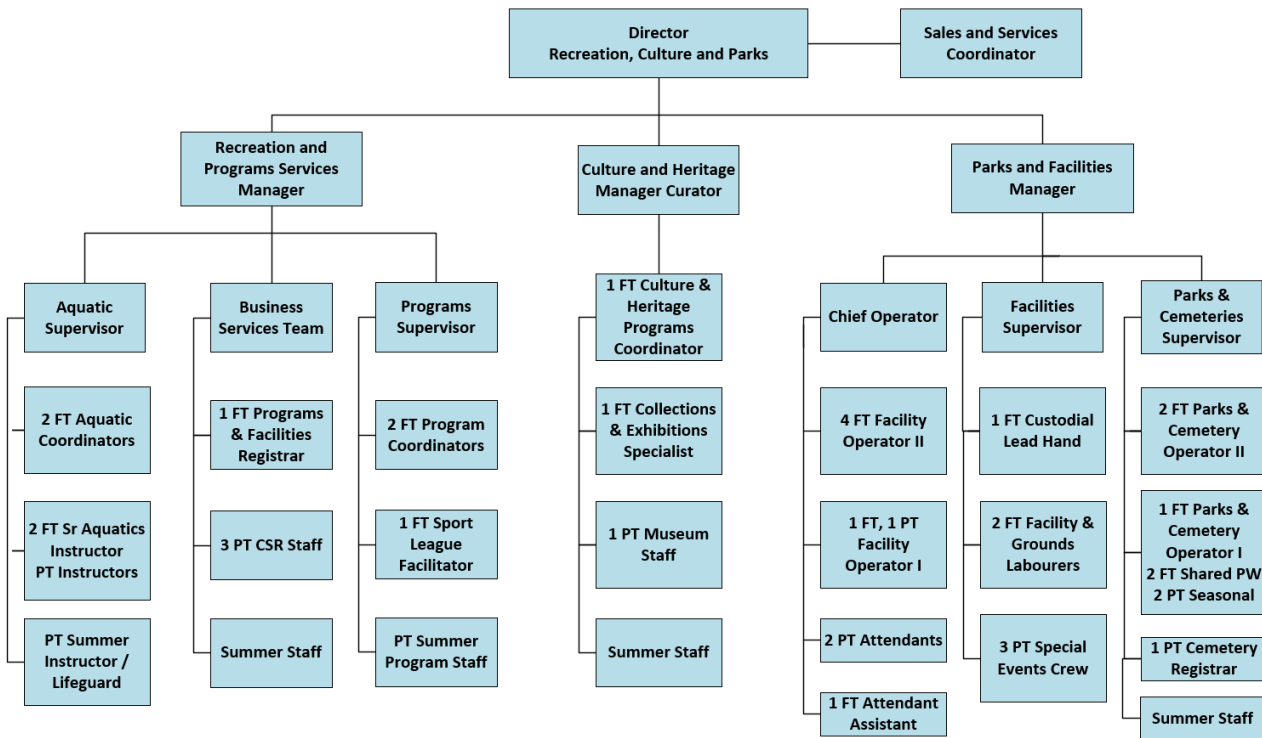
## **Recommendation:**

*(Note that numbering continues using the 'O' prefix, which will be used for all recommendations in the rest of this report.)*

O2. Create a new role of Project Manager, or Projects Coordinator, reporting directly to the Director. This Project Manager would provide the RCP with access to the project management body of knowledge and resources, to support the implementation of proven project management disciplines and processes for the entire suite of RCP-managed projects. As this office becomes operational it is suggested that RCP collaborate with Finance and perhaps other functional areas to develop a consistent group of tools, digital tracking systems, reporting dashboards, and standards. Ideally this should be a FT position but could be trialed as a fixed term contract role. Solid organizational governance could be implemented allowing for transparent and communicative projects status including strong scheduling and budgetary control.

# Comparison of Tillsonburg's RCP Organizational Structure to Selected Other Municipalities

## Current Tillsonburg Organization and Staffing Chart:



**Recreation & Programs:** 1 Manager, 2 Supervisors, 8 FT staff and 4 PT staff and many Summer staff and PT student lifeguards

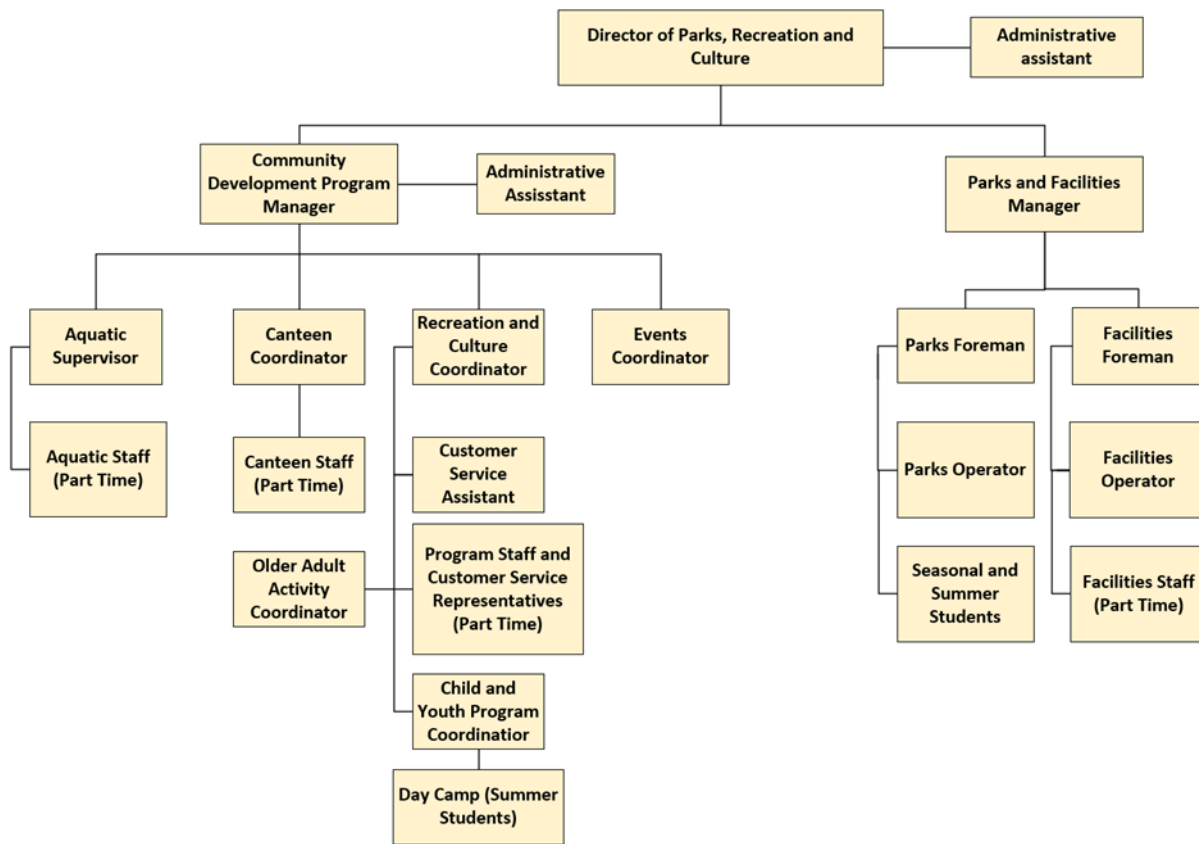
**Culture & Heritage:** 1 Manager, 2 FT staff, 1 PT staff and various Sumer staff

**Parks & Facilities:** 1 Manager, 3 Supervisors (incl. Chief Operator), 14 FT staff, 9 PT staff

**Summary:** 3 Managers, 5 Supervisors, 24 FT staff, 14 PT staff and various PT Lifeguards and Summer Staff

## Comparison to three Other Municipalities

### Port Hope:



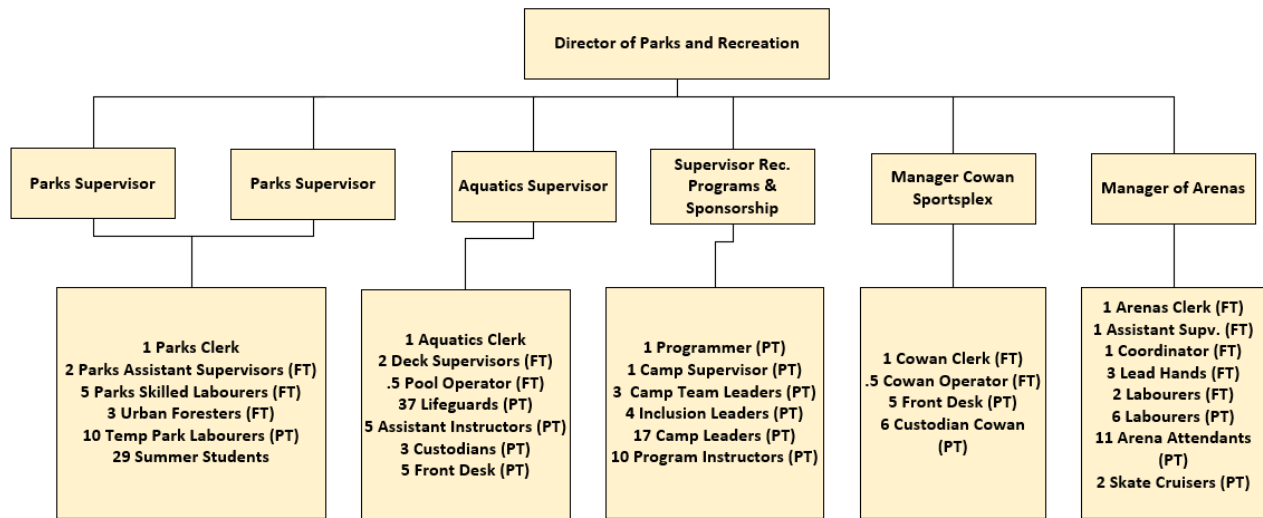
This structure is almost identical to Tillsonburg. Only “Culture” is buried in the Community Development structure; with no indication of the presence of “Museums”. Also, there is no mention of Cemeteries. Note also, there are only two direct functional reports to the Director, although does include an Administrative Assistant.

**Community Development Programs:** 1 Manager, 7 FT staff, 3 PT staff and various Summer staff

**Parks and Facilities:** 1 Manager, 4 FT staff, 1 PT staff and various Summer staff

**Summary:** 2 Managers, 11 FT staff, 4 PT staff and various Summer Staff

Woodstock:



Woodstock has a relatively “flat” organizational structure with all Supervisors and Managers reporting directly to the Director. Woodstock obviously is a much larger city than Tillsonburg. The other differences are related to a different physical distribution of facilities.

**Parks:** 2 Supervisors, 2 Assistant Supervisors, 9 FT staff, 10 PT staff and 29 Summer students

**Aquatics:** 1 Supervisor, 2 Deck Supervisors, 5.5 FT staff, 50 PT staff (most likely seasonal variation)

**Rec. Programs and Sponsorship:** 1 Supervisor, 36 PT staff (most likely with seasonal variation)

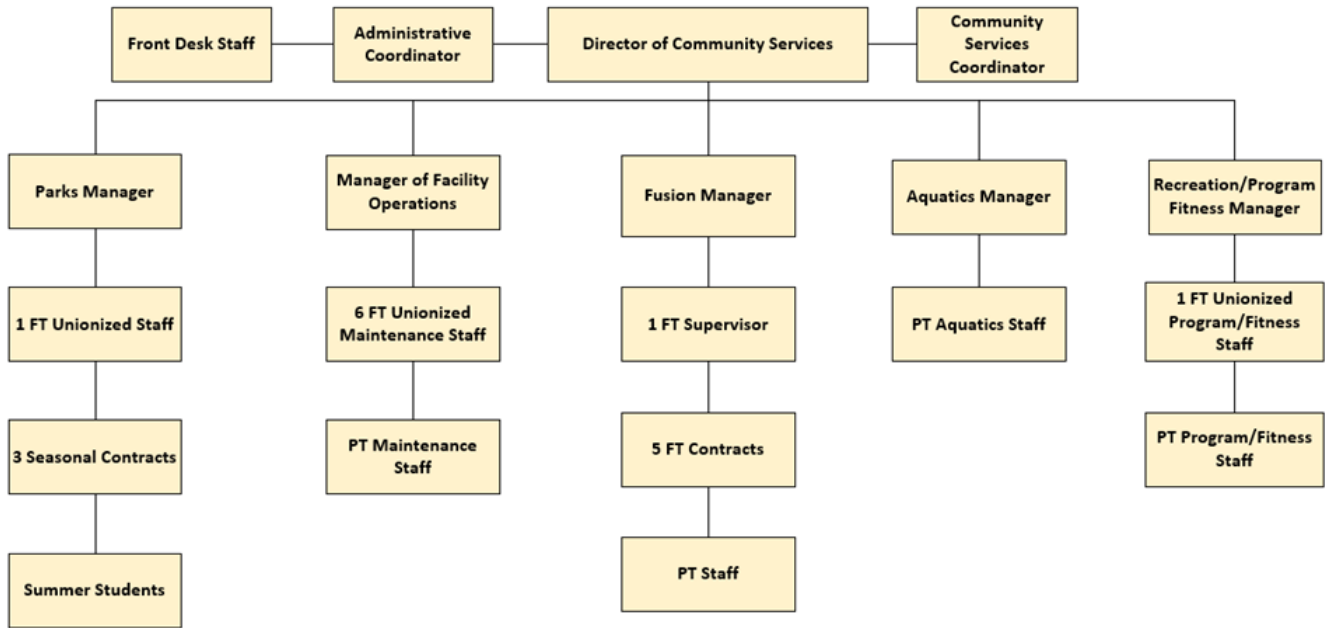
**Cowan Sportsplex:** 1 Manager, 1.5 FT staff, 11 PT staff (including Custodians)

**Arenas:** 1 Manager, 1 Assistant Supervisor, 7 FT staff, 19 PT staff

**Summary:** 2 Managers, 4 Supervisors, 5 Assistant (incl. Deck) Supervisors, 24 FT staff, 126 PT staff (seasonal variation)

Also, Woodstock has a Manager of Culture who reports to the Chief Operating Officer. The group providing museum and heritage services uses **8.6 Full Time Equivalent persons**; additional management time is devoted to supporting the Arts.

Ingersoll:



Ingersoll is another example of a “Flat” organization. In this case all 5 department heads are Managers and report directly to the Director. As with Tillsonburg, coordinators/analysts also report directly to the Director.

**Parks:** 1 Manager, 1 FT staff, 3 seasonal and various Summer Students

**Facility Operations:** 1 Manager, 6 FT staff and various PT staff

**Fusion (youth) Centre:** 1 Manager, 1 Supervisor, 5 FT staff, various PT staff

**Aquatics:** 1 Manager and various PT staff

**Recreation Programs and Fitness:** 1 Manager, 1 FT staff and various PT staff

**Summary:** 5 Managers, 1 Supervisor, 13 FT staff, 3 seasonal and various PT staff and Summer students

## Departmental Organization Structure

The study team views RCP’s current departmental structure, which divides the organization into three main pillars, to be functional and workable. That said, the following observations lead to some suggested adjustments:

- The Facilities team is currently divided into two functional areas: 1) Operations – the provision of services to the public (e.g. Pool, Ice, room set-ups) as usually scheduled by Recreation Programs & Services, and 2) Facility Maintenance – The maintenance of building systems to ensure smooth and safe experience to the public, and Town employees, without unexpected disruptions.



- The Organization Chart below clearly shows this delineation, but in reality, it is somewhat of a hybrid. Facility Operations (Supervisor - Chief Operator) perform most or all of their functions in or around the Community Centre, including providing Facility Maintenance services and events setups. Facility Maintenance (Supervisor – “Facilities Supervisor”) on the other hand is responsible for Maintenance, but not the community Centre (although there is some sharing/overlap) but does so for the balance (most) of the other Town buildings. Facilities Maintenance staff are also responsible for contracted Custodian Services; Grounds (surrounding the Centre), and special Events. This hybrid arrangement seems to work, but seemingly heavily reliance on the incumbent personalities, and also in the absence of equipment failure metrics regarding efficiencies.
- There are a number of functional overlaps: 1) Flower beds are maintained on Town properties by Parks, but at the Centre by Facilities Supervision. 2) event setups can involve Operations, Facility supervision and Parks, depending on the nature of the event. 3) contract Custodian Services also clean certain areas of the Centre. However, ice dressing rooms are cleaned by the Facilities Supervisor’s staff, with the help from Operations staff when the Facility Supervisor’s resources are unavailable. 4) light maintenance (HVAC filters, lights, toilets, water leaks, etc.) are performed by Operations at the Centre and by Facilities Supervisor in all other Town buildings (although some overlap exists).
- Parks and facilities supervisors are spending time on administrative tasks including accounts, PO control, equipment and supplies acquisition, filing, and coding, which is far from the highest and best use of their time and skills.

## Recommendations:

### O3. Clarify titles within the facilities team:

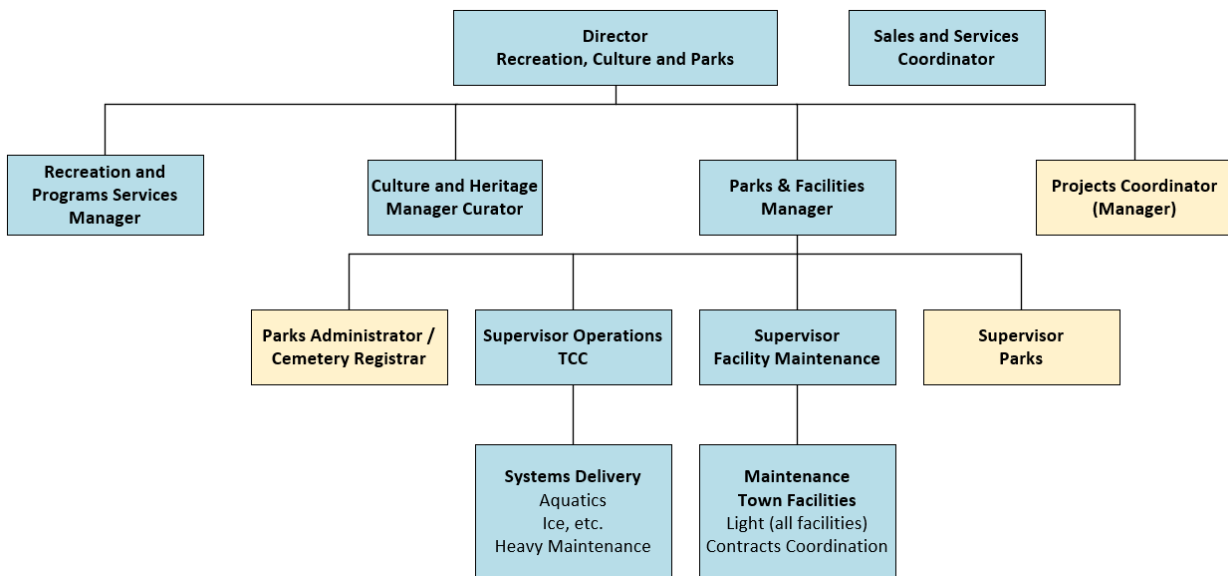
- FACILITY OPERATIONS, COMMUNITY CENTRE (Chief Operator). This would include Operations (as defined above) and “Heavy Maintenance” (as defined below)
- FACILITY MAINTENANCE (Supervisor, Facilities Maintenance). This would include Town wide Custodian services and “Light” maintenance (as defined below).

O4. Separate Maintenance into “Light” and “Heavy”. Heavy maintenance would consist of Plant (ice, pool), turbines, boilers, HVAC repairs, etc., all within the TCC. Light Maintenance would consist of HVAC Preventative Maintenance, lights, plumbing, etc. Town wide. The reasoning is twofold: 1) if PM contracts are negotiated or tendered (or Preventative Maintenance Scheduling systems are developed), savings may be

inherent with critical mass (e.g. all HVAC units within all Town buildings, electrical contracting, supplies, etc.), and 2) Any future change of Supervisory personnel and subsequent alignment/realignment of skills. It was observed that the current chief Operator and the Facilities supervisor communicated well.

- O5. Reduce overlapping responsibilities between Parks and Facilities. For example, make all set-ups, both within and outside the community Centre, be fully the responsibility of Operations, alleviating the need for Parks personnel. Conversely, have Parks do all Town flower beds including those at the Centre. In the experience of CLARICO, it has been found that reducing overlaps increases efficiencies especially if specialized equipment is used.
- O6. Provide administrative support for facility operations and facility maintenance. One possibility for this would be expanding the role – and hours - of the Cemeteries Registrar to fulfill other RCP administrative duties. This position already provides administrative support to the staff weekly team meetings. This additional work most likely could be accomplished in the current cemetery's office with some travel during the week to the Town Centre or other offices.

A revised Parks & Facilities Organization chart reflecting recommendations O2 through O6 is shown below:



## Customer service

The best practice for gathering and prioritizing citizen maintenance-need reports is gathering them through municipal web sites and a “3-1-1” Customer Service Centre. Doing so reduces the number of calls to managers (which can interrupt meetings or disrupt their workflow, affecting productivity), and reduce the potential for such reports to be mis logged or unlogged.

Tillsonburg applies an informal customer service model in which customer inquiries, questions, and complaints can be initiated in many formats, including emails, website form submissions, phone calls through the Town main line phone number, and at times through direct calls to RCP directors and staff.

The Town does not currently use centralized ticket creation system. Such systems can easily link issues to assets and to work orders (if they need to be raised). They can easily generate confirmations of work done both for managers and to the individuals who reported the issue. They can provide metrics to management for monthly reporting and ease of learning. Use of centralized ticket creation systems is becoming more common for municipalities of this size as enterprise wide tools (such as ESRI and other on premise or cloud-based CRM-Asset-Work Order-Customer Service tools) become the norm due to affordability and digital integrations across the operation. It is noted that (MESH), a corporate work order system that could provide asset tracking, customer relationship management, and issue management was in early stages of use, however firm implementation timelines were not available.

However, the absence of a centralized ticket creation system does not mean that the present operation and processes fail to address issues raised by stakeholders achieve timely and satisfactory resolutions. The present review did not find evidence, either formal or anecdotal, that citizens were displeased or that the Town is assuming unnecessary operational risks.

It is now becoming common for municipalities to establish clear customer service standards and communicate them to their citizens. For example, if a citizen who experiences a fallen tree on their yard or sidewalk uses the town website to report the issue, many municipalities have systems for quickly acknowledging receipt of the service request with an email response that provides a request number, explains target time to inspect as well as target time to remove the tree, and notes that the speed of tree removal can be affected by factors such as effect to power grids, safety, and accessibility. In addition, many municipal web sites provide information on

target action times early in the logging process, thus helping to establish reasonable expectations on the part of those reporting issues – and allowing those with urgent situations to avoid unnecessary delays.

Some municipalities go a step further. For example: The City of London Ontario makes it easy for citizens to identify issue locations on a city map – and has a check box for requesting a callback. It also allows citizens to track the status of past service requests using a *service request* number.

## Recommendations:

O7. Establish specific service standards for key areas of RCP’s operation, and, when approved by Council, publish the standards on the town’s website. A few example service levels are provided in the following table.

Trigger/Issue	Example Level of Service Targets
A non-urgent service request is received by voice message, email or web site utility.	Automated response within one hour, including a tracking number.
	Human review to properly log service request into the work order system including type of issue (tree/ playground/trail...) new issue/previously-logged issue, urgency level, response owner, within 2 business hours, followed by notification to the requester citing the initial tracking number and any new go-forward number.
An urgent new service request involving danger to public is received by voice message, email or web site utility.	Requests flagged as urgent will be reviewed on a priority basis during business hours and will immediately be sent as a work order with follow up telephone notification to the group responsible for resolving.
	Potentially dangerous situations will be reported to citizens within one business hour of receipt on the web site and using social media.
Following receipt of a non-urgent service request to inspect a tree which has been damaged by lightning, ice, or disease, a work order for inspection is received by the Parks team.	Completion of non-urgent tree inspections: within 15 days of service request, March to November.

O8. It is recommended that RCP seek to tie service requests to an enterprise wide ticket tracking system and a work-order system such as MESH.

The team was impressed by the website feature inviting users to provide direct feedback at a web page level. Metrics regarding the use of this feature was not available for further analysis at the time of study.

## Tracking Metrics and Performance Indicator Recommendations

At three-month intervals the department develops an *RCP Quarterly Activity Report* to provide senior Town leadership and Council insight into the activities, challenges, and accomplishments of the various teams and sub teams. Clarico's study team considers these quarterly reports to be worthwhile accountability documents. We do suggest that information be presented in a consistent dashboard graphical/chart format where possible to highlight notable growth or declines relative to targets and prior periods. Currently the narrative of the quarterly reports highlights achievements but there may be a temptation to provide less information about challenges and irregularities.

### Recommendation:

O9. The study team recommends that the following information be tracked and reported on an annual basis - but that the Town avoid setting required targets and never link consequences to measured performance. This in order to avoid the well-documented unintended ill effects of such approaches (See, for example, [The seven deadly sins of performance auditing](#) by S Kells.):

- Recreation program overall fill rate (registrations as a % of capacity)
- Participant hours per 1000 residents
- Arena peak and off-peak utilization rates
- Facility maintenance cost per square metre of non-recreational space

Measurement of service-user satisfaction has become a norm for many organizations because it has become easier to do, and changes in satisfaction provide important information that helps managers identify when things are working well and when problems have arisen. For this reason:

O10. It is recommended that user satisfaction be measured periodically (ideally on a regular basis) for key RCP services.

O11. Once tools and processes have been put in place to track and report on *service requests* from the public, the tracking and periodically reporting on the following Indicators should be initiated:

### Service request response measures

- % Initial response to Service Requests completed within service level standard
- % Service requests tasked within service level standard
- For those service requests with 'investigate' stage, % investigations completed within service level standard
- % Service requests completed and closed within service level standard
- Average time to close service request
- Satisfaction ratings received at service request close.

## Proposed cost recovery model

Charging user fees help to enable the Town to provide a broad range of facilities and services also helps to ensure that those who utilize them find them to be of value. Additionally, it provides a way to ration and allocate desirable time slots.

At the 'recover full costs' end of the spectrum there are services for which service users are the primary beneficiaries, where use can be measured, and where users can therefore be expected to pay the full costs of what they consume. Tillsonburg Hydro provides a good example of this, as are virtually all private sector goods and services.

That said, it is entirely appropriate that the Town provide a broad range of free and 'by donation' facilities and resources, as is the normal approach for such resources as parks – excepting groomed sports fields, bookable pavilions, and some or all non-grass sports facilities. It is also consistent with how the town deals with transportation facilities such as streets, sidewalks, and bridges (partly because charging for use can be too costly to make it worthwhile, and partly as these are viewed as services that all should have a 'right' to use).

When looking at a cost recovery model for RCP it is important to note that there are community benefits as well as individual benefits from most or all of the services provided. There is a significant community benefit component to services to vulnerable groups (children, youth, newcomers to Canada, disadvantaged groups, the elderly) as well as services that teach young people important life skills such as water safety, to be physically active and fit, to collaborate in teams, and to play by the rules. For these reasons, municipalities find it prudent to pay some portion of the costs, rather than adopting a '100% user pay' model.

There are also practical issues with seeking to recover all costs. Some activities and services which would fail to be viable trying to charge the same price to every customer can cover most of their costs from full-price customers and then sell last minute seats priced below the average cost in order to make up the rest of their costs and even generate some surplus. Theatres, airlines, hotels, and bus companies are examples of organizations that have developed ways to use a mix of full-price and low-price tickets to generate the best returns on their available flights, shows, rooms, and seats.

It is proposed that Tillsonburg adopt the following cost recovery model:

**Use full cost recovery where possible.**

**Where conditions allow, set fees at levels that cover the *full cost* of service provision. Note that ‘full cost’ includes provision for maintenance and eventual replacement of capital assets used for the service.**

Conditions allowing for fees that cover full operating costs include:

- having a scarce resource to which access can be controlled (swimming pool, water park, indoor ice, health club, Kinsman Bandshell, Memorial Park Pavilion, Bert Newman Gazebo, columbaria niches)
- benefits to the individuals using the services strongly outweigh the community benefits,
- being able to attract enough users willing to pay fees at this level,
- finding it acceptable to charge full cost to those willing and able to pay (noting that this could impose hardships on some segments of the community),
- being willing to accept the resulting mix of users including age range, geographic mix, socio-economic mix, gender and community of origin mix, etc. – and that others will not receive this service from the Town

An example of fees which would hopefully be set at full cost recovery would be those for Columbaria niche utilization.

Note: The Town may in some cases choose to use full-cost pricing, and also mitigate user mix and fairness issues using need-based, age-based, or situational fee reductions/subsidies, or by offering admission by donation periods.

**Set fees to recover *operating costs* where this is possible but full-cost recovery is not.**

Operating cost recovery ignores capital costs as well as costs unaffected by providing the service and focusses on recovering the out of pocket costs of providing a service. Examples could include adult recreation programs and the dog park.

**Use fees set to recover partial operating costs where there are significant community benefits from participation, or when *below operating cost fees* allow the service to be provided with the lowest overall level of support from the levy.**

Examples of services with significant community benefits include youth programs and sports facilities.

In situations where fees are set to levels which do not cover operating costs, ensure that there is periodic review to ensure that the level of subsidy matches the level of community benefit, and to explore whether there may be options to obtain similar benefits at lower costs, or to generate additional revenues (e.g. Aquatics).

## Implementation Roadmap - Short, Medium, & Long-term Recommendations

The recommendations of this report have been made with the awareness that each proposed operational change involves a one-time workload to prepare for and implement the change, and then an ongoing impact that can result in simplicity and sustainability, or more effort, complexity, and risk of management burnout.

For this reason, the following action plan prioritizes initiatives with that are easier to implement and have quicker payoffs.



## Short Term Opportunities

Category: Action can be completed in less than 60 days with own forces, with low costs.

Opp. No.	Description
C3	Implement a single 'prime' electronic internment calendar
C4	Increase Administrator's support to Parks and Facilities teams
C6	Provide a secure water and fireproof filing cabinet to protect records
C7	Enforce regulations to control non-compliant grave decorations
M5	For the Tourist Information service, respond to phone and email enquiries by providing links to helpful information sites
O2	Create a new role of Project Manager, or Projects Coordinator, reporting directly to the Director.
O3	Clarify titles within the facilities team.
O4	Separate Maintenance into "Light" and "Heavy".
O5	Reduce overlapping responsibilities between Parks and Facilities.
O6	Provide administrative support for facility operations and facility maintenance.
P10	Revisit the Bag Tag program to determine its effectiveness
P12	If the Town does not have any plans to recycle, then remove the blue boxes from the Town managed garbage areas.
P16	Consider the extent to which flowerbeds should be maintained using Town staff
P23	Consider reducing the frequency of sports field grass cutting
P25	Consider charging for access to the tennis/pickleball courts
P7	Fill the vacant Parks Supervisor position.
R8	Continue to work with other municipalities to press the manufacturer of the current registration software

## Medium Term Recommendations

Category: Action can be completed in less than 120 days, in some cases using contracted resources, with moderate costs.

Opp. No.	Description
C1	We recommend increasing revenue by charging higher rates to non-residents
C2	Enable the public to search cemetery records and find grave locations online
C8	Consider (study) outsourcing more or all the gravedigging
M1	Use the Town web site (and continue to use social media) to provide helpful, accurate-right-now information to citizens and users
M3	It is recommended that the Town, as an experiment, schedule annual museum downtime during the low travel season
O1	Tender the 3 Custodial Contracts and select one company for a 2 year term.
O10	Periodically measure user satisfaction (ideally on a regular basis) with key RCP services.
O7	Establish specific service standards for key areas of RCP's operation.
O9	Track and reported on an annual basis - <ul style="list-style-type: none"> <li>• Recreation program overall fill rate (registrations as a % of capacity)</li> <li>• Participant hours per 1000 residents</li> <li>• Arena peak and off-peak utilization rates</li> <li>• Facility maintenance cost per square metre of non-recreational space</li> </ul>
P 1	Review the Towns portfolio of outdoor sports facilities
P 2	Consider using more seasonal employees, even as the primary mowers and groomers for baseball diamonds and fields
P11	Continue to assess cameras, lighting, and waste bin design and location modifications
P13	Reassess the Town's participation in providing a safe and functional toboggan hill
P17	Consider reducing the number of flower beds in parkettes in locations where this would have little impact on the Beautification initiative
P19	Investigate installing automated watering systems
P24	Continue to explore potential to light more baseball diamonds and other outdoor sports facilities
P27	Consider initiating a trail sponsorship program
P3	Consider modifying the 'normal' baseball field grooming standards to allow for longer grass
P4	Encourage the use of on-line, email, and cell phone apps (for registering citizen concerns or issues
P5	Set priority-driven response times for issues
P6	Use technology to provide helpful, accurate-right-now information to citizens and users.
P8	Periodically review where and how outside service providers are used
P9	Relocate the report-to-work and equipment storage area from the cemetery to a more central location
R1	Consider adding a non-resident surcharge to subsidize programs used by non-residents

<b>Opp. No.</b>	<b>Description</b>
R11	Consider a “public eye” facelift to the TCC
R16	Continue to upgrade indoor security camera system, and to consider alarm systems to the TCC
R17	Consider remote supervision of the Health Club
R18	Consider studying whether the Health Club could be eliminated or perhaps investigate an alternative service delivery model
R2	Continue to seek opportunities to generate revenues from sale of refreshments and merchandise
R20	Increase the level of service for web updating or provide RCP the ability to update its own pages
R3	Focus fee subsidies on situations where subsidized users are less likely to displace full-fee participants
R5	Move from printed to web-only course catalogue
R6	Continue to encourage use of on-line systems to economize on staff time
R7	Consider charging a small booking fee or convenience fee for online booking
R9	continue to work with other municipalities to develop and share effective workarounds for limitations in the software.

## Longer Term Opportunities

Category: While action may be more quickly initiated, full implementation will require more than 120 days. In some cases costs may be significant.

<b>Opp. No.</b>	<b>Description</b>
C5	Consider upgrading the Cemetery reception centre to provide a more functional office workspace and a “Quiet Room” for visitors
M2	Seek opportunities to showcase holdings in mini exhibits
M4	Proceed with the development of a Museum and Heritage Plan
O11	Once tools and processes have been put in place to track and report on service requests from the public, periodically report on: <ul style="list-style-type: none"> <li>• % Initial response to Service Requests completed within service level standard</li> <li>• % Service requests tasked within service level standard</li> <li>• For those service requests with ‘investigate’ stage, % investigations competed within service level standard</li> <li>• % Service requests completed and closed within service level standard</li> <li>• Average time to close service request</li> <li>• Satisfaction ratings received at service request close.</li> </ul>

<b>Opp. No.</b>	<b>Description</b>
O8	Seek to tie service requests to an enterprise wide ticket tracking system and a work-order system.
P14	Over time, develop a database of park trees
P15	Over time, measure park and cemetery tree canopy percentage, and make plans to manage it.
P18	Consider modifying some flowerbeds to lower-maintenance perennials.
P20	Continue to move forward with initiatives that enhance sports field drainage
P21	Consider using cameras and fines to discourage citizens from using sports fields before the ground has dried sufficiently
P22	Consider a lighting plan for poorly lit Town properties
P26	Consider charging even small amounts for parking at trail heads and in parking lots
P28	Consider holding Trail Enhancement days
P29	Consider requiring subdivision developers to submit independent studies
P30	Take steps to update the 2011 Tillsonburg Community Parks, Recreation & Cultural Strategic Master Plan
R10	Explore the potential to replace the pool pumping, filtering, and chlorination systems with more modern systems
R12	Address the limited capacity and flexibility of change rooms, and limited accessibility to the applicable areas of the Recreation complex
R13	We recommended that the viability of the Waterpark be reviewed on an annual basis as visitor interest, insurance costs, and operational complexities continue to evolve.
R14	It is recommended that the Town's longer-term planning for the Waterpark include an option to replace the outdoor pool and waterslide with other recreational resources
R15	Store the back-up ice-surfacing machine in the new centrally located Parks facility
R19	How to best provide Senior Centre services should be addressed when the Town's Recreation, Culture, and Sport strategic plan is next updated
R4	Periodically review use of staff time for fund-raising, to ensure net value is positive

## Barriers, Risks, and Transitional impacts

In general, any serious consideration of significant changes to how work is organized is stressful for those whose work is potentially affected, particularly if there is possibility that there will be involuntary changes. This was seen during the period when corporate 'downsizing' was considered to be an effective strategic and operational tool; changes in organization size and structure were preceded by Change Readiness training, and individuals being redeployed were provided with coaching and assistance in finding their way forward. If this is not done there is a significant risk that the staff morale will be negatively affected before, during, and even after the potential changes are explored, decided on, and either moved ahead with, postponed, or abandoned.

To remain a trustworthy employer, if RCP were to discontinue providing certain services attempts must be made to find other providers, and where possible to redeploy affected staff either to work with the new provider or – where possible – to fill vacancies in municipal administration in Tillsonburg or neighbouring towns.

There is a risk that the selection and hiring of a new Parks Supervisor can affect the morale of the staff which will report to the new Supervisor. One approach to help address this would be to ask the direct reports for their input on the selection criteria, and – if possible – to offer some amount of input into the interview and selection process.

There is a risk that stakeholders currently benefiting from services which are suggested for review will be suspicious of the review and decision-making process. This risk can be mitigated but not eliminated - through careful, consistent messaging to stakeholders regarding the motivation for the review, through having clearly stated decision criteria, and a multi step process that includes public input before final decisions are taken. An additional risk mitigation is to provide some lead time before action is taken (but note that there are times when speedy action can lead to the best overall outcomes).

## Training and Skills development

Training should be key elements of any initiative which proposes to change how work is done and to change the allocation and distribution of responsibilities. One reason for this is that training pulls

individuals away from their everyday duties and responsibilities, and the training room is a place where work processes and tasks can be discussed and assessed, and where everyone's opinion can be given a fair hearing.

So where new systems, responsibilities, or modes of operating will be introduced it would be wise to schedule a training session with the full impacted teams – pausing other work when necessary – so that the reasons can be explained and so that the staff most directly involved can be brought up to speed on the new processes, procedures, and work tools.

Training needs to be supported by informal coaching by direct superiors, who need to be touching base with staff to see how they are doing, identify and take action on unexpected issues, to encourage productive teamwork, and to express appreciation for progress being made

## Appendix 1 – Staff Whose Direct Involvement Contributed to the Tillsonburg Services Review

## Appendix 2 – Staff Survey

## Appendix 3 – Senior Management Team Survey

## Appendix 4 - Introduction to Service Profiles

## Appendix 5 - Service Profiles

## Appendix 1

### **Staff whose direct involvement contributed to the Tillsonburg Services Review**

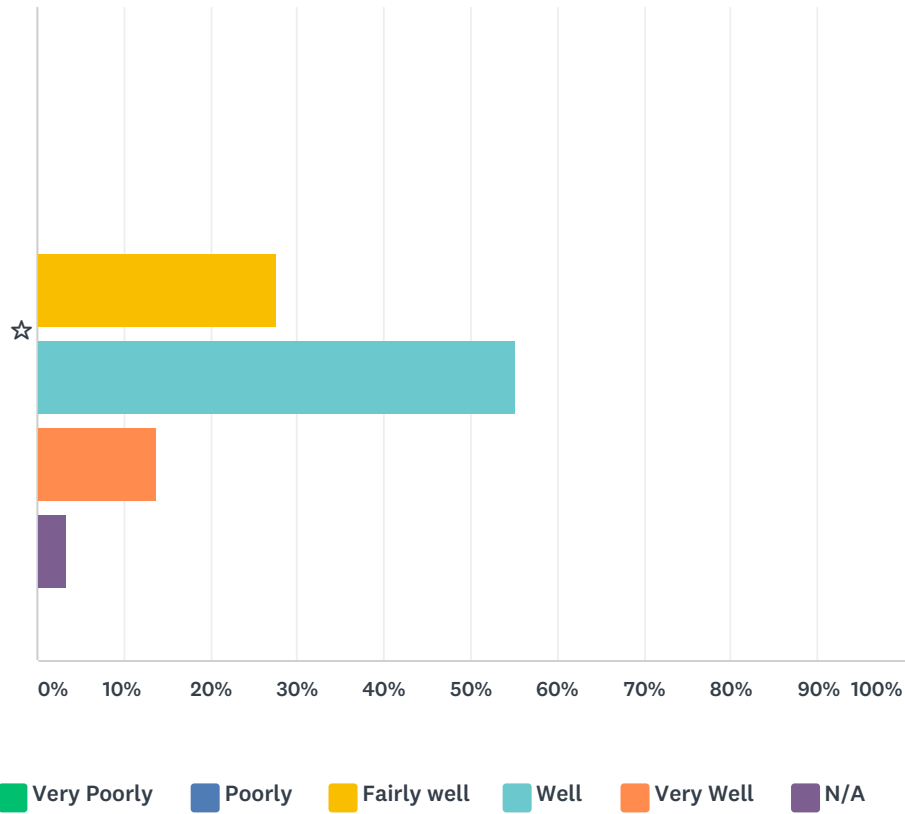
Rick Cox	Director of Recreation, Culture and Parks
Corey Hill	Parks and Facilities Manager
Patricia Phelps	Culture and Heritage Manager / Curator
Andrea Brown	Recreation Programs & Services
Margaret Puhr	Manager Sales & Services coordinator
Annette Cattle	RCP Financial Analyst
Chris Gowman	Parks & Cemetery Operator II
Dave Phillips	Parks & Cemetery Operator II
Matt Johnson	Parks & Cemetery Operator I
Allison Jakobi	Cemetery Registrar
Carl Kristensen	Chief Operator
Karen Patenaude	Facilities Supervisor
Julie Dawley	Aquatics Supervisor
Mark Salt	Recreation Program Supervisor
Ron Shaw	Acting CAO

### **Council Members**

Stephen Molnar	Mayor
Dave Beres	Deputy Mayor
Penny Esseltine	Councillor
Deb Gilvesy	Councillor
Pete Luciani	Councillor
Christopher Parker	Councillor
Chris Rosehart	Councillor

# Q1 In your opinion, how well do Tillsonburg's Parks and Trails meet the needs of Tillsonburg's families?

Answered: 29 Skipped: 0



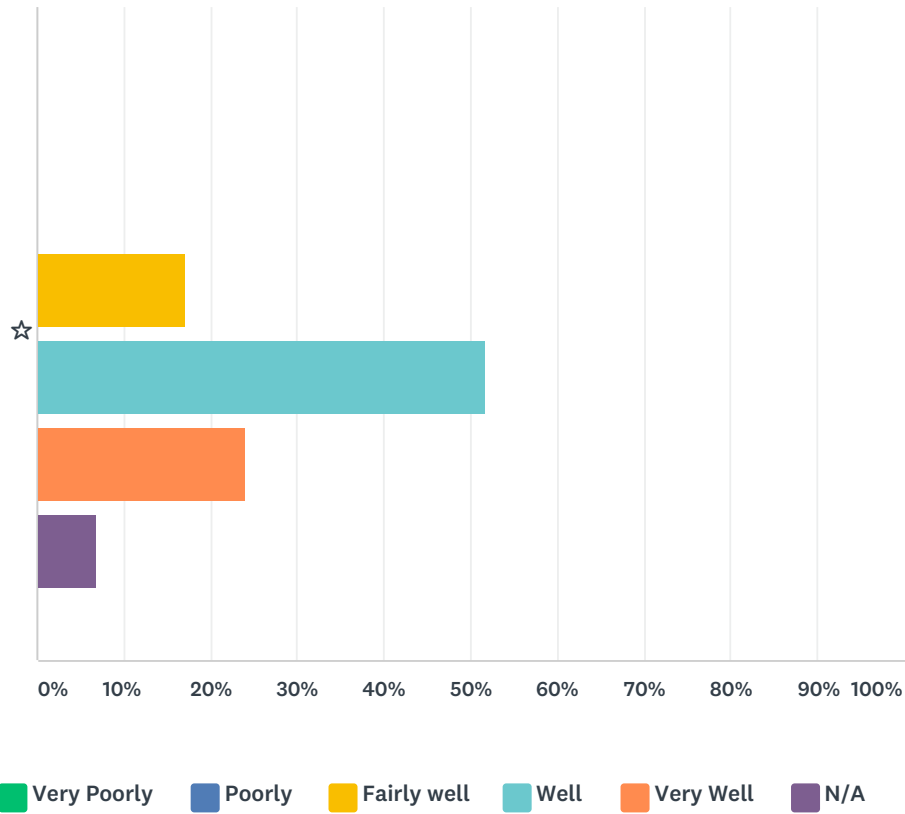
	VERY POORLY	POORLY	FAIRLY WELL	WELL	VERY WELL	N/A	TOTAL	WEIGHTED AVERAGE
☆	0.00%	0.00%	27.59%	55.17%	13.79%	3.45%	29	3.86
	0	0	8	16	4	1		

#	IF YOU WISH, LET US KNOW WHY THE LOW OR HIGH RATING:	DATE
1	A family changeroom at the community centre would be good	12/7/2019 1:06 PM
2	I believe that our parks are beautiful and provide a natural setting for residents to explore. However, I would add that some of our playgrounds are outdated and the lack of paved pathways is concerning due to the fact gravel pathways can become pitted, are high maintenance and aren't always wheelchair accessible	12/5/2019 12:10 PM
3	Could be better lighting with it getting dark out so fast. But the trails are awesome. I love the workout equipment along some of the trails.	12/4/2019 3:33 PM
4	Washrooms required on trails.	11/29/2019 7:26 PM



## Q2 In your opinion, how well do Tillsonburg's outdoor sports fields meet the needs of Tillsonburg's outdoor sports teams?

Answered: 29 Skipped: 0

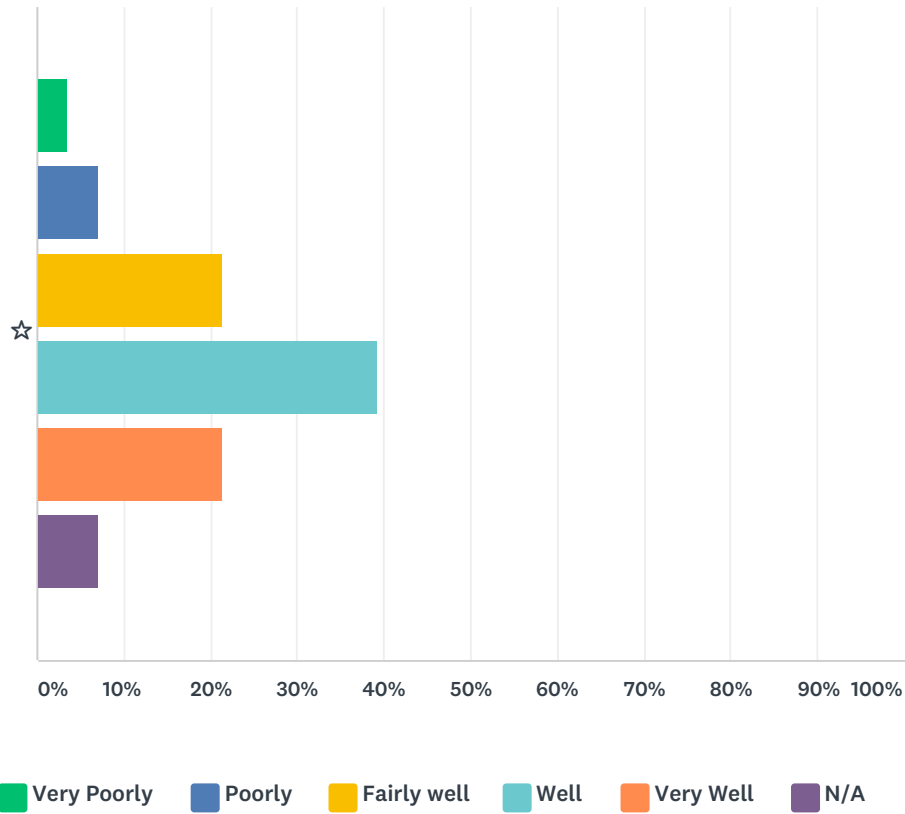


	VERY POORLY	POORLY	FAIRLY WELL	WELL	VERY WELL	N/A	TOTAL	WEIGHTED AVERAGE
☆	0.00%	0.00%	17.24%	51.72%	24.14%	6.90%	29	4.07
	0	0	5	15	7	2		

#	IF YOU WISH, LET US KNOW WHY THE LOW OR HIGH RATING:	DATE
1	There's always room for improvements. The ball diamonds are spread out over two locations. Would be nice to have a central area. The playing fields are nice but the areas outside the playing areas need attention ie trees, defined pathways, canteen exterior upgrades etc	12/5/2019 12:10 PM
2	never used	12/4/2019 5:24 PM
3	There are so many for such a small town	12/4/2019 4:01 PM
4	I only use the Out Door Pad. It is usually full of water even if it didnt rain.	12/4/2019 3:33 PM

### Q3 In your opinion, how well do the recreational programs provided by RCP meet the needs of Tillsonburg's adults?

Answered: 28 Skipped: 1

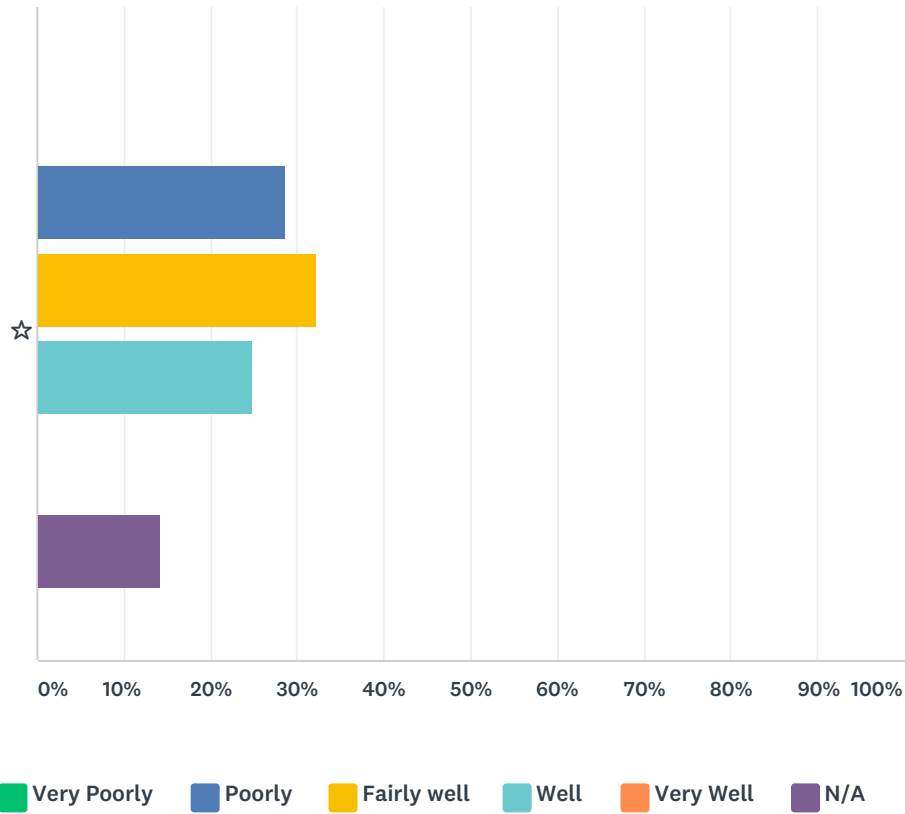


	VERY POORLY	POORLY	FAIRLY WELL	WELL	VERY WELL	N/A	TOTAL	WEIGHTED AVERAGE
☆	3.57%	7.14%	21.43%	39.29%	21.43%	7.14%	28	3.73
	1	2	6	11	6	2		

#	IF YOU WISH, LET US KNOW WHY THE LOW OR HIGH RATING:	DATE
1	Have a wide variety of classes offered, some areas that are high in demand could use more options for days/times	12/6/2019 6:24 PM
2	Not familiar	12/5/2019 12:10 PM
3	volleyball is the only	12/4/2019 5:24 PM
4	could have more adult pool programs at night	12/4/2019 1:04 PM
5	The recreational programs do not fit into the schedule of most working people.	11/29/2019 7:31 PM
6	Need more evening and weekend programming	11/29/2019 7:24 PM

## Q4 In your opinion, how well do the recreational programs provided by RCP meet the needs of Tillsonburg's teens?

Answered: 28 Skipped: 1

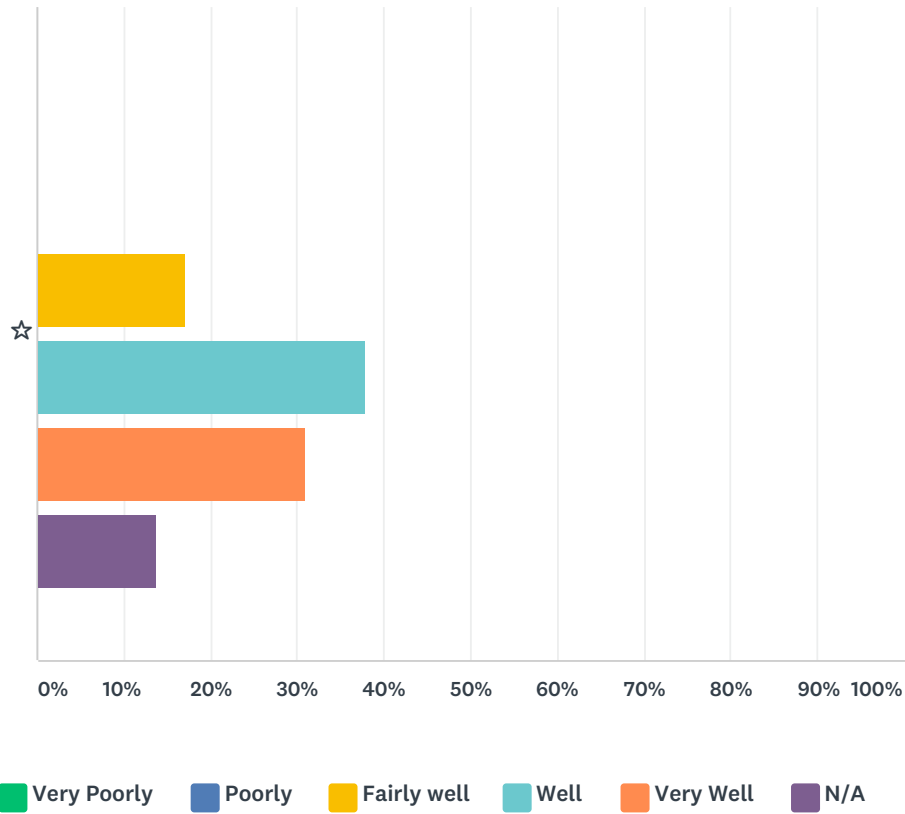


	VERY POORLY	POORLY	FAIRLY WELL	WELL	VERY WELL	N/A	TOTAL	WEIGHTED AVERAGE
☆	0.00%	28.57%	32.14%	25.00%	0.00%	14.29%	28	2.96
	0	8	9	7	0	4		

#	IF YOU WISH, LET US KNOW WHY THE LOW OR HIGH RATING:	DATE
1	We have a lot of options for kids under 12 and adults but not a ton for teens, I think a teen volleyball or basketball league could be fun	12/7/2019 1:06 PM
2	Not aware of all programs offered by different departments, but there is room for growth here	12/6/2019 6:24 PM
3	Not familiar	12/5/2019 12:10 PM
4	there really aren't any	12/4/2019 5:24 PM
5	We could offer more Teen programs depending on participation	12/4/2019 3:33 PM
6	There are not alot of choices for this age category	11/29/2019 7:24 PM

### Q5 In your opinion, how well do the recreational programs provided by RCP meet the needs of Tillsonburg's children aged 12 and under?

Answered: 29 Skipped: 0

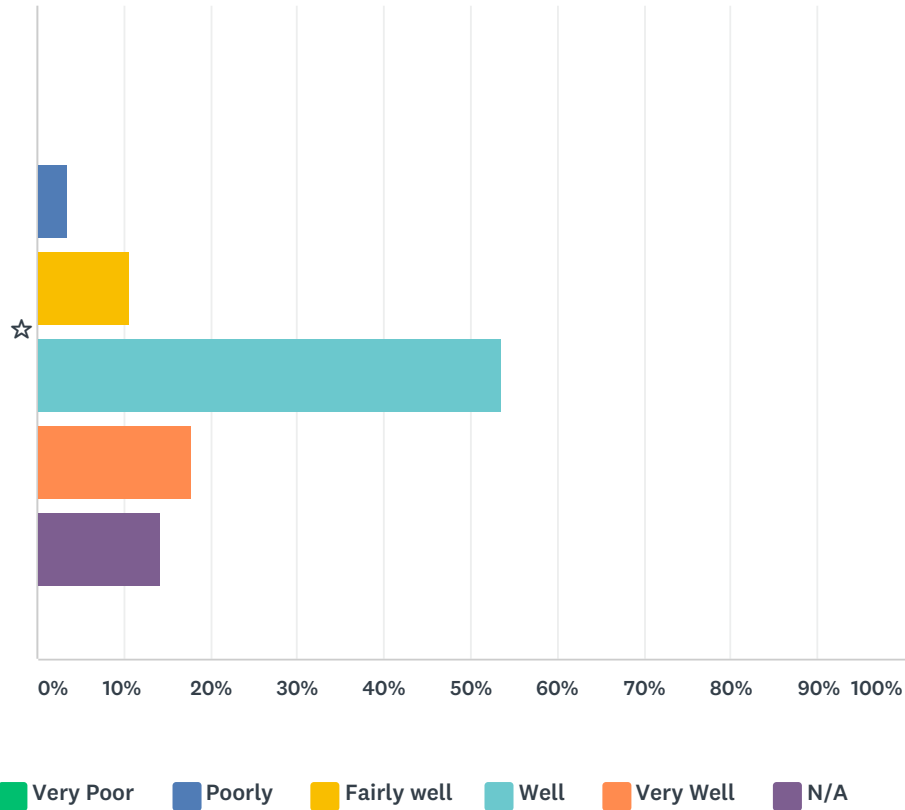


	VERY POORLY	POORLY	FAIRLY WELL	WELL	VERY WELL	N/A	TOTAL	WEIGHTED AVERAGE
☆	0.00%	0.00%	17.24%	37.93%	31.03%	13.79%	29	4.16
	0	0	5	11	9	4		

#	IF YOU WISH, LET US KNOW WHY THE LOW OR HIGH RATING:	DATE
1	Lots of different activities to take part in	12/6/2019 6:24 PM
2	Not familiar	12/5/2019 12:10 PM
3	We to offer sports, crafts, cooking and construction to try and suit different childrens needs. It just all depends on participation	12/4/2019 3:33 PM
4	There is alot of Aquatic Programs and few Youth Programs but there could be more opportunities for this age category outside of the pool	11/29/2019 7:24 PM

### Q6 In your opinion, how well do the Culture & Heritage services provided by RCP (Annandale historical monument self tours, exhibits, and events) meet the needs of townspeople?

Answered: 28 Skipped: 1

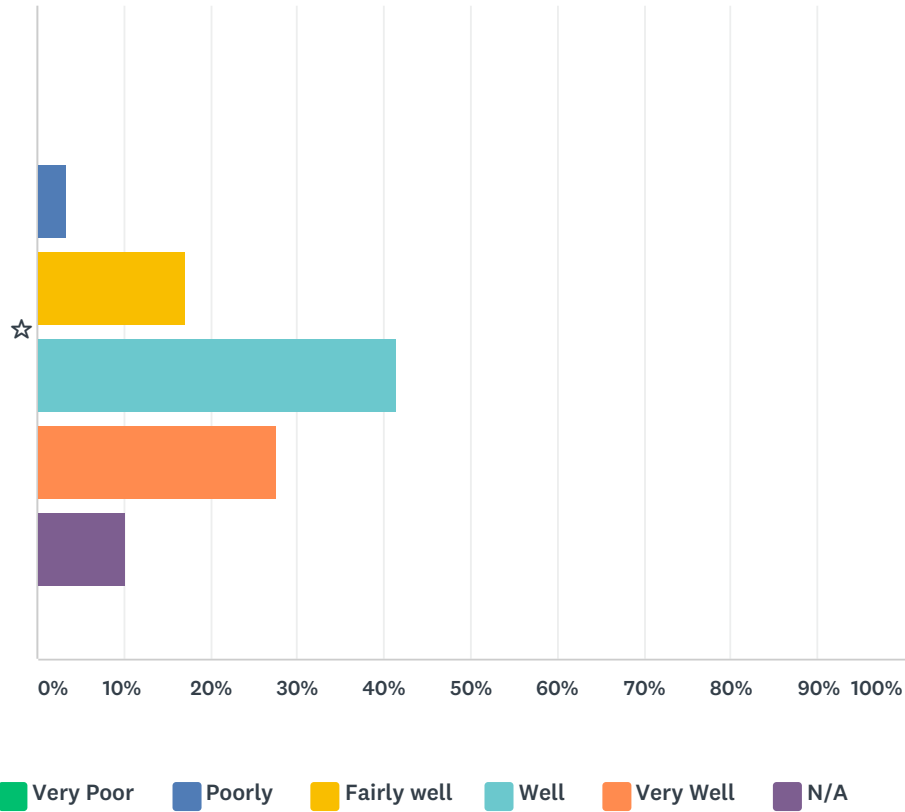


	VERY POOR	POORLY	FAIRLY WELL	WELL	VERY WELL	N/A	TOTAL	WEIGHTED AVERAGE
☆	0.00%	3.57%	10.71%	53.57%	17.86%	14.29%	28	4.00
	0	1	3	15	5	4		

#	COMMENT HERE IF YOU WISH:	DATE
1	Would like to see more historical plaques around town and maybe a tour of the towns history implemented if not already in place. I think more outdoors information plaque would be beneficial as well.	12/5/2019 12:10 PM
2	never been	12/4/2019 5:24 PM

### Q7 In your opinion, how well do the Culture & Heritage services provided by RCP (Annandale historical monument self tours, exhibits, and events) meet the needs of out of town visitors?

Answered: 29 Skipped: 0

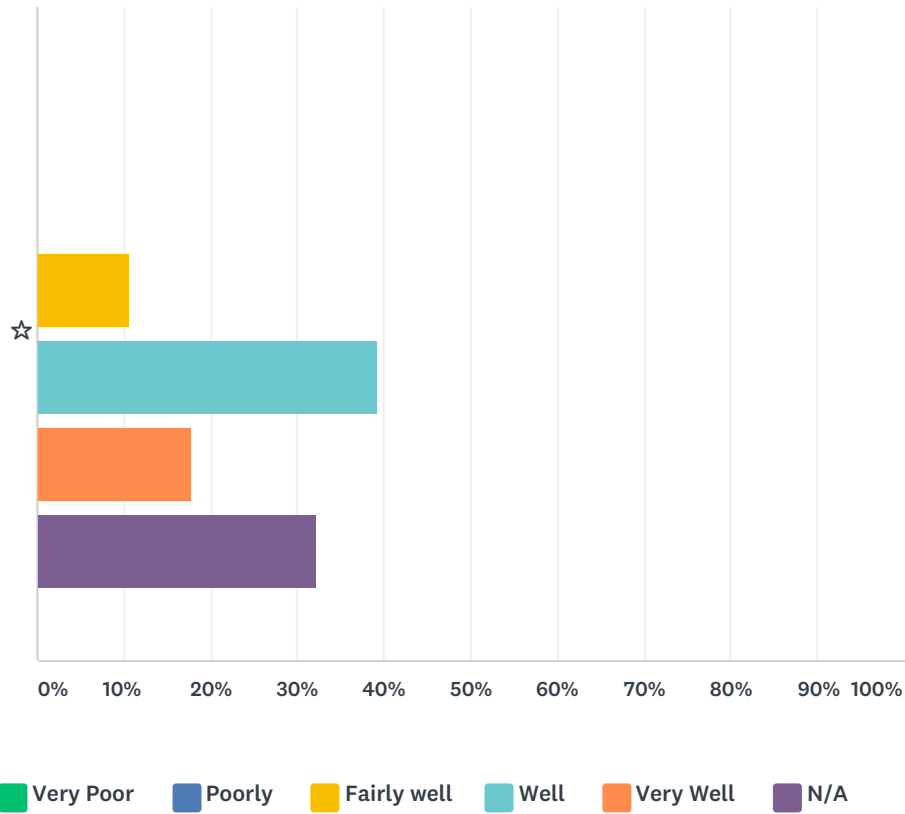


	VERY POOR	POORLY	FAIRLY WELL	WELL	VERY WELL	N/A	TOTAL	WEIGHTED AVERAGE
☆	0.00%	3.45%	17.24%	41.38%	27.59%	10.34%	29	4.04
	0	1	5	12	8	3		

#	COMMENT HERE IF YOU WISH:	DATE
1	Although I am unaware if we have pamphlets distributed throughout southern Ontario at info kiosks, I do believe that when out of towners visit it hard to find all our historical sites. New signage?	12/5/2019 12:10 PM

### Q8 In your opinion, how well do the Culture & Heritage team's archiving services meet the needs of other Town departments?

Answered: 28 Skipped: 1

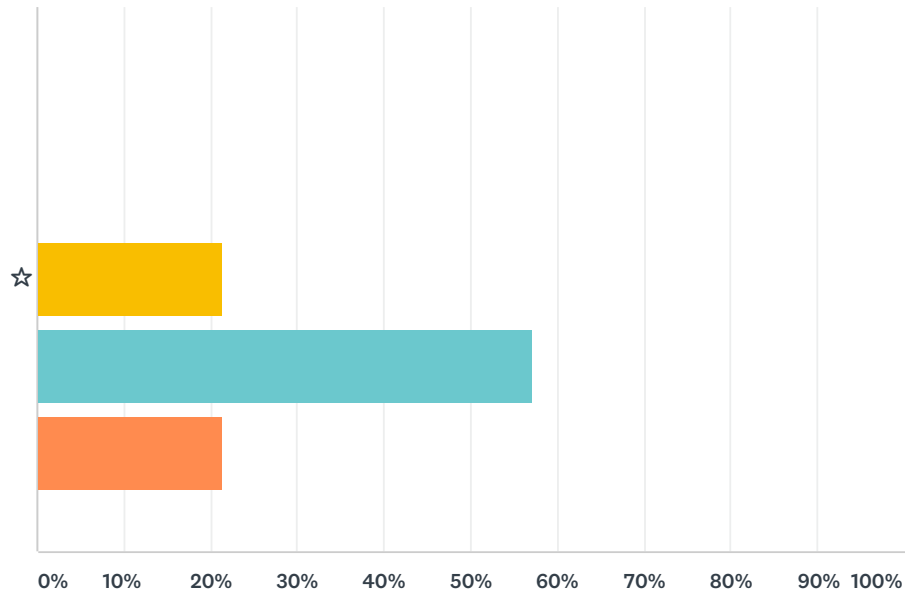


	VERY POOR	POORLY	FAIRLY WELL	WELL	VERY WELL	N/A	TOTAL	WEIGHTED AVERAGE
☆	0.00%	0.00%	10.71%	39.29%	17.86%	32.14%	28	4.11
	0	0	3	11	5	9		

#	COMMENT HERE IF YOU WISH:	DATE
1	Unfamiliar with this	12/5/2019 12:10 PM
2	Not sure what archiving services means	12/4/2019 8:43 PM

### Q9 In your opinion, how well does the Town's cemetery services meet the needs of families wanting to use the cemetery?

Answered: 28 Skipped: 1



■ Very Poorly 
 ■ Poorly 
 ■ Fairly Well 
 ■ Well 
 ■ Very Well

	VERY POORLY	POORLY	FAIRLY WELL	WELL	VERY WELL	TOTAL	WEIGHTED AVERAGE
☆	0.00%	0.00%	21.43%	57.14%	21.43%	28	4.00
	0	0	6	16	6		

#	IF YOU WISH, LET US KNOW WHY THE LOW OR HIGH RATING:	DATE
1	I think that the cemetery provides a great service to the community. Small adjustments such as a digital message board at front gates and a information booklet for customers would be a start.	12/5/2019 12:10 PM
2	Never been - haven't really heard anything	12/4/2019 5:24 PM



Tillsonburg RCP Staff Survey

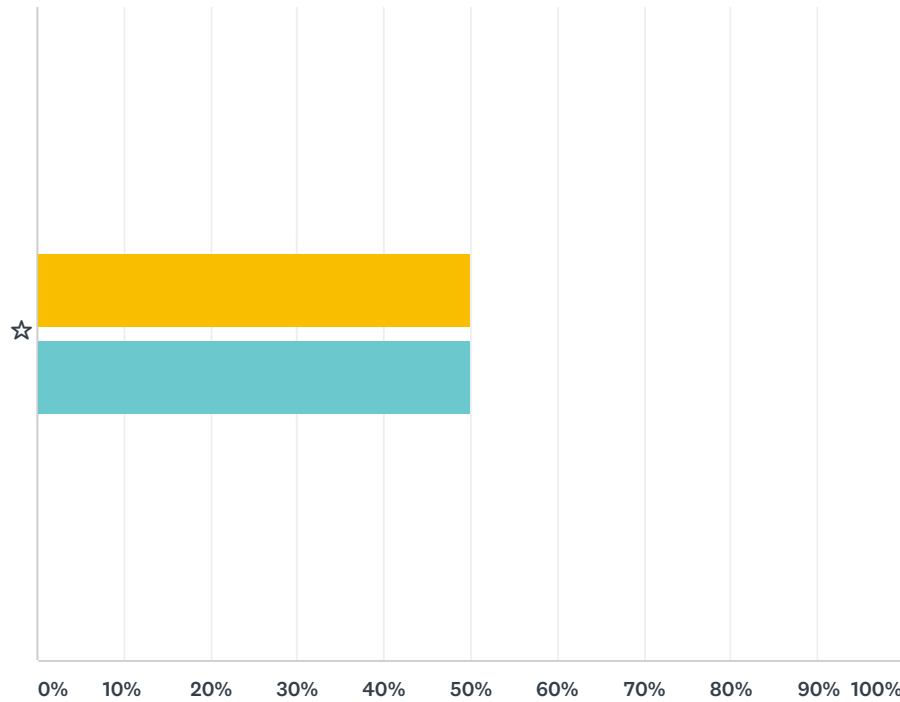
Q10 We would like your suggestions about how RCP could do things better and/or provide better service. Please share your ideas with us, either here (briefly) or in an email to [guus.saaltink@claricogroup.com](mailto:guus.saaltink@claricogroup.com). Or give us your number and we will call you. Thanks!

Answered: 6 Skipped: 23

#	RESPONSES	DATE
1	Needs assessment that offers citizens of the town to suggest new programs, or provide list of services that are offered in surrounding areas the town would be able to introduce here	12/6/2019 6:24 PM
2	I will be sure to email.	12/5/2019 12:10 PM
3	- offer programming directed to teens - release the recreation guide earlier -	12/4/2019 5:24 PM
4	To serve the needs of a growing Tillsonburg the RCP needs to better deploy its manpower and resources. There is a need for more hours and resources to be given to specific area. An example would be to have individual town workers assigned solely to areas such as trails, ball fields, etc. This would allow for better and timely maintenance	11/29/2019 10:09 PM
5	RCP needs more effective staff roles. Certain team members are run off their feet and it shows in the department. Where this is most noticeable is in facilities where it negatively reflects on all staff when buildings aren't properly maintained.	11/29/2019 7:31 PM
6	Trails are awesome but could use washrooms & signage	11/29/2019 7:26 PM

# Q1 In your opinion, how well do Tillsonburg's Parks and Trails meet the needs of Tillsonburg's families?

Answered: 4 Skipped: 1

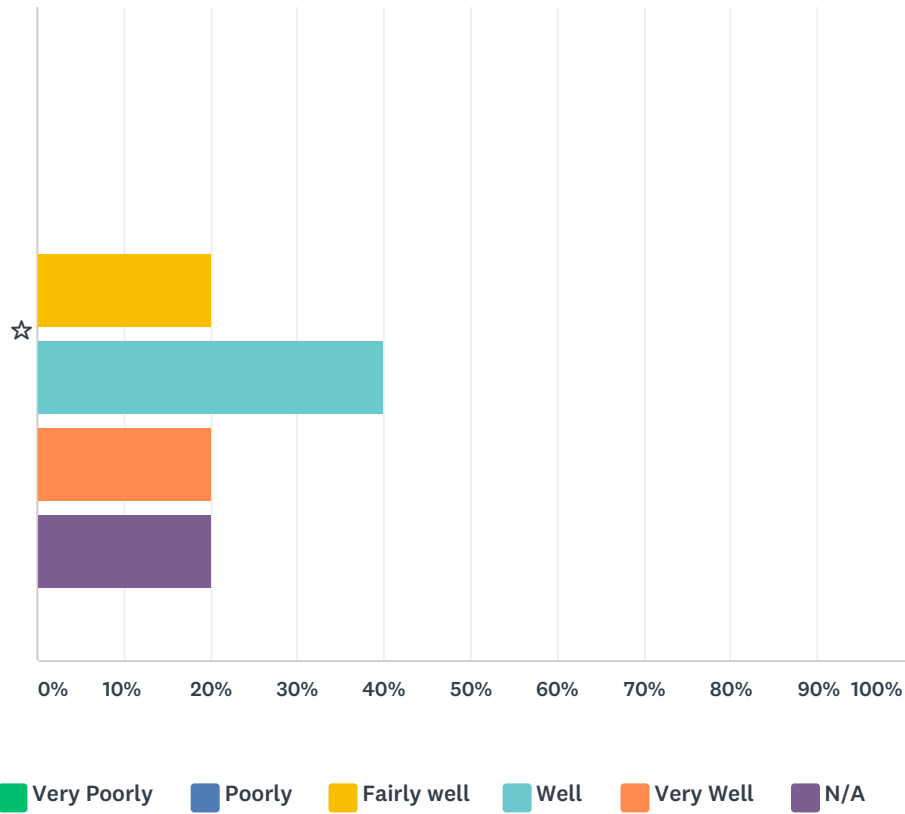


■ Very Poorly 
 ■ Poorly 
 ■ Fairly well 
 ■ Well 
 ■ Very Well 
 ■ N/A

	VERY POORLY	POORLY	FAIRLY WELL	WELL	VERY WELL	N/A	TOTAL	WEIGHTED AVERAGE
☆	0.00% 0	0.00% 0	50.00% 2	50.00% 2	0.00% 0	0.00% 0	4	3.50

## Q2 In your opinion, how well do Tillsonburg's outdoor sports fields meet the needs of Tillsonburg's outdoor sports teams?

Answered: 5 Skipped: 0

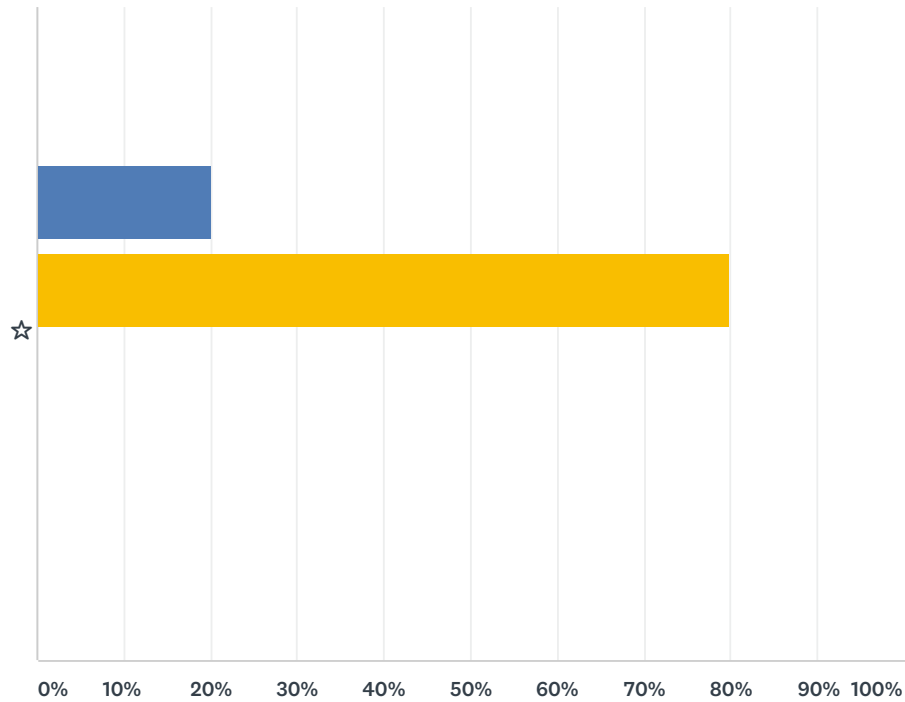


	VERY POORLY	POORLY	FAIRLY WELL	WELL	VERY WELL	N/A	TOTAL	WEIGHTED AVERAGE
☆	0.00%	0.00%	20.00%	40.00%	20.00%	20.00%	5	4.00
	0	0	1	2	1	1		

#	IF YOU WISH, LET US KNOW WHY THE LOW OR HIGH RATING:	DATE
1	soccer fields	12/6/2019 6:59 PM

### Q3 In your opinion, how well do the recreational programs provided by RCP meet the needs of Tillsonburg's adults?

Answered: 5 Skipped: 0

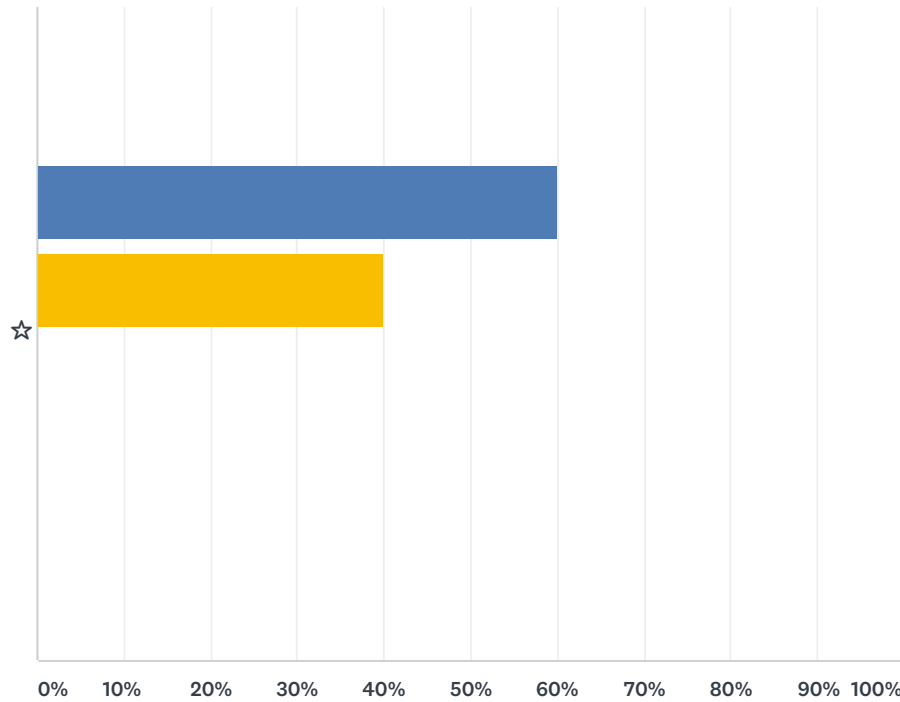


■ Very Poorly 
 ■ Poorly 
 ■ Fairly well 
 ■ Well 
 ■ Very Well 
 ■ N/A

	VERY POORLY	POORLY	FAIRLY WELL	WELL	VERY WELL	N/A	TOTAL	WEIGHTED AVERAGE
☆	0.00% 0	20.00% 1	80.00% 4	0.00% 0	0.00% 0	0.00% 0	5	2.80

### Q4 In your opinion, how well do the recreational programs provided by RCP meet the needs of Tillsonburg's teens?

Answered: 5 Skipped: 0

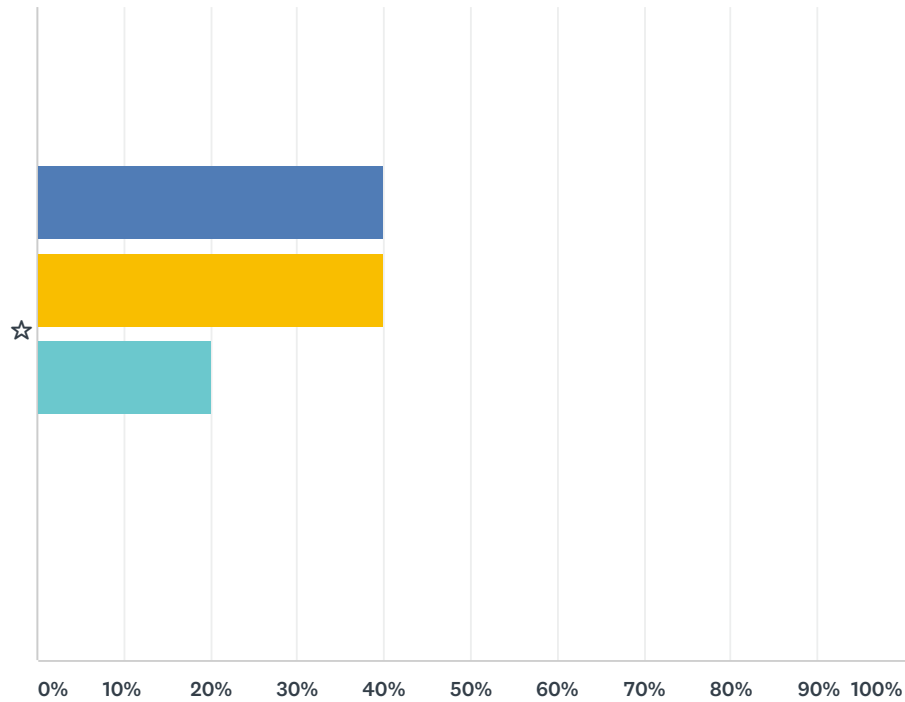


■ Very Poorly 
 ■ Poorly 
 ■ Fairly well 
 ■ Well 
 ■ Very Well 
 ■ N/A

	VERY POORLY	POORLY	FAIRLY WELL	WELL	VERY WELL	N/A	TOTAL	WEIGHTED AVERAGE
☆	0.00% 0	60.00% 3	40.00% 2	0.00% 0	0.00% 0	0.00% 0	5	2.40

### Q5 In your opinion, how well do the recreational programs provided by RCP meet the needs of Tillsonburg's children aged 12 and under?

Answered: 5 Skipped: 0

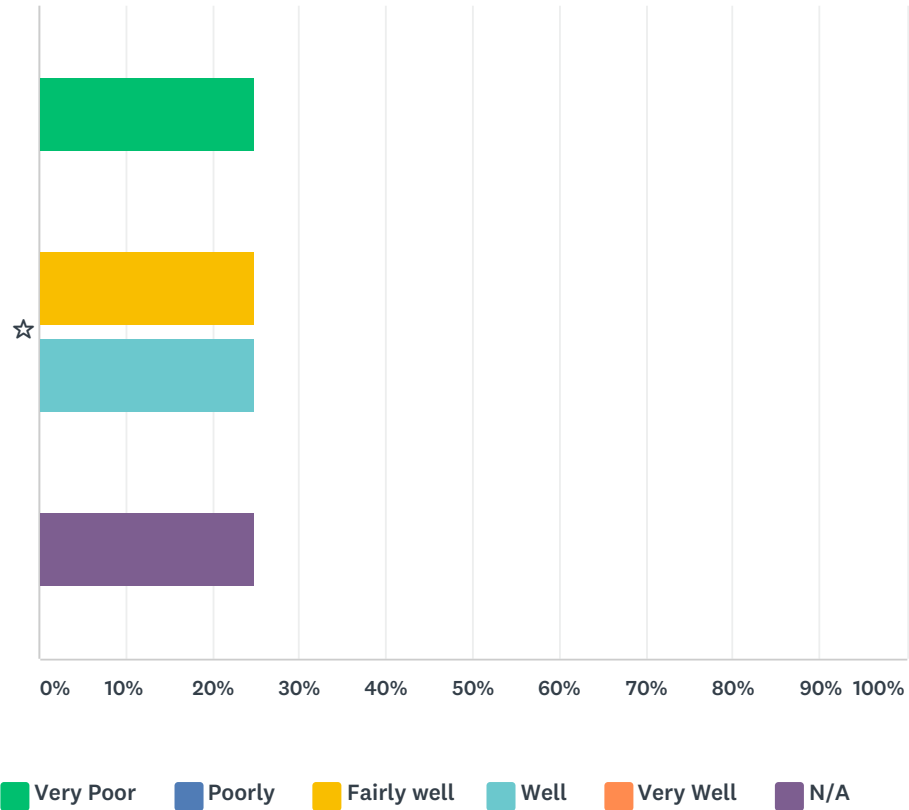


■ Very Poorly 
 ■ Poorly 
 ■ Fairly well 
 ■ Well 
 ■ Very Well 
 ■ N/A

	VERY POORLY	POORLY	FAIRLY WELL	WELL	VERY WELL	N/A	TOTAL	WEIGHTED AVERAGE
☆	0.00% 0	40.00% 2	40.00% 2	20.00% 1	0.00% 0	0.00% 0	5	2.80

### Q6 In your opinion, how well do the Culture & Heritage services provided by RCP (Annandale historical monument self tours, exhibits, and events) meet the needs of townspeople?

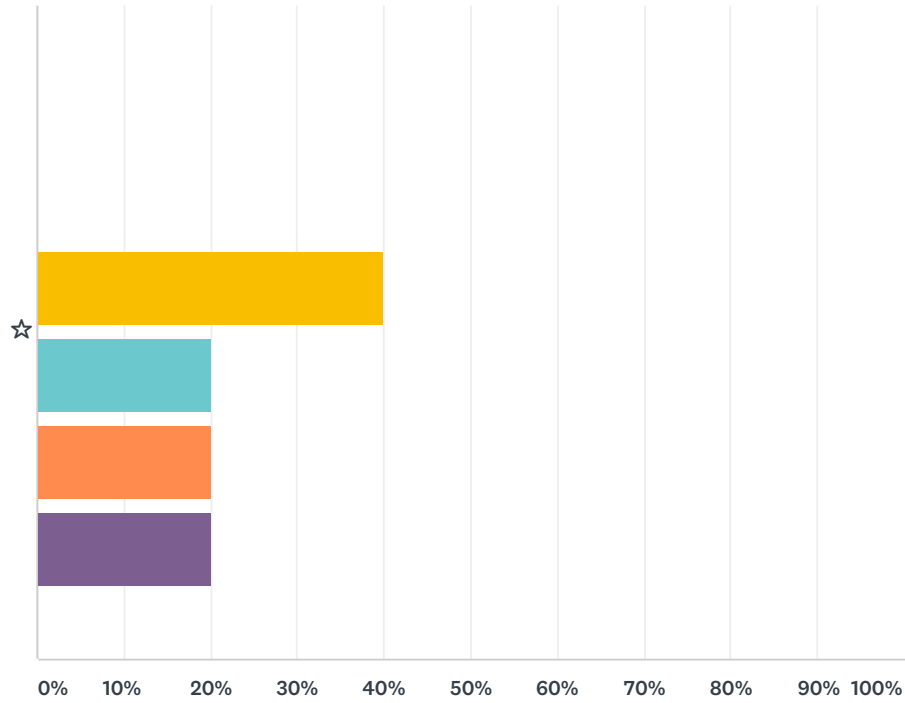
Answered: 4 Skipped: 1



	VERY POOR	POORLY	FAIRLY WELL	WELL	VERY WELL	N/A	TOTAL	WEIGHTED AVERAGE
☆	25.00%	0.00%	25.00%	25.00%	0.00%	25.00%	4	2.67
	1	0	1	1	0	1		

Q7 In your opinion, how well do the Culture & Heritage services provided by RCP (Annandale historical monument self tours, exhibits, and events) meet the needs of out of town visitors?

Answered: 5 Skipped: 0



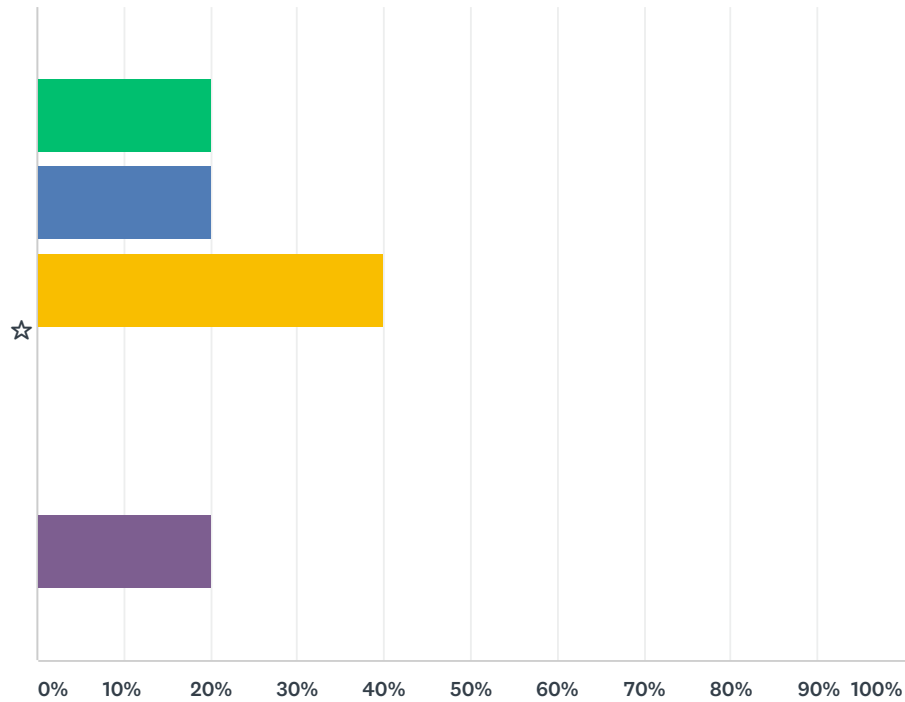
■ Very Poor 
 ■ Poorly 
 ■ Fairly well 
 ■ Well 
 ■ Very Well 
 ■ N/A

	VERY POOR	POORLY	FAIRLY WELL	WELL	VERY WELL	N/A	TOTAL	WEIGHTED AVERAGE
☆	0.00% 0	0.00% 0	40.00% 2	20.00% 1	20.00% 1	20.00% 1	5	3.75



### Q8 In your opinion, how well do the Culture & Heritage team's archiving services meet the needs of other Town departments?

Answered: 5 Skipped: 0

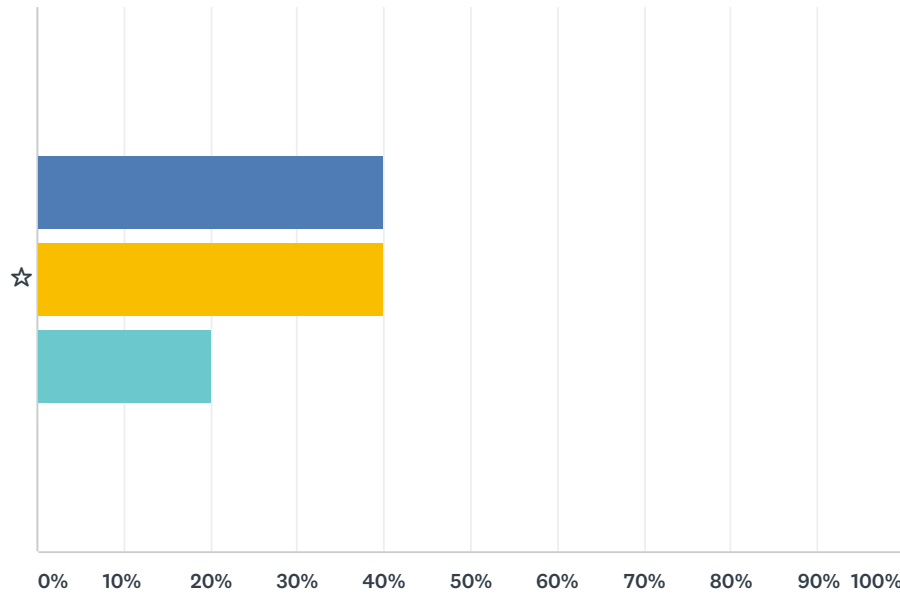


■ Very Poor  
 ■ Poorly  
 ■ Fairly well  
 ■ Well  
 ■ Very Well  
 ■ N/A

	VERY POOR	POORLY	FAIRLY WELL	WELL	VERY WELL	N/A	TOTAL	WEIGHTED AVERAGE
☆	20.00%	20.00%	40.00%	0.00%	0.00%	20.00%	5	2.25
	1	1	2	0	0	1		

### Q9 In your opinion, how well does the Town's cemetery services meet the needs of families wanting to use the cemetery?

Answered: 5 Skipped: 0



■ Very Poorly 
 ■ Poorly 
 ■ Fairly Well 
 ■ Well 
 ■ Very Well

	VERY POORLY	POORLY	FAIRLY WELL	WELL	VERY WELL	TOTAL	WEIGHTED AVERAGE
☆	0.00% 0	40.00% 2	40.00% 2	20.00% 1	0.00% 0	5	2.80

Q10 We would like your suggestions about how RCP could do things better and/or provide better service. Please share your ideas with us, either here (briefly) or in an email to [guus.saaltink@claricogroup.com](mailto:guus.saaltink@claricogroup.com). Or give us your number and we will call you. Thanks!

Answered: 2 Skipped: 3

#	RESPONSES	DATE
1	Better health club hours and later adult programming. It's almost impossible to make it to any of the fitness classes when the work day does not end until 5pm.	12/9/2019 9:39 PM
2	more community engagement and focus groups with families, teens and seniors	12/6/2019 6:59 PM

# Appendix 4a – How to Read Service Profiles

A *Service Profile* provides the following information:

**Service Overview** (top of page) provides a general overview of what is included in this service.

**2019 Preliminary Financials** (mid left of page) – shows operating revenues and expenses, by category – e.g. employee related operating expenses) in thousands of dollars and in terms of percentage of total operating cost.

**2019 Staffing** (lower left of page) – shows the number of Full Time Equivalents – essentially staff person years – used to provide the service during 2019, broken into Full Time, Part Time, and Seasonal.

**Service Value** (middle of page) – states the reason that governments provide this service – the benefits received by residents.

**Net Levy/capita graph** (lower mid page) – compares the levy amount (that is, the difference between total operating cost and operating revenues other than the levy), per person, among comparator towns. Tillsonburg's bar is green and median spending shown by a black bar.

**Sub Services Graph** (Mid right of page) – shows the components – or 'Sub Services' that make up the overall service, and shows each of the sub services as a bubble that indicates three things:

1. Left-right/horizontal axis: **Service Type** - Classification of whether service is:
  - *Required* (necessary for town function or by law),
  - *Traditional* (provided by most municipalities), or
  - *Discretionary* (not commonly provided)
2. Up-down/vertical axis: **Service Level** – Rating of the level of service provided as:
  - Above Standard,
  - At Standard, or
  - Below Standard,
3. Bubble size: **Levy amount**. The area of the bubbles is proportionate to the net levy used for each sub service.

Looking at the Parks Service Profile one can see six bubbles, with the largest bubble, in blue, showing that the largest levy is used for a traditional service delivered at standard: the combined sub services of: *Maintain Parks, Maintain Park Flowerbeds, and Maintain Park Trees*.

Similarly, the second largest levy support goes to *Maintain Grass Sports Fields*, which is a traditional service judged to be provided to an Above Standard Level.

## Appendix 4b – How to Read a Sub Service Profile

Name and Description	2019 Operating Costs and Revenues \$000			Service Level	Notes
<p><b>Name of the program,</b> followed by a brief description of what this sub service includes.</p> <p><b>Comments</b> As needed, information about challenges involved in providing this service.</p> <p><b>Indicator Sources</b> Most indicator values were provided directly by Tillsonburg staff. In other cases the sources are shown here.</p>	Employee Related Wages and benefits for staff including Parks & Recreation management but excluding corporate overheads.		User Fees Funds that come in from fees and service charges.	Rating of the level of service provided as  <b>Above Standard,</b>	<p><b>Service Type</b> - Classification of whether service is <b>Required</b> (necessary for town function or by law), <b>Traditional</b> (provided by most municipalities), or <b>Discretionary</b> (not commonly provided).</p> <p><b>Indicators</b> Selected measures of level of service quality and quantity.</p> <p><b>Opportunities</b> Areas where the Town has an opportunity to adjust service levels in order to manage costs; and areas where the consulting team believes beneficial changes to delivery approach can be made to improve value for money.</p>
	Services Costs of contracted services		Grants Provincial grants and other external funding.	<b>At Standard,</b>  Or	
	Materials Costs for supplies and purchased 'materials' including hydro and cell phone service.		Other revenue Funds received from other sources.	<b>Below Standard,</b>  And the basis for this finding.	
	Other Costs Operational costs not included above		Tax Levy Operating costs not covered by other revenue sources.		
	Total		Total		
<p><b>Delivery Approach</b> Brief overview of what work is done by what staff, types of software and equipment utilized, and tasks contracted out, done by non-profits, shared with other governments, etc.</p>	<p><b>Revenue Model</b> How prices are set for those services where fees are charged.</p>		<p><b>Benchmarks</b> Selected indicators and median for comparator municipalities.</p>		

# Service Profile – Parks

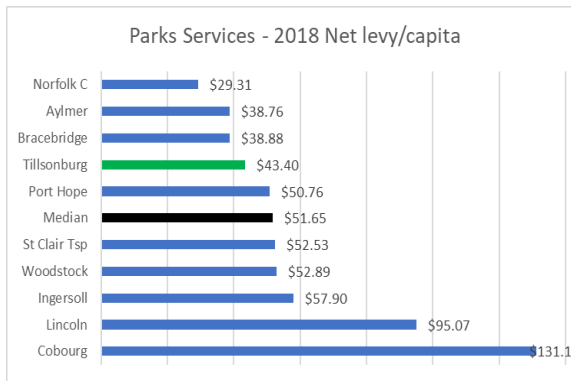
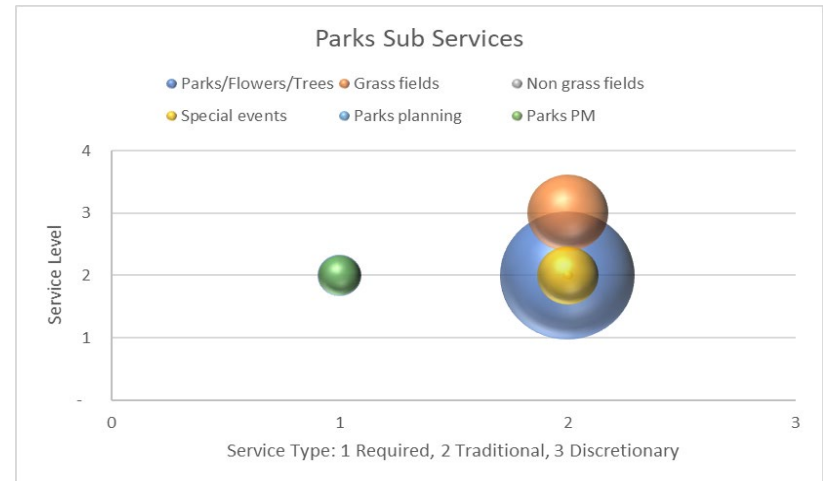
## Service Overview

The *Parks* service includes development and upkeep of the Town's parks, playgrounds, sports fields, park flowerbeds, and trails; and management of town-owned trees not in road allowances.

2019 Preliminary Financials		
Revenue	\$000	%
User fees	61.5	7%
Grants	45.1	5%
Other	4.6	0%
<b>Total Revenue</b>	<b>111.2</b>	<b>12%</b>
Operating Expenses		
Employee-related	315.5	34%
Services	188.3	20%
Materials	82.9	9%
Other	339.7	37%
<b>Total Cost</b>	<b>926.4</b>	<b>100%</b>
<b>Net Levy</b>	<b>815.2</b>	<b>88%</b>

**Service Value**

This service has a measurable positive impact on quality of life including health, contributing to an attractive, vibrant, livable community for residents, businesses, and visitors including potential investors and potential new residents.



2019 Staffing	
Category	FTE*
Full Time	3.9
Part Time	0
Seasonal	0

\*Full Time Equivalent (FTE) time worked.

Source: Ontario's Financial Information Return system; 2018 operations

Note: Financial and service level information for 2019 was provided to Clarico by Tillsonburg.

## Sub Service Profile – Maintain Parks

Name and Description	2019 Operating Costs and Revenues \$000				Service Level	Notes
	Employee Related Services	144.7	User Fees	7.5		
<b>Maintain Parks</b> Maintain and operate parks and open space including grass maintenance, waste collection, washroom cleaning including repair and graffiti removal.	Materials	13.7	Grants		At standard 4.0 hectares per 1000 residents (median 4.9)	<b>Service Type - Traditional</b>  <b>Indicators</b> - 80 hectares of Town-owned open space* - 63.8 hectares of parkland** - 14 neighbourhood parks*** - 12 parks with playgrounds*** - Target: park within 800 metre walk from major residential area** - 60 garbage pails/blue boxes  <b>Opportunities</b> <i>Potential opportunities (see project report for details) include:</i>  Relocation of the staff home base – and winter storage facilities – from the cemetery to a more central location. This would bring many operational benefits.  Reconsider trash bag tag program which may lead to some residential trash being misdirected to park trash bins. Also consider lighting, cameras and reconfigured waste bins to help address this issue.  Consider removing blue bins until a separate waste stream is in place.  Implementation of a 311 type issue reporting system would , over time, provide benefits for RCP , for those reporting issues, and overall to the Town.
	Other Costs	57.5	Other Revenue	3.0		
	Total	310.2	Tax Levy	299.7		
	Total	310.2	Total	310.2		
<b>Indicator Sources</b> All indicator data provided directly by Tillsonburg except: *Ontario MPMP 2013 **June 2011 Strategic Master Plan *** Town web site	<b>Delivery Approach</b> RCP's <i>Parks &amp; Facilities</i> team provides and oversees this service.  Maintenance and inspection of parks and playgrounds is done by RCP staff.  Grass cutting is sub-contracted.  During winter staff members are redeployed, for example to assist with maintenance work and cemetery operation.  With Golf Course cooperation, during the sledding season staff sets up a toboggan hill and provides daily inspection and maintenance.	<b>Revenue Model</b> Rates for renting the three bookable park facilities – Memorial Park Pavilion, Bert Newman Park, and Kinsmen Bandshell - are set to help recover wear and tear as well as the Town's out of pocket costs.  Other than this, parks are provided as a public service which is freely available to all citizens and visitors.	<b>Benchmarks</b>  Benchmarked in combination with park flowerbeds and park trees.  Levy/capita \$3.99 Median \$4.88			

Note: Financial and service level information for 2019 was provided to Clarico by Tillsonburg.

## Sub Service Profile – Maintain Park Trees

Name and Description	2019 Costs and Revenues \$000				Service Level	Notes
<p><b>Maintain Park Trees</b></p> <p>Plant and maintain municipally-owned trees and shrubs excluding trees on roads, medians, and other transportation infrastructure.</p>	Employee Related	9.7	User Fees		At standard	<p><b>Service Type - Required</b></p> <p><b>Indicators</b> Level of service for tree maintenance is to respond based on the level of urgency and risk.</p> <p><b>Opportunities:</b> <i>Potential opportunities (see project report for details) include:</i> As previously mentioned, implementation of a 311 type issue reporting system would , over time, provide benefits for RCP, for those reporting issues, and overall to the Town.</p> <p>Also beneficial over time – developing a database of park trees for use in monitoring condition and canopy coverage.</p>
	Services	50.0	Grants			
	Materials	3.0	Other Revenue			
	Other	3.0	Tax Levy	65.7		
	Total	65.7	Total	65.7		
	<p><b>Delivery Approach</b> RCP's <i>Parks &amp; Facilities</i> team provides and oversees this service, using in-house and contracted resources. All cemetery and park field staff are certified to operate chainsaws. Crews of 2 or 3 are deployed with necessary equipment to cut and clear damaged trees and limbs. Subcontractors are used to deal with higher-volume requirements and specialized situations e.g. trees near buildings.</p>	<p><b>Revenue Model</b> Park trees are provided as a Town service. Approximately 14 memorial trees are sold by the cemetery administrator for \$650 and planted by parks staff each year.</p>	<p><b>Benchmarks</b></p> <p>Benchmarked in combination with park flowerbeds and park trees.</p> <p>Hectares per 1000 residents 4 Median 4.9</p> <p>Levy/capita \$3.99 Median \$4.88</p>			

Note: Financial and service level information for 2019 was provided to Clarico by Tillsonburg.



## Sub Service Profile – Maintain Park Flowerbeds

Name and Description	2019 Costs and Revenues \$000				Service Level	Notes
	Employee Related		User Fees			
<b>Maintain Park Flowerbeds</b>  Plant and maintain park flowerbeds.  <b>Comments</b> The beauty of flowers can exert highly positive emotional effects on residents, visitors, and potential investors, and can transform otherwise drab spaces, providing a return on investment for municipal spending.	Services		Grants	28.0	At standard	<b>Service Type</b> - Traditional  <b>Indicators</b> Flowers are planted at 9 locations plus at town signs.  <b>Opportunities:</b> <i>Potential opportunities (see project report for details) include:</i> There are opportunities to reconsider the number and locations of park flowerbeds, to move some flowerbeds to lower maintenance perennials, to install automated watering systems, and to consider using contractors to deliver this service.
	Materials	44.5	Other Revenue			
	Other	2.9	Tax Levy	29.1		
	Total	57.1	Total	57.1		
	<b>Delivery Approach</b>	<b>Revenue Model</b>		<b>Benchmarks</b>		
RCP's <i>Parks &amp; Facilities</i> team provides this "Beautification" service in the downtown area and in most parks with flowerbeds using full time staff. (Note: flowerbeds and flowerboxes at the TCC are tended by seasonal staff as part of their daily duties – the workload rounding down to zero tenths of an FTE.)	The Business Improvement Association provides financial assistance, covering the cost of maintaining flowerbeds and planters in the downtown area.		Benchmarked in combination with park flowerbeds and park trees.  Hectares per 1000 residents 4 Median 4.9  Levy/capita \$3.99 Median \$4.88			

Note: Financial and service level information for 2019 was provided to Clarico by Tillsonburg.

## Sub Service Profile – Maintain Grass Sports Fields

Sub-service Name and Description	2019 Costs and Revenues \$000				Service Level	Notes
<b>Maintain Grass Sports Fields</b>  Maintain and operate outdoor grass sports fields including baseball diamonds and soccer fields.	Employee Related	45.8	User Fees	25.0	Above standard at 1.4 fields/1000 (Median .7)	<b>Service Type – Traditional</b>  <b>Indicators</b> 9.5 Hectares of sports fields, consisting of: - 9 baseball diamonds (3 lit) - 14 soccer fields
	Services	34.9	Grants			
	Materials	12.5	Other Revenue	1.6		
	Other	87.6	Tax Levy	154.3		
	<b>Total</b>	<b>180.9</b>	<b>Total</b>	<b>180.9</b>		
	<b>Delivery Approach</b> RCP's <i>Parks &amp; Facilities</i> team provides and oversees this service. Maintaining <u>baseball</u> diamonds is the seven day a week priority for two staff who shift over to the Works Department during winter. After spring care to the grounds, sod, fencing, and infields is complete, each baseball diamond is inspected and groomed every morning, with extra attention before and during tournaments. For <u>soccer</u> fields, once spring maintenance is complete, the Gyulveszi Park soccer fields are mowed weekly. The Tillsonburg Soccer Club does all the turf maintenance at the soccer park.		<b>Revenue Model</b> For <u>baseball</u> , fees have been set in general at par with those in neighbouring municipalities, and to not discourage use. Seasonal League Fee \$472.25 Youth Team Fee/Occasional Fee \$81.20 Tournament Fee \$557.10 For <u>soccer</u> , a local not-for-profit, volunteer run, soccer club, maintains and operates the fields and facilities. The club does its own fund raising, including renting their facilities and charging for registration and participation.		<b>Benchmarks</b>  Insufficient data to benchmark levy per capita.	<b>Opportunities</b> <i>Potential opportunities (see project report for details) include:</i> Consider moving forward with field lighting and drainage projects.  Consider reducing frequency of grass maintenance.  Look at options to reduce cost of service, such as utilization of seasonal staff or contractors.  Review Town's mix of outdoor sports facilities; consider increased focus on sports that are less maintenance-intensive.

Note: Financial and service level information for 2019 was provided to Clarico by Tillsonburg.

## Sub Service Profile – Maintain Outdoor Non-grass Sports Facilities

Name and Description	2019 Costs and Revenues \$000				Service Level	Notes
<p><b>Maintain Outdoor Non-Grass Sports Facilities</b></p> <p>Maintain and operate outdoor non-grass sports fields, including tennis and pickleball courts, basketball courts, skate parks, and pump tracks.</p>	Employee Related	2.5	User Fees		<p>At standard based on .31 facilities/1000, which is the median.</p>	<p><b>Service Type – Traditional</b></p> <p><b>Indicators</b></p> <p>523 square metres, made up of:</p> <ul style="list-style-type: none"> <li>- 3 tennis/pickleball courts</li> <li>- a skatepark</li> <li>- a paved pump track</li> </ul> <p><b>Opportunities</b></p> <p><i>Potential opportunities (see project report for details) include:</i></p> <p>Consider charging a fee to use the tennis/pickleball courts.</p>
	Services		Grants			
	Materials		Other Revenue			
	Other		Tax Levy	2.5		
	Total	2.5	Total	2.5		
	<p><b>Delivery Approach</b></p> <p>RCP's <i>Parks &amp; Facilities</i> team provides and oversees this service. These facilities are adjacent to the Community Centre which simplifies identifying and responding to service needs.</p>		<p><b>Revenue Model</b></p> <p>No fees are charged.</p>		<p><b>Benchmarks</b></p> <p>Insufficient data to benchmark levy per capita.</p>	

Note: Financial and service level information for 2019 was provided to Clarico by Tillsonburg.

## Sub Service Profile – Maintain Trails

Name and Description	2019 Costs and Revenues \$000				Service Level	Notes
<p><b>Maintain Trails</b> Maintain trails/trail segments the municipality is responsible for, including managing trees and brush, waste collection, and washroom cleaning including repair and graffiti removal.</p> <p><b>Comments</b> Trails provide as-desired access to outdoor activities including hiking, off-road bicycling, birdwatching, dog walking, and cross-country skiing in winter. The length of trails available to Tillsonburg residents has been growing in response to local and regional enthusiasm for this resource. As trails age they come to require growing spending for brush clearing, pruning dangerous/obstructive trees, repairs of washouts, upkeep of bridges, etc.</p>	Employee Related	5.6	User Fees		Above standard at 1.5 Km per 1000 residents; median .8	<p><b>Service Type - Traditional</b></p> <p><b>Indicators</b></p> <ul style="list-style-type: none"> <li>- 24 kilometers of trails are owned and maintained by the Town.</li> <li>- The Town manages and (50% cost shares) maintenance for a 22 Km additional stretch of the Trans Canada Trail.</li> </ul> <p><b>Opportunities</b> <i>Potential opportunities (see project report for details) include:</i></p> <p>Explore options for charging for parking at trail access points, or for trail access.</p>
	Services	9.1	Grants			
	Materials	7.2	Other Revenue	16.3		
	Other	85.6	Tax Levy	91.2		
	Total	107.5	Total	107.5		
	<p><b>Delivery Approach</b> RCP's <i>Parks &amp; Facilities</i> team provides and oversees this service, using in-house and contracted resources. Some segments of trails cross private property and are maintained by the owning golf club. Tillsonburg manages – and equally cost-shares with Oxford County – responsibility for maintaining a stretch of Trans Canada Trail which extends beyond the Town's boundary. In general maintenance is done in response to user/user group maintenance-need reports. At present these can be phoned in to the Manager, Parks &amp; Facilities, but not via 3-1-1 or the Town Website.</p>	<p><b>Revenue Model</b> Trails are provided as a service to residents and visitors. No fees are charged for parking at trail access areas or for trail use.</p>	<p><b>Benchmarks</b> Insufficient data to benchmark levy per capita.</p>			

Note: Financial and service level information for 2019 was provided to Clarico by Tillsonburg.

## Sub Service Profile – Support Community & Park-based Special Events

Name and Description	2019 Costs and Revenues \$000				Service Level	Notes
<p><b>Support Community &amp; Park-based Special Events</b></p> <p>Screen applications; co-ordinate with other departments, other governments, and private organizations; negotiate with applicants; provide permits. Drop off and pick up trash bins, tables and chairs, etc.</p> <p><b>Comments</b> Other municipalities have seen a transition away from community-groups providing turnkey management. As community groups have stepped away, the municipalities have taken on the coordination role.</p>	Employee Related	12.7	User Fees	.7	<p>At standard, based on 21 events held.</p> <p><b>Service Type</b> - Traditional</p> <p><b>Indicators</b></p> <ul style="list-style-type: none"> <li>• 34 applications were reviewed in 2019</li> <li>• 21 events were held</li> <li>• There were 29 days of activities</li> </ul> <p><b>Opportunities</b> <i>Potential opportunities (see project report for details) include:</i></p> <p>Relocation of parks equipment storage should reduce the cost and complexity of Special Event set up and put away.</p>	
	Services		Grants	29.1		
	Materials	2.0	Other Revenue			
	Other	103.1	Tax Levy	88.0		
	Total	117.8	Total	117.8		
	<p><b>Delivery Approach</b> Review of permit requests is done by RCP administration, negotiations with other organizations is done by senior management. Bookings are done by the Recreation team, general set up, clean up, and put away is done by the Parks and Cemeteries team, and all teams may be involved for the largest events such as Turtlefest.</p>	<p><b>Revenue Model</b> In general fees are set to cover the extra out of pocket costs that flow from the activity, mindful that the event is enjoyed by many residents and that fees higher than nearby communities can cause resentment and, if high enough, affect event viability.</p>	<p><b>Benchmarks</b> # of events held ranges from 2 in Alymer, to high of 53 in Cobourg.</p> <p>Insufficient data to benchmark levy per capita.</p>			

Note: Financial and service level information for 2019 was provided to Clarico by Tillsonburg.

## Sub Service Profile – Park-based Planning & Advising

Sub-service Name and Description	2019 Costs and Revenues \$000				Service Level & Source	Notes
<p><b>Park-based Planning &amp; Advising</b> Advise on the potential impacts on development proposals on parks requirements, investments, and operation; and manage and contribute to the development of plans for/involving parks.</p>	Employee Related	44.4	User Fees		At standard as a required service	<p><b>Service Type - Required</b></p> <p><b>Indicators</b></p> <ul style="list-style-type: none"> <li>- Initiated community outreach re homelessness in response to homeless sheltering in parks.</li> <li>- Worked on 7 policies, and updating 1 manual</li> <li>- Supported 2 advisory committees as well as Future Oxford and Community Oxford.</li> </ul> <p><b>Opportunities</b></p> <p><i>Potential opportunities (see project report for details) include:</i></p> <p>Take steps to update the <i>2011 Tillsonburg Community Parks -Recreation-Cultural Strategic Master Plan.</i></p>
	Services		Grants			
	Materials		Other Revenue			
	Other		Tax Levy	44.4		
	Total	44.4	Total	44.4	<p><b>Benchmarks</b></p> <p>Insufficient data to benchmark levy per capita.</p>	
	<p><b>Delivery Approach</b></p> <p>This is time-sensitive and quality-sensitive service to council, to citizens and organizations wishing to develop, and to all citizens whose access to – and need to pay for - parks may be positively or negatively affected. The service is provided by senior RCP management.</p>		<p><b>Revenue Model</b></p> <p>N/A. (The Town collects fees for planning and zoning applications, but revenues go to the Planning department, which lacks the expertise to assess impacts on – and potentially negotiate improvements – to parks, trails, as well as Recreational programs and facilities.)</p>			

Note: Financial and service level information for 2019 was provided to Clarico by Tillsonburg.

# Sub Service Profile – Park Capital Improvement Project Management

Name and Description	2019 Costs and Revenues \$000				Service Level	Notes
<b>Park Capital Improvement Project Management</b> Provide project management for capital improvement projects associated with Parks.	Employee Related	40.3	User Fees		At standard as a required service	<b>Service Type - Required</b>  <b>Indicators</b> - Managed 6 park capital improvement projects  <b>Opportunities</b>  <i>Potential opportunities (see project report for details) include:</i>  Because the workload associated with project management has increased across RCP there is a need to review the associated resources.
	Services		Grants			
	Materials		Other Revenue			
	Other		Tax Levy	40.3		
	Total	40.3	Total	40.3		
	<b>Delivery Approach</b>  This is time-sensitive and quality-sensitive service to council, provided by senior RCP management.  On a case-by-case basis contracts are issued for in-depth engineering, planning, and consulting services.	<b>Revenue Model</b>  When possible the Town avails itself of grants or other external funds to help pay for expenses associated with park capital improvement projects.	<b>Benchmarks</b>  Insufficient data to benchmark levy per capita.			

Note: Financial and service level information for 2019 was provided to Clarico by Tillsonburg.

# Service Profile – Cemeteries

## Service Overview

Contracted and employee-provided cemetery services include family consultation, sale of lots, sale and provision of columbaria niches and monument foundations, interments, grounds maintenance, and mandatory recordkeeping.

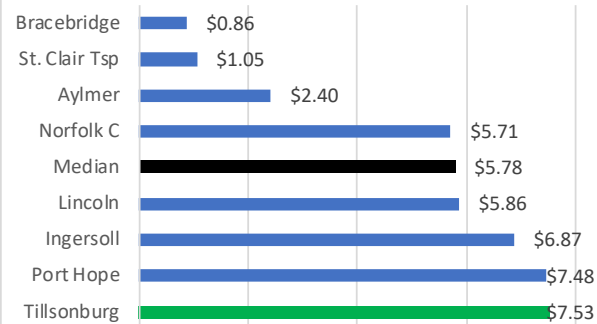
### 2019 Preliminary Financials

Revenue	\$000	%
User fees	133.6	43%
Grants	0.0	0%
Other	6.5	2%
<b>Total Revenue</b>	<b>140.1</b>	<b>45%</b>
<b>Operating Expenses</b>		
Employee-rel	163.9	52%
Services	21.2	7%
Materials	16.3	5%
Other	112.0	36%
<b>Total Cost</b>	<b>313.4</b>	<b>100%</b>
<b>Net Levy</b>	<b>173.3</b>	<b>55%</b>

### Service Value

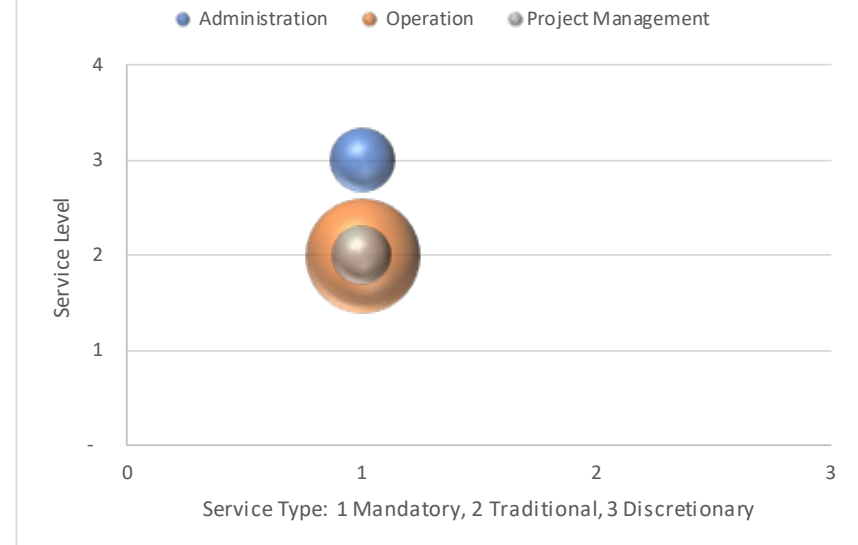
Ontario municipalities are required by law to maintain cemeteries within their boundaries which are not being maintained by others.

### Cemetery Net Levy/capita



Source: Ontario's Financial Information Return system; 2018 operations

### Cemetery Sub Services



### 2019 Staffing

Category	FTE*
Full Time	1.4
Part Time	0.5
Seasonal	0.3

\*Full Time Equivalent (FTE) time worked.

Note: Financial and service level information for 2019 was provided to Clarico by Tillsonburg.



## Sub Service Profile – Cemetery Administration

Name and Description	2019 Operating Costs and Revenues \$000				Service Level	Notes
<b>Cemetery Administration</b>  Sell lots, niches and memorials; provide customer service for individuals, families, and funeral homes; register sales and use, this to be in compliance with Provincial laws.	Employee Related	33.7	User Fees	32.3	Above standard based on office hours.	<b>Service Type – Required</b>  <b>Indicators</b> - The reception centre is open Monday-Friday from 9 to 1, excepting holidays. - “Calls returned within 24 hours” is the service level target for phone messages received. - There are approximately 140 interments per year.  <b>Opportunities</b> <i>Potential opportunities (see project report for details) include:</i>  There are opportunities to divert enquiries by providing more information on the web site, including current pricing.  There is an opportunity to review pricing and the amounts paid by non-residents.
	Services	8.5	Grants			
	Materials		Other Revenue	6.5		
	Other Costs	24.4	Tax Levy	27.9		
	Total	66.6	Total	66.6		
	<b>Delivery Approach</b>  RCP's <i>Parks &amp; Facilities'</i> permanent part-time Cemetery Registrar provides this service from an onsite Visitor Centre. Back up is provided by the cemetery operator.  According to the web site “ <i>Cemetery staff can search cemetery records and assist you in finding grave locations.</i> ”  While the Town web site provides general information, office hours, and a phone number, it does not support the initiation of transactions. The web site does not even show prices (apparently due to inability to update pricing in a timely way after the annual prices changes).  Special-purpose Stone Orchard software is utilized to track lot and niche ownership and use.		<b>Revenue Model</b>  Lot and columbarium prices have been set at levels intended to cover current and future costs, as regulated by provincial legislation and Ontario Regulation 30/11.  Management periodically compares their prices with that of other cemeteries nearby and further afield.		<b>Benchmarks</b>  Insufficient data to benchmark levy per capita at the sub service level.	

Note: Financial and service level information for 2019 was provided to Clarico by Tillsonburg.

## Sub Service Profile – Operate Cemetery

Sub-service Name and Description	2019 Costs and Revenues \$000				Service Level	Notes
<p><b>Operate Cemetery</b></p> <p>Maintain the properties, support internments. Responsible for cemetery-owned flowerbeds, benches, and trees.</p> <p><b>Comments</b> Cemetery operation and the condition of individual grave sites is a matter of great interest and concern for the public, so changes to quality of care require careful public consultation.</p>	Employee Related	109.0	User Fees	101.3	At standard as a required service	<p><b>Service Type – Essential</b></p> <p><b>Indicators</b></p> <ul style="list-style-type: none"> <li>- 8.9 Hectares of active cemetery</li> <li>- 0.4 hectares of non active cemetery</li> <li>- approximately 140 internments per year</li> <li>- Summer grass cutting cycle is 2 weeks.</li> </ul> <p><b>Opportunities</b> <i>Potential opportunities (see project report for details) include:</i></p> <p>As per notes regarding Cemetery Administration, there is an opportunity to review pricing and the amounts paid by non-residents.</p> <p>There is also an opportunity to consider utilizing contractors to do a larger proportion of the digging.</p>
	Services	12.7	Grants			
	Materials	16.3	Other Revenue			
	Other	71.3	Tax Levy	107.9		
	Total	209.3	Total	209.3		
	<p><b>Delivery Approach</b></p> <p>Services provided in-house by RCP's <i>Parks &amp; Facilities</i> team: grass, leaf, snow management, grave digging except when ground is frozen beyond the capability of their equipment, and plot preparation/restoration. They also tend cemetery flowerbeds, and undertake some equipment maintenance.</p> <p>Funeral home operators provide internments. Hard winter digging is done by subcontractor.</p>	<p><b>Revenue Model</b></p> <p>Lot and columbarium prices are set at levels intended to cover current and future costs, as regulated by provincial legislation and Ontario Regulation 30/11.</p> <p>Management periodically compares their prices with that of other cemeteries nearby and further afield.</p> <p>Prices charged to funeral homes for weekend operation are set on a cost-recovery basis.</p>	<p><b>Benchmarks</b></p> <p>Insufficient data to benchmark levy per capita at the sub service level.</p>			

Note: Financial and service level information for 2019 was provided to Clarico by Tillsonburg.

# Sub Service Profile – Cemetery Capital Improvement Project Management

Name and Description	2019 Costs and Revenues \$000				Service Level	Notes
<p><b>Cemetery Capital Improvement Project Management</b></p> <p>Provide project management for capital improvement projects associated with cemeteries.</p>	Employee Related	21.2	User Fees		<p>At standard as a required service</p>	<p><b>Service Type – Required</b></p> <p><b>Indicators</b></p> <p>2019 projects managed included a facilities condition assessment, and acquisition of a new columbarium.</p>
	Services		Grants			
	Materials		Other Revenue			
	Other	7.1	Tax Levy	28.3		
	Total	28.3	Total	28.3		
	<b>Delivery Approach</b>		<b>Revenue Model</b>		<b>Benchmarks</b>	<b>Opportunities</b>
<p>Senior members of RCP's <i>Parks &amp; Facilities</i> team provide and oversees this service for the CAO and Council.</p>		<p>n/a</p>		<p>Insufficient data to benchmark levy per capita at the sub service level.</p>	<p><i>Potential opportunities (see project report for details) include:</i></p> <p>Because the workload associated with project management has increased across RCP there is a need to review the associated resources.</p>	

Note: Financial and service level information for 2019 was provided to Clarico by Tillsonburg.

# Service Profile – Recreation

## Service Overview

Operates recreational facilities including indoor and outdoor pools, arenas and skating rinks (except outdoor natural rinks), community centers and halls, seniors centre, gymnasiums and fitness centres. Plans, publicizes, processes registrations, and oversees delivery of recreation programs such as aquatics and fitness to adults, children, youth, seniors, and sport leagues. Children's programs include day camps.

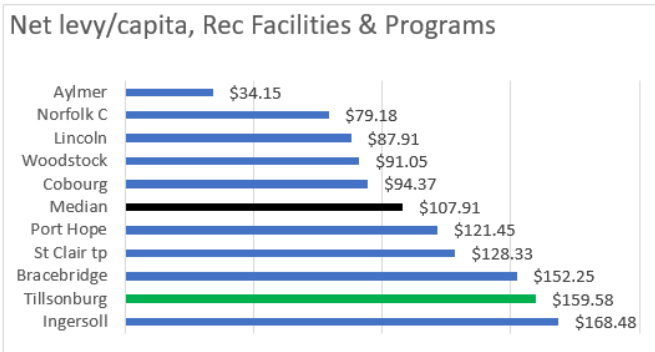
2019 Preliminary Financials		
Revenue	\$000	%
User fees	1,341.4	33%
Grants	42.7	1%
Other	30.0	1%
<b>Total Revenue</b>	<b>1,414.1</b>	<b>35%</b>
Operating Expenses		
Employee-rela	2,223.2	55%
Services	301.4	7%
Materials	144.6	4%
Other	1,389.3	34%
<b>Total Cost</b>	<b>4,058.5</b>	<b>100%</b>
<b>Net Levy</b>	<b>2,644.4</b>	<b>65%</b>

2019 Staffing	
Category	FTE*
Full Time	22.1
Part Time/Seasonal	12.4

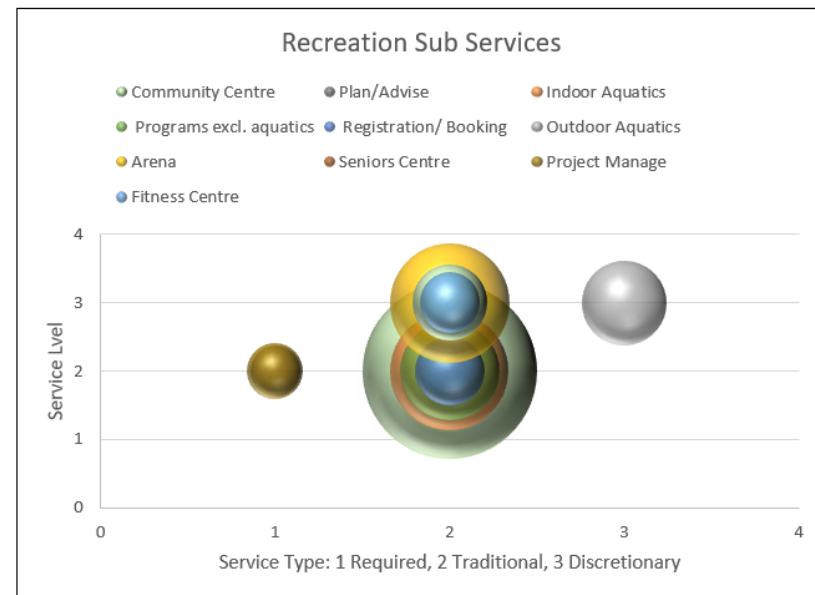
\*Full Time Equivalent (FTE) time worked.

**Service Value**

Municipal recreation programs and facilities help citizens live healthier and happier lives, learn about cooperation and competition, and broaden/deepen community connections. They support the local economy by attracting residents and shoppers. They support the inclusion of newcomers and disadvantaged groups.



Source: Ontario's Financial Information Return system; 2018 operations



Note: Financial and service level information for 2019 was provided to Clarico by Tillsonburg.

## Sub Service Profile – Provide Recreation Programs

Name and Description	2019 Operating Costs and Revenues \$000				Service Level	Notes
<p><b>Provide Recreation Programs excluding aquatics</b> Plan, publicize, and oversee delivery of recreation programs including day camps but excluding aquatics.</p>	Employee Related	266.5	User Fees	185.3	<p>At Standard</p>	<p><b>Service Type – Traditional</b></p> <p><b>Indicators</b></p> <p>81 Titles were provided, including:</p> <ul style="list-style-type: none"> <li>• youth - 32</li> <li>• Dance/gymnastics - 31</li> <li>• bus trips - 7</li> <li>• Certificate programs - 7</li> <li>• Adult programs - 4</li> </ul> <p>163.5 course hours were provided. 968 participants took part. 230 hours of drop in activities were provided (4 programs), with participation by 3481. 2453 children and youth participated in March Break, PA day, and Summer Camps.</p> <p><b>Opportunities</b> <i>Potential opportunities (see project report for details) include:</i></p> <p>Considering different fee levels for residents and non-residents, reflecting that residents also provide financial support through the local levy.</p> <p>Moving to all-electronic course catalogues.</p>
	Services		Grants			
	Materials	58.5	Other Revenue	20.0		
	Other Costs	133.5	Tax Levy	253.2		
	Total	458.5	Total	458.5		
	<p><b>Delivery Approach</b> RCP's Recreation Programs team provides this service using a core of FT and long-term PT staff to manage and oversee programs, and as-needed PT staff to deliver many rec programs. Summer students are used for summer camp.</p> <p>Activities offered are reviewed every season as new offerings are considered and offerings attracting fewer participants are scaled back.</p> <p>Soccer and karate are provided by arms-length organizations.</p>		<p><b>Revenue Model</b> For adult programs, activity prices are set at levels intended to generally cover variable costs and provide similar price levels as nearby municipalities.</p> <p>Youth programs are priced to contribute to but not necessarily cover program costs.</p> <p>Individuals and families can request financial assistance; town staff participate in fund-raising initiatives that cover the cost of the assistance provided. Use of staff's paid and personal time for this purpose needs to be periodically reviewed to ensure net value is positive.</p>		<p><b>Benchmarks</b></p> <p>Per capita spending on recreational programs was above the median for comparator municipalities, reflecting the Town's role as a regional service provider</p>	

Note: Financial and service level information for 2019 was provided to Clarico by Tillsonburg.

## Sub Service Profile – Registration and Facilities Booking

Sub-service Name and Description	2019 Costs and Revenues \$000				Service Level	Notes
<b>Registration and Facilities Booking</b> Provide registration service, and facilities booking service.	Employee Related	114.7	User Fees		At standard	<b>Service Type – Traditional</b>  <b>Indicators</b> - 4358 in-person registrations - 1282 online registrations - 725 room rentals - 63 pool rentals - 130 rink hours booked  <b>Opportunities</b> <i>Potential opportunities (see project report for details) include:</i>  Consider charging a small convenience fee for online booking – and giving online bookers a head start.
	Services		Grants			
	Materials		Other Revenue			
	Other	14.5	Tax Levy	129.2		
	Total	129.2	Total	129.2		
<b>Comments</b>	<b>Delivery Approach</b> RCP's <i>Recreation Programs</i> team offers on-line, telephone, and in-person registration and facilities booking.  The on-line registration system is a made-for-purpose system, but is incurring some functionality issues such as problems with automated links to the financial system, and absence of insightful reports.		<b>Revenue Model</b> For analytical purposes funds coming in are attributed to the activities and facilities being paid for.  However, when fee levels are established for recreation activities and for facility use it will be important to include a cost for the booking/registration activity.		<b>Benchmarks</b>  No specific comparators were available for this service.	

Note: Financial and service level information for 2019 was provided to Clarico by Tillsonburg.

## Sub Service Profile – Indoor Pool Physical Operation

Name and Description	2019 Costs and Revenues \$000				Service Level	Notes
<b>Indoor Pool Physical Operation</b> Manage water cleaning, heating, and circulatory equipment.	Employee Related	57.5	User Fees	100.3	At standard	<b>Service Type – Traditional</b>  <b>Indicators</b> One 25 metre pool provides 6 lanes of lane swimming. Open 92.25 hours per week Sept to Father's Day, with reduced hours while the Lake Lisgar Waterpark is open.
	Services	64.0	Grants			
	Materials	13.1	Other Revenue			
	Other	100.0	Tax Levy	134.3		
	Total	234.6	Total	234.6		
<b>Delivery Approach</b> RCP's <i>Operations</i> team is responsible for the physical plant at Tillsonburg Community Centre, which houses the indoor pool, the arena with 2 ½ ice pads, a Health Club, and a Seniors Centre.  The pool circulation, heating, and cleaning systems are physically inspected by a qualified operator every other hour while the pool is operating.	<b>Revenue Model</b> N/A. For analytical purposes these services are treated as a fixed cost. Arena-related revenues are credited to the <i>Indoor Aquatics</i> sub service.  When fees are set it is important to include the cost of operating the physical plant along with the other aquatics costs to understand expected average cost per swimmer and swim student.	<b>Benchmarks</b>  .71 Sq M of indoor rec facilities including pools and arenas /capita (Median is .58)	<b>Opportunities</b> <i>Potential opportunities (see project report for details) include:</i>  Explore more modern pool water-processing systems.			

Note: Financial and service level information for 2019 was provided to Clarico by Tillsonburg.

## Sub Service Profile – Indoor Aquatics

Name and Description	2019 Costs and Revenues \$000				Service Level	Notes
<b>Indoor Aquatics</b> Provide lifeguarding, swim and Aquafit training, and security desk operation for indoor pool.	Employee Related	417.4	At standard	188.2	At Standard	<b>Service Type – Traditional</b>  <b>Indicators</b> - 74.75 hours of weekly aquatics programming is provided Sept to Father's Day, with reduced hours while the Lake Lisgar Waterpark is open during June to August. - 44.5 hours of swimming instruction is provided weekly Sept to Father's Day, with reduced hours while the Lake Lisgar Waterpark is open. - 3677 swim students were registered - 803 Aquafit sessions were held, with 10,349 participants  <b>Opportunities</b>  <i>Potential opportunities (see project report for details) include:</i>  Considering different fee levels for residents and non-residents, reflecting that residents also provide financial support through the local levy.
	Services		Grants			
	Materials	20.0	Other Revenue			
	Other	3.0	Tax Levy	252.2		
	Total	440.4	Total	440.4		
	<b>Delivery Approach</b> RCP's <i>Recreation Programs</i> team provides this service, mainly using PT and summer staff for instruction and life-guarding.	<b>Revenue Model</b> For adult programs, activity prices are set at levels intended to generally cover variable costs and provide similar price levels as nearby municipalities.  Youth programs are priced to contribute to but not necessarily cover program costs.  Individuals and families can request financial assistance; town staff participate in fund-raising initiatives that cover the cost of the assistance provided. Use of staff's paid and personal time for this purpose needs to be periodically reviewed to ensure net value is positive.	<b>Benchmarks</b>  .71 Sq M of indoor rec facilities including pools and arenas /capita (Median is .58)			

Note: Financial and service level information for 2019 was provided to Clarico by Tillsonburg.



## Sub Service Profile – Outdoor Aquatics/Lake Lisgar Waterpark

Name and Description	2019 Costs and Revenues \$000				Service Level	Notes
<b>Outdoor Aquatics</b> Operate outdoor pools, including lifeguarding.	Employee Related	221.3	User Fees	70.0	Above standard	<b>Service Type – Discretionary</b>  <b>Indicators</b> - 553 hours of service were provided - 15,511 visitors paid admission - Trip Advisor ratings averaged to 4 out of 5, based on 39 reviews (accessed Feb 9 2020)
	Services	1.0	Grants			
	Materials	13.0	Other Revenue			
	Other	33.1	Tax Levy	198.4		
	Total	268.4	Total	268.4		
	<b>Delivery Approach</b> RCP's Recreation Programs team looks after admissions, lifeguarding, and daily operation of the attraction.  RCP's Operations team assists with preparing Lake Lisgar for its annual opening on Father's Day, and for the seasonal put away after Labour Day.  The Facilities team is responsible for cleaning.  While Lake Lisgar is open, hours at the indoor pool at Tillsonburg's Community Centre are scaled back to allow Recreation team staff to focus on the outdoor centre. Summer Students and Part Time staff are used to operate and supervise the waterpark.		<b>Revenue Model</b> Admission prices are set at historical levels, adjusted over time to reflect inflation.  When the stairway to the waterslide was determined to be unsafe and the slide was taken out of service, prices were lowered to reflect the reduced functionality.  Cost per visitor in 2019 was over \$17.00, with the user paying roughly 25% of this amount.		<b>Benchmarks</b>  Service level is rated above standard as most municipalities do not provide waterparks.	<b>Opportunities</b>  <i>Potential opportunities (see project report for details) include:</i>  Explore a range of options to attract visitors and generate additional revenue, in order to improve financial viability.  Review the current format on an annual basis.  Develop longer term plans that feature a range of uses for the site.

Note: Financial and service level information for 2019 was provided to Clarico by Tillsonburg.

## Sub Service Profile – Arena Physical Plant

Name and Description	2019 Costs and Revenues \$000				Service Level	Notes
<b>Arena Physical Plant</b> Manage icemaking plant; mark ice; maintain ice surface.	Employee Related	431.4	User Fees	412.2	Above standard	<b>Service Type – Traditional</b>  <b>Indicators</b> - Two pads provide 130 hours per week - 238 hours of public skating during 2019; 2126 skaters - Mini practice pad also provided  <b>Opportunities</b> <i>Potential opportunities (see project report for details) include:</i>  Consider central storage location for the back up Ice Surfacers.
	Services	27.5	Grants			
	Materials	15.5	Other Revenue	10.0		
	Other	262.9	Tax Levy	315.0		
	Total	737.3	Total	737.3		
	<b>Delivery Approach</b> RCP's Operations team is responsible for the physical plant at Tillsonburg Community Centre, which houses the indoor pool, the arena with 2 ½ ice pads, a Health Club, and a Seniors Centre.  As required by Ontario's regulators, when the ice plant is operating at full capacity it is checked at opening and every two hours by qualified operators.  Overnight the plant usually can be operated using just 2 of the 3 refrigeration units, eliminating the need for onsite staff.	<b>Revenue Model</b>  N/A. For analytical purposes these services are treated as a fixed cost. Arena-related revenues are credited to the <i>Arena customer service</i> sub service.  However physical plant operating costs do need to be considered when setting fees.	<b>Benchmarks</b>  .13 ice pads/1000 population (median .09)			

Note: Financial and service level information for 2019 was provided to Clarico by Tillsonburg.

## Sub Service Profile – Arena Customer Service

Name and Description	2019 Costs and Revenues \$000				Service Level	Notes
<b>Arena Customer Service</b> Staffed arena customer service desk, providing customer information.	Employee Related	183.8	User Fees	102.8	Above standard	<b>Service Type – Required</b>  <b>Indicators</b> - 238 hours of public skating during 2019; 2126 skaters - Spectators estimated at 226,000  <b>Opportunities</b> <i>Potential opportunities (see project report for details) include:</i> Continue to upgrade security camera and alarm systems.
	Services		Grants			
	Materials		Other Revenue			
	Other		Tax Levy	81.0		
	Total	183.8	Total	183.8		
	<b>Delivery Approach</b> RCP's <i>Recreation Programs</i> team provides this service using a core of FT and long-term PT staff to manage and oversee, and as-needed PT staff for supervising the Tillsonburg Community Centre including Arena customer service desk.	<b>Revenue Model</b>  User and spectator admission prices and arena booking fees are set at levels intended to generally cover operating costs and to be comparable with prices in nearby municipalities.	<b>Benchmarks</b>  .13 ice pads/1000 population (median .09)			

Note: Financial and service level information for 2019 was provided to Clarico by Tillsonburg.

## Sub Service Profile – Operate Fitness Centre

Name and Description	2019 Costs and Revenues \$000				Service Level	Notes
<b>Operate Fitness Centre</b> Manage admissions and provide customer service.	Employee Related	238.3	User Fees	201.9	Above standard	<b>Service Type – Traditional</b>  <b>Indicators</b> - The Health Club is open 92.5 hours a week for 51 weeks a year, i.e. 4496 hours. - Usage was by a pass or on a membership basis. - The club was used 18,636 times.  <b>Opportunities</b> <i>Potential opportunities (see project report for details) include:</i>  Explore potential for remotely monitoring the entry desk.  Explore collaborating with a private operator to reduce the required levy.
	Services		Grants			
	Materials	17.5	Other Revenue			
	Other	45.4	Tax Levy	99.3		
	Total	301.2	Total	301.2		
	<b>Delivery Approach</b> RCP's <i>Recreation Programs</i> team provides this service using a core of FT and long-term PT staff to manage and oversee, and as-needed PT staff for providing access to and oversight of the Health Club facility at the Tillsonburg Community Centre.	<b>Revenue Model</b> Fitness club fees are set at levels intended to generally cover operating costs and to be comparable with prices in nearby municipalities.  Some discounts are offered e.g. for a family with two adults buying an annual family pass any students or youth would essentially be free.  Cost per use in 2019 was about \$16.00, with the user paying roughly 2/3 of this amount.	<b>Benchmarks</b>  Several of the comparator communities do not operate fitness centres.			

Note: Financial and service level information for 2019 was provided to Clarico by Tillsonburg.

## Sub Service Profile – Provide Community Centre

Name and Description	2019 Costs and Revenues \$000				Service Level	Notes
<p><b>Provide Community Centre</b> Provide safe, supervised access to a community centre.</p>	Employee Related	97.8	User Fees	80.7	Judged to be at standard	<p><b>Service Type – Traditional</b></p> <p><b>Indicators</b></p> <ul style="list-style-type: none"> <li>- The Tillsonburg Community Centre is open 70 hours/week.</li> <li>- It offers 6 rentable spaces, one with kitchen.</li> </ul> <p><b>Opportunities</b></p> <p><i>Potential opportunities (see project report for details) include:</i></p> <p>Consider renovating the Hardy St. Steps and installing a ramp.</p>
	Services	136.9	Grants			
	Materials	5.0	Other Revenue			
	Other	697.5	Tax Levy	856.5		
	Total	937.2	Total	937.2		
	<p><b>Delivery Approach</b> The <i>Recreation</i> team uses a core of FT and long-term PT staff to manage and oversee, and as-needed PT staff for providing access to and oversight of the Tillsonburg Community Centre, which houses 6 rentable spaces.</p> <p>The <i>Facilities</i> team is responsible for building cleaning and maintenance.</p>	<p><b>Revenue Model</b> Community centre booking fees are set at levels intended to generally cover operating costs and to be comparable with prices in nearby municipalities.</p>	<b>Benchmarks</b>			

Note: Financial and service level information for 2019 was provided to Clarico by Tillsonburg.

## Sub Service Profile – Provide Seniors Centre

Name and Description	2019 Costs and Revenues \$000				Service Level	Notes
<p><b>Provide Seniors Centre</b> Provide a seniors' centre.</p> <p><b>Comment</b> 1. Age for access to seniors' facilities varies by municipality, ranging from 45 in Bracebridge to 55, with 50 and 55 the usual cut-off. 2. Annual membership fees range from \$10 in Lincoln to \$145 in Woodstock.</p>	Employee Related	42.3	Above standard		Above standard	<p><b>Service Type – Traditional</b></p> <p><b>Indicators</b></p> <ul style="list-style-type: none"> <li>- Tillsonburg has an active, member-run Senior Centre.</li> <li>- The centre offers more than 30 programs, plus game and hobby facilities.</li> <li>- It is open Monday-Friday from 8:30 to 4PM with some evening programs.</li> <li>- Membership fee is \$40 per year; membership is open to those aged 50 and above.</li> </ul> <p><b>Opportunities</b></p> <p><i>Potential opportunities (see project report for details) include:</i></p> <p>As this is an important service and town population is growing, review services provided in the next planning cycle.</p>
	Services	72.0	Grants	42.7		
	Materials	2.0	Other Revenue			
	Other	81.0	Tax Levy	154.6		
	Total	197.3	Total	197.3		
	<p><b>Delivery Approach</b> The <i>Facilities</i> team is responsible for building cleaning and maintenance.</p> <p>Both <i>Facilities</i> and <i>Operations</i> support use of booked areas by setting up/putting away chairs and tables.</p>	<p><b>Revenue Model</b> The Seniors' Centre receives sole access to the facility, plus services including maintenance, repairs, cleaning, and set up/put away service, at no cost.</p>	<p><b>Benchmarks</b></p> <p>Several of the comparator communities do not provide seniors centres.</p>			

Note: Financial and service level information for 2019 was provided to Clarico by Tillsonburg.

# Sub Service Profile – Recreation Planning & Advising

Name and Description	2019 Costs and Revenues \$000				Service Level	Notes
<p><b>Recreation Planning &amp; Advising</b> Advise on the potential impacts on development proposals on recreational requirements, investments, and operation; and manage and contribute to the development of plans for/involving recreation.</p>	Employee Related	68.2	User Fees		At standard as a required service	<p><b>Service Type – Required</b></p> <p><b>Indicators</b> One plan was developed/reviewed during the year.</p> <p><b>Opportunities</b> <i>Potential opportunities (see project report for details) include:</i> Take steps to update the 2011 Master Plan, given its age.</p>
	Services		Grants			
	Materials		Other Revenue			
	Other		Tax Levy	68.2		
	Total	68.2	Total	68.2		
	<p><b>Delivery Approach</b> Recreation planning and advising is provided by senior staff including the Recreation Programs and Services Manager and the Director of Recreation, Culture &amp; Parks.  On a case-by-case basis contracts may from time to time be issued for planning and advising services.</p>	<p><b>Revenue Model</b> When possible the Town avails itself of grants or other external funds to help pay for expenses associated with recreation planning and advising.  Beyond this there is no revenue source other than the Tax Levy.</p>	<p><b>Benchmarks</b> Project value/1000 residents</p>			

Note: Financial and service level information for 2019 was provided to Clarico by Tillsonburg.

# Sub Service Profile – Recreation Capital Improvement Project Management

Name and Description	2019 Costs and Revenues \$000				Service Level	Notes
<p><b>Recreation Capital Improvement Project Management</b> Advise on the potential impacts on development proposals on recreational requirements, investments, and operation; and manage and contribute to the development of plans for/involving recreation.</p>	Employee Related	84.2	User Fees		At standard as a required service	<p><b>Service Type – Required</b></p> <p><b>Indicators</b></p> <p>9 projects were started, underway, or completed during 2019.</p> <p><b>Opportunities</b></p> <p><i>Potential opportunities (see project report for details) include:</i></p> <p>Because the workload associated with project management has increased across RCP there is a need to review the associated resources.</p>
	Services		Grants			
	Materials		Other Revenue			
	Other		Tax Levy	84.2		
	Total	84.2	Total	84.2		
	<p><b>Delivery Approach</b> Recreation capital improvement project management is provided by senior staff including the Recreation Programs and Services Manager and the Director of Recreation, Culture &amp; Parks.</p>	<p><b>Revenue Model</b> When possible the Town avails itself of grants or other external funds to help pay for expenses associated with recreation capital improvement projects, and this could in principle extend to part of the costs of project management.</p>	<p><b>Benchmarks</b></p>			

Note: Financial and service level information for 2019 was provided to Clarico by Tillsonburg.



# Service Profile – Museum, Heritage, and Tourist Information

## Service Overview

This service involves managing and providing access to the nationally-recognized Annandale Historical Site; collecting, preserving, researching, exhibiting and interpreting information and artifacts depicting the history of Tillsonburg; and informing visitors and residents about other local activities and attractions.

### 2019 Preliminary Financials

Revenue	\$000	%
User fees	67.5	15%
Grants	21.4	5%
Other	24.5	5%
<b>Total Revenue</b>	<b>113.4</b>	<b>25%</b>
<b>Operating Expenses</b>		
Employee-related	315.8	68%
Services	55.0	12%
Materials	13.5	3%
Other	78.0	17%
<b>Total Cost</b>	<b>462.3</b>	<b>100%</b>
<b>Net Levy</b>	<b>348.9</b>	<b>75%</b>

### 2019 Staffing

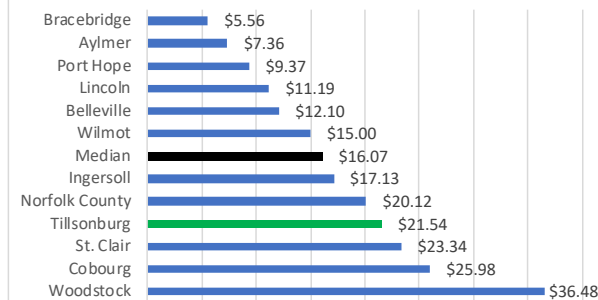
Category	FTE*
Full Time	3.3
Part Time	0.1
Seasonal	0.6

\*Full Time Equivalent (FTE) time worked.

### Service Value

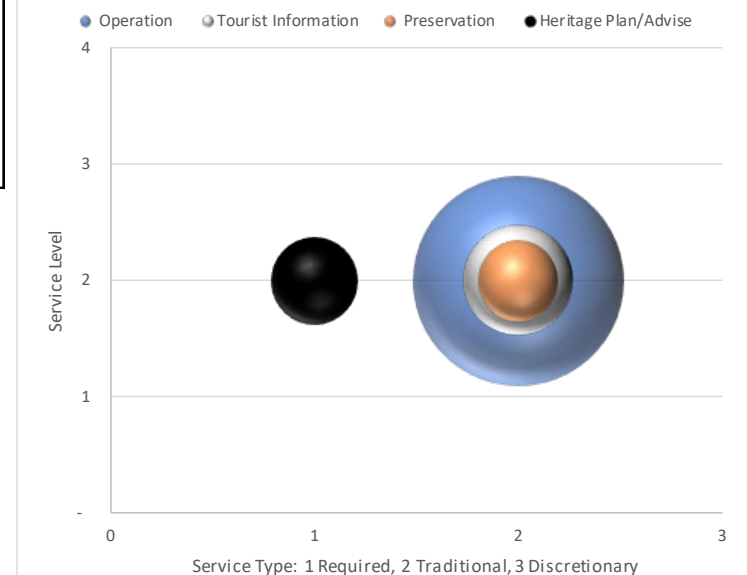
Supports the local economy by attracting tourists and new residents. Is a cultural resource and gathering place for local residents. Provides exhibition space and a sales outlet for local artisans, supporting fundraising for community groups. Provides valuable learning experiences for school classes.

### Museum & Culture Net levy/capita



Source: Ontario's Financial Information Return system; 2018 operations

### Museum Sub Services



Note: Financial and service level information for 2019 was provided to Clarico by Tillsonburg.

## Sub Service Profile – Operate Museum

Name and Description	2019 Operating Costs and Revenues \$000				Service Level	Notes
<p><b>Operate Museum</b> Provide regularly scheduled and appointment-based access to a museum. This includes providing special events hosted at the museum.</p> <p><b>Comment</b> Tillsonburg has a rich social, cultural, and business history which helps to build its brand with residents, visitors, and investors. The Tillsonburg and District Historical Society supports the work of Annandale House with guidance, volunteering, participation, and fundraising events.</p>	Employee Related	180	User Fees	15	Rated At Standard, as no valid service-level comparison was identified.	<p><b>Service Type – Traditional</b></p> <p><b>Indicators</b> The Annandale National Historic Site museum is open 38 hours/week, year round. The museum was open to the public on 319 days during 2019.</p> <p>43 Special events designed to inform and involve participants were developed and offered to the public.</p> <p>Visit statistics include:</p> <ul style="list-style-type: none"> <li>• 2935 paid visits</li> <li>• 6734 free/by donation visits</li> </ul> <p><b>Opportunities</b></p> <p><i>Potential opportunities (see project report for details) include:</i></p> <p>Continue to seek effective outreach opportunities, and to expand the use of web-based tools.</p>
	Services	15	Grants	20		
	Materials	12	Other Revenue	24		
	Other Costs	65	Tax Levy	213		
	Total	272	Total	272		
	<p><b>Delivery Approach</b> Given the specialized knowledge and abilities required, the <i>Culture &amp; Heritage</i> team consists of three FT and one long-term PT staff. Two summer students are brought on to help with the summer busy season.</p> <p>Museum operation provides the prime focus of a Culture and Heritage Programs Coordinator, a long-term PT staff person, and one of the team's two summer students.</p> <p>Most visits begin with introductory information, continue with a self-guided tour of the House, and end with an opportunity to ask staff questions.</p> <p>Team staff maintain an active and up-to date Annandale Facebook page and twitter account, and publish periodic printed and email newsletters to maintain contact with interested members of the public.</p> <p>Volunteers participate in preparing for and holding special events and exhibits.</p>	<p><b>Revenue Model</b> Admission and event prices are set at levels intended to contribute towards operating costs and to yet to be affordable by local and tourist visitors.</p> <p>Members of the non-profit Tillsonburg and District Historical Society gain unlimited free admission to Annandale [House] National Historic Site, and provide a significant annual donation that helps further the museum's work.</p>	<p><b>Benchmarks</b> There is insufficient data to benchmark levy per capita related only to operate museum.</p> <p>Net levy per capita for museum, culture and heritage was \$21.54, 34% above the median for comparator towns.</p>			

Note: Financial and service level information for 2019 was provided to Clarico by Tillsonburg.

## Sub Service Profile – Heritage Preservation

Sub-service Name and Description	2019 Costs and Revenues \$000				Service Level	Notes
<b>Heritage Preservation</b> Solicit, screen, collect, document, preserve, store, publicize, share, and de-access heritage objects and information.	Employee Related	83	User Fees	53	Rated At Standard, as no valid service-level comparison was identified.	<b>Service Type – Traditional</b>  <b>Indicators</b> - 547 objects were offered for donation during 2019. - 50 heritage enquiries were addressed. - 247 were added to the collection. - At year end the collection size was 22,000 objects.  <b>Opportunities</b>  <i>Potential opportunities (see project report for details) include:</i>  Continue efforts to bring more of the collection – and more knowledge of local history – to a broader section of the community.
	Services		Grants	1		
	Materials	15	Other Revenue			
	Other	1	Tax Levy	32		
	Total	86	Total	86		
	<b>Delivery Approach</b> Given the specialized knowledge and abilities required, the Culture & Heritage team consists of three FT and one long-term PT staff. Two summer students are brought on to help with the summer busy season.  Heritage preservation is the primary focus of the team's Collections and Exhibitions Specialist.  Volunteers participate in logging items from the collection into the special purpose collection management system.	<b>Revenue Model</b> No fees or grants are received for providing this service. Members of the non-profit Tillsonburg and District Historical Society gain unlimited free admission to Annandale [House] National Historic Site, and provide a significant annual donation that helps further the museum's work.	<b>Benchmarks</b>  Insufficient data to benchmark levy per capita related only to heritage preservation.			

Note: Financial and service level information for 2019 was provided to Clarico by Tillsonburg.

## Sub Service Profile – Heritage Planning and Advising

Name and Description	2019 Costs and Revenues \$000				Service Level	Notes
<p><b>Heritage Planning and Advising</b> Advise on the potential impacts on development proposals on heritage. Manage and contribute to the development of plans for/involving heritage.</p>	Employee Related	37	User Fees		At standard as a required service	<p><b>Service Type – Essential</b></p> <p><b>Indicators</b> This task formed a relatively small part of the workload of the Culture &amp; Heritage Manager/Curator during 2019.</p>
	Services		Grants			
	Materials		Other Revenue			
	Other		Tax Levy	37		
	Total	37	Total	37	<b>Benchmarks</b>	<p><b>Opportunities</b> <i>Potential opportunities (see project report for details) include:</i></p> <p>It would be beneficial for development of a Museum and Heritage Plan proceed, to provide a renewed or reconfirmed mandate for the important work being done.</p>
	<b>Delivery Approach</b>		<b>Revenue Model</b>			
<p>Given the specialized knowledge and abilities required, the <i>Culture &amp; Heritage</i> team consists of three FT and one long-term PT staff, plus 2 summer students.</p> <p>Limited attention was given to heritage planning and advising during 2019, but there is a desire to begin work on a Museum and Heritage Plan during 2020.</p>		<p>No fees or grants are received for providing this service.</p>		<p>Insufficient data to benchmark levy per capita related only to heritage planning and advising.</p>		

Note: Financial and service level information for 2019 was provided to Clarico by Tillsonburg.

## Sub Service Profile – Operate Tourist Information Centre

Name and Description	2019 Costs and Revenues \$000				Service Level	Notes
	Employee Related	16	User Fees			
<p><b>Operate Tourist Information Centre</b></p> <p>Operate a designated Tourist Information Centre, including providing well-curated racks of information for local, regional, and provincial attractions. Provide advice and materials on request to residents and non-residents.</p> <p><b>Comments</b> Tillsonburg has two tourist information centres, one at the Station Arts Centre provided in return for use of the facility, and one operated by RCP. This means that two sets of information displays need to be managed, organized, and replenished – and that two groups need to be able to provide advice.</p>	Services		Grants		<p>Rated At Standard, as no valid service-level comparison was identified</p> <p><b>Benchmarks</b></p> <p>Insufficient data to benchmark levy per capita.</p>	<p><b>Service Type – Traditional</b></p> <p><b>Indicators</b></p> <ul style="list-style-type: none"> <li>- 1232 visitors (plus a number who purchased Museum admission) were advised in person</li> <li>- 55 phone enquiries were responded to by phone during 2019.</li> <li>- 208 tourist information packages were mailed or emailed in response to phone, mail, email, and webmail requests.</li> </ul> <p><b>Opportunities</b></p> <p><i>Potential opportunities (see project report for details) include:</i></p> <p>Use online and electronic methods to reduce the workload and costs associated with this sub service.</p>
	Materials		Other Revenue			
	Other	3	Tax Levy	19		
	Total	19	Total	19		
	<b>Delivery Approach</b>	<b>Revenue Model</b>				
<p>The RCP-operated Tourist Information Centre is located in the vestibule of Annandale House and operated by the <i>Culture &amp; Heritage</i> team as a ‘side of the desk’ item.</p> <p>During summer months one of the two summer students take the lead in answering enquiries, which include mail, email, phone, and walk-in sources. This student also looks after tidying and restocking the display of flyers, brochures, and maps in the vestibule.</p>	<p>No fees or grants are received for providing this service.</p>					

Note: Financial and service level information for 2019 was provided to Clarico by Tillsonburg.

# Service Profile – Other Responsibilities

## Service Overview

Provide property management services for non-recreation municipal facilities including planning for, overseeing and delivering capital improvements, janitorial (contract & staff delivered) service, routine building & grounds maintenance, and waste/recycling. Also planning for, overseeing, delivering, and reporting on energy conservation projects

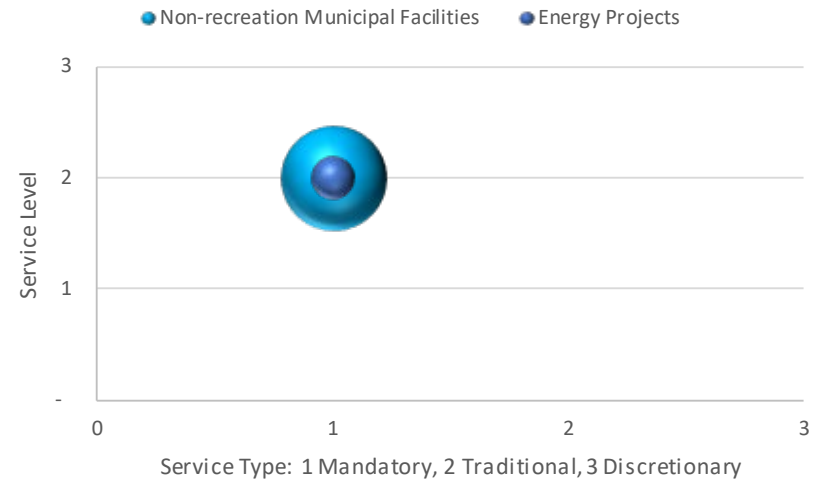
### 2019 Preliminary Financials

<u>Revenue</u>	<u>\$000</u>	<u>%</u>
User fees	0	0%
Grants	0	0%
<u>Other</u>	<u>100</u>	<u>35%</u>
<b>Total Revenue</b>	100	35%
<b><u>Operating Expenses</u></b>		
Employee-related	241.6	84%
Services	0	0%
Materials	2.5	1%
<u>Other</u>	<u>45.2</u>	<u>16%</u>
<b>Total Cost</b>	289.3	<b>100%</b>
<b>Net Levy</b>	189.3	65%

### Service Value

These essential services enable in-person access to Town services by the public, facilitates the work done by Town staff, and complies with Provincial requirements to monitor, report on, and reduce energy consumption.

### Energy Facilities Sub Services



### 2019 Staffing

<u>Category</u>	<u>FTE*</u>
Full Time	2.5
Part Time	0
Seasonal	0

\*Full Time Equivalent (FTE) time worked.

Note: Financial and service level information for 2019 was provided to Clarico by Tillsonburg.

## Sub Service Profile – Manage Energy Projects

Name and Description	2019 Operating Costs and Revenues \$000				Service Level	Notes
<p><b>Manage Energy Projects</b> Provide project management for energy improvement projects.</p> <p><b>Comment</b> The province requires that all municipalities undertake and report on this work.</p>	Employee Related	29	User Fees		At standard	<p><b>Service Type – Essential</b></p> <p><b>Indicators</b> - Eight energy projects were initiated or completed during 2010</p> <p><b>Opportunities</b> <i>Potential opportunities (see project report for details) include:</i></p> <p>Recognize the workload that these worthwhile initiatives place upon RCP</p>
	Services		Grants			
	Materials		Other Revenue			
	Other Costs		Tax Levy	29		
	<b>Total</b>	<b>29</b>	<b>Total</b>	<b>29</b>		
	<p><b>Delivery Approach</b> <i>RCP management</i> provides project management for municipal energy-conservation projects all municipally-owned facilities. Responsibilities include overseeing project identification and validation, design, initiating and coordinating procurement/contracting, oversight of implementation, and reporting on results.</p> <p>The <i>Facilities</i> team facilitates contractor access and sometimes implements energy-improvement projects using own staff.</p>		<p><b>Revenue Model</b> In general energy projects are expected to pay for themselves over time. Note however that savings go to the departments using the facilities; none are typically directed back to RCP to cover the 'hidden costs' of managing design and implementation.</p>		<p><b>Benchmarks</b> At standard as default, since no valid comparators were identified.</p>	

Note: Financial and service level information for 2019 was provided to Clarico by Tillsonburg.

## Sub Service Profile – Maintain Municipal Non-recreation Facilities

Sub-service Name and Description	2019 Costs and Revenues \$000				Service Level	Notes
<p><b>Maintain Municipal Non-Recreation Facilities</b></p> <p>Maintain municipal non-recreational facilities, including cleaning and repairs and maintenance</p>	Employee Related	241	User Fees	100	At standard	<p><b>Service Type – Essential</b></p> <p><b>Indicators</b></p> <ul style="list-style-type: none"> <li>- 10 facilities are maintained</li> <li>- Area of these facilities is 8812 Sq Metres (94,850 sq ft)</li> </ul> <p><b>Opportunities</b></p> <p><i>Potential opportunities (see project report for details) include:</i></p> <p>Currently the Town has contracts with three cleaning firms. Combining them into one or possibly two contracts would simplify tasks associated with bidding, awarding, and overseeing service delivery.</p>
	Services		Grants			
	Materials		Other Revenue			
	Other	48	Tax Levy	160		
	<b>Total</b>	<b>260</b>	<b>Total</b>	<b>260</b>		
	<p><b>Delivery Approach</b></p> <p>The <i>Facilities</i> team is responsible for cleaning and maintenance of municipally-owned non-recreation facilities, including the Tillsonburg Airport.</p> <p>Much of the hands-on cleaning and maintenance work is done by contractors.</p>		<p><b>Revenue Model</b></p> <p>RCP collects a negotiated rental fee for the Elliott Fairbarn Centre.</p> <p>The service provided for other municipal facilities is part of the RCP annual budget allocation process.</p>		<p><b>Benchmarks</b></p> <p>At standard as default, since no valid comparators were identified.</p>	

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