



Organizational Review of Operational Services and Parks Services

→ **Draft** Final Report

This Version: November 25, 2020



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Executive Summary

1. Project Overview

Optimus SBR has been engaged by the City of Brantford (the City or the Corporation) to conduct a review of the Operational Services and Park Services organizational structure (the review), and how it impacts service delivery. The focus of the project was to identify opportunities for efficiencies, additional revenue, and enhancements to customer service.

To better align Operational Services and Parks Services, the review encompassed a cost-benefit analysis of services (Stream 1), identified opportunities to align or merge functions or teams within the Public Works Commission (Stream 2), and detailed analysis for enhancing service delivery at the Wayne Gretzky Sports Centre (WGSC) (Stream 3).

2. Purpose of this Document

This **draft** Final Report has been developed for review by the Council Members prior to the December 1, 2020 Council Meeting. This version incorporates feedback provided by the Senior Management Team during the November 24, 2020 SMT Meeting.

3. Project Focus Areas and Approach

This review is a follow-on of a previous service review conducted in 2019, which identified both Parks Services and Operational Services as having potential areas of opportunity to support enhanced service delivery for residents. The Corporation outlined a scope of work that included three Streams, each having their own unique sub-topics for review and exploration. The following provides an overview of the various Streams and their sub-topics for review:

Stream 1: Operational Services and Park Services Service Level Review

- Cost-benefit analysis regarding the outsourcing/contract administration of:
 - Forestry;
 - Grass cutting;
 - Flower production; and,
 - Horticulture operations
- Cost-benefit analysis regarding the outsourcing/contract administration of:
 - Road maintenance contracts;
 - Hard surface repairs;
 - Boulevard restoration; and
 - Utility repairs
- Organizational structure and location of parking bylaw and garage operations
- Parks Design and Development activities

Stream 2: Operational Services and Park Services Alignment Review and KPIs

- Winter control operations, including:
 - Division of labour between the two teams;
 - Equipment used to perform activities;

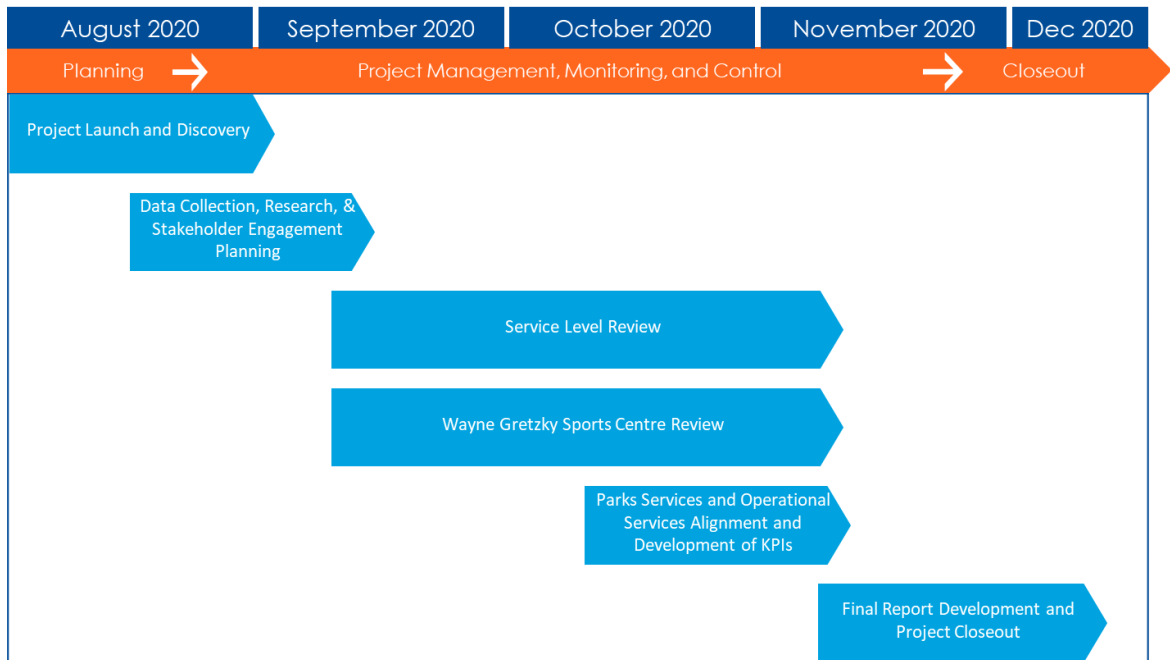
- Any outsourced activities;
- Processes and procedures to govern activities;
- Winter road parking and Windrow Program impacts on operations.
- Customer Service and Work Order Formation, including:
 - KPIs related to customer services;
 - Technology used for work orders; and,
 - Processes for accepting/actioning work orders.
- Fleet Management, including:
 - Understanding staff engaged in the activities;
 - Technology/databases in use; and,
 - Unique processes and procedures.
- Works Yard Facility Masterplan implementation, including:
 - Reviewing the equipment housed by each department;
 - Review of activities completed in the respective yards; and,
 - Understanding future needs with anticipated growth.
- Crossover Staff, including:
 - Utilization of staff across both departments;
 - Activities completed by both groups; and,
 - Specific challenges noted by each team and staff.
- Development of KPIs for maintenance activities and Minimum Maintenance Standards, including:
 - Self-imposed requirements;
 - Equipment and infrastructure being maintained;
 - Standards in place, as set by the province;
 - Achievement of standards; and,
 - Processes for maintenance activities by both groups.

Stream 3: Review of Wayne Gretzky Sports Centre

- Inventory of services and programs offered at the WGSC, including costs to operate services and associated revenues.
- Identifying programs that are operating at a net budget deficit that are offered at a comparable cost at non-municipal facilities (i.e., private sector).
- Identifying programs that are operating at a net budget deficit with the intention of identifying opportunities to increase registration and attendance.
- A review of the customer service desk, including staffing models.
- A review of the Facilities Management function.
- A review of the Marketing function at the WGSC.
- Staffing levels generally, with a goal of understanding if staff at the WGSC could support other Brantford Facilities.
- Benchmarking day ice rink rates.

Figure 1 below provides an overview of the approach and project timelines for this engagement:

Figure 1: The Project Approach and Timelines



To better understand information provided, our team conducted a review of available data and documentation, conducted one-on-one interviews with key staff members and Council, and reviewed other comparable municipalities.

4. Themes

While each Stream of the review identified a number of individual themes, there were a number of themes that were applicable across the project. Some themes identified are beyond the scope of the project, as outlined in Section 3 above, however were observed across stakeholder groups so have been shared for transparency. Themes identified included:

- **A lack of data to drive decision-making or support a culture of evidence-based decision making** – All areas of our review involved requests for KPIs, metrics, and/or raw data. Across all areas this proved to be a challenge to obtain, and stakeholders spoke at length of their own internal challenges with obtaining data for internal purposes. Challenges related to technology, skillsets, and time were referenced as preventing any type of ongoing data collection. Across the areas of the Corporation involved in this review there does not appear to be a culture of evidence-based decision making. It is unclear where targets actually exist, how performance is reviewed, and what decisions are driven by trends in data. Furthermore, it was noted by stakeholders that there is likely a lack of competency and capacity with the collection, interpretation, and application of data to drive decision-making. This was often linked to paper-based or manual systems, as well as a lack of understanding how this information could benefit the Corporation moving forward. This also prevents many leadership and Council decisions from including quantified, data driven analysis. Stakeholders noted that many of the areas included in this review have been discussed previously but “without any hard facts or figures to justify making changes or decisions.” Moving forward however, there appears to be a strong appetite to embrace the use of data and evidence to support decision making – there is also general acknowledgement that this will require investments in decision support capabilities.
- **Technology is not used effectively** – Stakeholders often noted that the technology in place was difficult to use, out of date, or that staff used manual processes without any technology. This resulted in challenges collecting meaningful data (as discussed above) and the duplication of key activities (e.g., timesheet entries into systems).
- **Policies are not recent or non-existent** – When discussing policies or procedures for key functions of the role, staff often noted that there were no formally documented policies or procedures. If policies or procedures were in place, it was often noted that they were out of date and not used as a result.
- **Unclear linkages between departmental activities and broader Corporate strategies** – When asked what principles or tenets of a Corporate strategy were used to help guide activities, staff routinely noted that they did not seek to align with Corporate strategies. In multiple instances, stakeholders noted that they were unsure if there were Corporate strategies with which to align. In the absence of these Corporate strategies, departments operated in a manner they felt was beneficial and aligned with their personal goals and judgement. This was best evidenced by a lack of Recreation or Customer Experience strategy in place to guide decision-making for the WGSC and its programming, who were then left to their own judgement to determine the breadth and scope of programming provided.
- **Vendor & Contract Management functions are decentralized and completed ad hoc.** Individual supervisors have significant involvement and responsibilities in RFP development and tender process, which may prevent/limit their ability to ‘be in the field’ supervising and supporting staff. Furthermore, vendor performance management does not appear to be well defined or enabled to support these supervisors.

- **Stakeholders are engaged and want to improve their functions** – No matter the topic or the stakeholder we were engaged with, everyone was committed to improving their services and was eager to receive feedback and clear steps to do so.

5. Recommendations

The following tables include the consolidated recommendations for each Stream of the review. It is important to note that during this review, organizational changes were made to the structure of Public Works. This resulted in a realignment of some of the areas in-scope for this review. In most cases, the changes that were made are directly aligned to recommendations that were being developed by the Optimus SBR team. In other cases, this realignment will change/address some issues and gaps observed by the Optimus SBR team. In these cases, where implementation is still too new to fully understand impacts, the Optimus SBR team has provided guidance on areas to monitor over the coming months to ensure new changes have the intended benefits and address the issues and gaps documented by the Optimus SBR team.

Stream 1: Operational Services and Parks Services Service Level Review	
Recommendation ID Number	Title of Recommendation
1.1	Explore the potential to Increase Contracting Out for Road Maintenance Activities – It is expected that the City could achieve cost savings by further contracting out Road Maintenance and Roadside Maintenance activities. However data regarding contractor costs associated with various Road Maintenance Operations activities was requested, but not made available. The following are additional considerations for the City: 1) Develop a formal threshold for determining when road cuts should be contracted out to a third-party; and, 2) Explore the possibility of placing performance penalties and incentives into contracts.
1.2	Consider moving to In-Source Sod Placement for Hard Surface Repairs, Continue to Contract Out Excavations - Sod placement for hard surface repairs would be brought in-house and performed by Operational Services staff, while the excavation of sites requiring hard surface repairs would continue to be contracted out. Explore options to transition away from sod placement to alternative growth mediums where appropriate.
1.3	Consider moving to In-Source All Streetcut Restoration Activities - The Corporation would issue all permits, perform all inspections, as well as required restorations, using in-house resources.
1.4	Explore the Opportunity to In-Source Remaining General Tree Maintenance Activities - The Corporation would in-source the remaining 46% of general tree maintenance activities, to be performed by Parks staff.
1.5	<p>Subject to validation of current service level performance, the capacity for grass cutting should be increased to facilitate the achievement of service levels.</p> <p>Option 1 - Contract out routes with service levels requiring cuts every 2 or more weeks (excluding trail cuts)</p> <p>Option 2 - In-source all grass cutting activities and increase staff capacity</p>
1.6	Transfer Environmental Services' Contracted Out Pond Cuts to Parks Services to Perform Using In-House Staff - The City would transfer the responsibility of performing grass cuts around storm ponds to Parks Services, who would perform the cuts in-house using City staff on their regular trail cutting routes.

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| 1.7 | Continue-Inhouse production of flowers – The City produces flowers at a rate lower than the market cost of flowers should continue current flower production and horticulture operations as long as current service standards are maintained. |
| 1.8 | Actively market flower sales to other broader public sector organizations or residents – The Corporation would increase the sale volume of flowers. |
| 1.9 | Explore the Possibility of Moving the Supervisor of Parking and ROW Enforcement and Parking Enforcement staff out of Public Works - Position the Supervisor under the Manager of Property Standards and Bylaws. |
| 1.10 | Transition the responsibilities of the facility management and security of the parking garage to Facilities Management and Security. |
| 1.11 | Consolidate the Transportation Technologist and Transportation Technician Role under the Supervisor of Traffic Operation – The Transportation Technician should be repositioned from reporting to the Senior PM Technical Operations & Compliance to the Supervisor Traffic Operations |
| 1.12 | Do not fill the vacant Manager Traffic and Parking Operations role - If the Parking and ROW Enforcement responsibilities are transitioned out of Public Works, the position would have a very narrow scope of responsibilities. |
| 1.13 | Collect detailed data on the impact of on-street parking on Winter Control – Collect data on activities and costs to conduct more informed financial analysis on impacts of on-street parking. |
| 1.14 | Parks Services should leverage GIS Support provided centrally by Engineering Services – The Procedures for accessing this service should be formally documented |
| 1.15 | Other Consideration:

While outside the direct scope of this engagement, there may be a need to increase investments in the trail system – Given the COVID-19 Pandemic, trail use has increased significantly which has result in the need for additional maintenance investments. This should be further investigated by the Parks Team and options presented to SMT/Council. |

Stream 2: Operational Services and Parks Services Review and KPIs	
Recommendation ID Number	Title of Recommendation
2.1	Consider Contracting Out All Winter Control Operations for Routes Categorized as ‘Green’ (Lowest Service Level) - The Corporation would contract out all winter control operations for routes categorized as ‘green’, transferring the responsibility for snow plowing and winter material application
2.2	Review existing purchasing requirements and clarify concerns regarding bundling procurements of similar vehicles - Work with the Corporation’s Procurement Department to review existing purchasing requirements.
2.3	Work with Departments and the Corporation’s finance team to adjust the capital planning/budgeting process – Review fleet replacement costs to include a reasonable consideration for the impact of inflation on purchases.
2.4	Continue on the current path of consolidating Fleet and Transit Services for Operations and Parks - The 2019 <i>Works Yards Facilities Masterplan Update</i> recommended that “Operations, Traffic, and Parks administrative and yards functions be combined at 10 Earl Avenue. Continue with the 2019 Works Yards Facilities Master Plan Implementation
2.5	Consider increasing the staff resource capacity of Fleet Services to enhance support functions – The current sharing of a Stock Keeper resource between Fleet and Transit Services and Operational Services was seen as an issue for both groups with neither able to get the support they require.
2.6	Improve the tracking of equipment and vehicle utilization to better understand where opportunities for consolidation or sharing may exist
2.7	Transition the Cross-Over Position to a Permanent Position within Parks Services - Restructure the current Cross-Over staff to be full members of Parks Services and provide responsibilities for winter months.
2.8	Alter the structure of Operational Services - Ensure dedicated focuses on Vendor/Contract Management and Inspections, as well as decision support.

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| 2.9 | Monitor the impact of the recent Public Works restructure and adjust administrative support levels as needed; reduce reliance on manual processes. |
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Stream 3: Wayne Gretzky Sport Centre Review	
Recommendation ID Number	Title of Recommendation
3.1	Clearly define the goal of the WGSC – There appears to be conflicting viewpoints on if the WGSC is intended to be a revenue generating asset, community hub, or provider of essential services.
3.2	Define the use of the WGSC – The use of the WGSC should support the defined goal of the WGSC, however, does not have to be mutually exclusive. The facility can blend uses to meet its goal but must ensure its activities are complementary and drive to a defined purpose.
3.3	Revise the existing Program Cost Calculator – Build on the content to include other critical information related to operational costs, utilities costs, the inclusion of Arenas, and drop-in programming.
3.4	Collect drop-in programming user metrics – Similar to information captured for registered programs, outline the usage, fill rates, and demographics of users. This should also include gathering an understanding of program costs.
3.5	Incorporate the facility's operational costs into program costing – Currently utilities and reserve fund contributions are not considered in program costs, producing skewed profit margins.
3.6	Review staff role descriptions – Staff roles have consistently changed and expanded throughout various organizational restructurings, resulting in the addition of responsibilities for most of the management team.
3.7	Develop role-specific productivity metrics – Currently there is no way to determine how staff's time is utilized, drivers of staff utilization, or available capacity.
3.8	Continue to build the relationship between Programming and Facilities – Recent changes have been noted as being beneficial for staff culture development and improving working relationships.
3.9	Develop a customer service strategy and metrics – Defining the Mission and Vision of customer service, as well as its strategic enablers will allow for the development of meaningful metrics and true continuous improvement.

Stream 3: Wayne Gretzky Sport Centre Review	
Recommendation ID Number	Title of Recommendation
3.10	Centralize booking of facilities – Build on effective long-term planning by supervisors and recently announced structural changes to centralize facilities bookings and improve the customer experience.
3.11	Develop a proper Capital Asset Management Plan – Expand on previously developed collateral to ensure preventative maintenance is a priority of Facilities staff.
3.12	Develop a Capital Asset Reserve Fund – Aligned with the Asset Management Plan, a dedicated fund designed to at least partially support the repair, maintenance, and replacement of assets will reduce reliance on Council for additional funds.
3.13	Create an agreement between Facilities and Program staff for ongoing operations – Both teams are working towards the same goal of a WGSC that is clean, well run, and supports visitors/users in achieving their various health goals. Using this understanding, the two teams should agree that Facilities staff will support Program objectives as required, without unnecessary administrative burden.

1.0 Introduction

1.1 Context for the Project

The City of Brantford is a single-tier municipality located in southwestern Ontario and situated along the Grand River. The City has approximately 98,000 residents and is a known destination of choice for residents, visitors, and businesses. The City is known for its competitive costs, dominant manufacturing sector, proximity to major North American markets, diverse and educated workforce, affordable and available real estate opportunities, and high-quality community amenities.

To better serve its residents, the City has proactively taken steps to improve service efficiency and effectiveness. In the City's 2019 Service Review Report, multiple recommendations were put forward to improve the City's operations. To build on these recommendations, the City engaged Optimus SBR to review the Operational Services and Park Services organizational structure and service delivery model. The review involved a three-streamed approach:

1. Service Level Review including a Cost-Benefit Analysis (of services provided by Parks Services and Operational Services),
2. Parks Services and Operational Services Alignment and Development of KPIs; and,
3. Wayne Gretzky Sports Centre Review

The review evaluated the efficiency of both services and developed recommendations to support the City's future value for money decisions.

1.2 Project Mission & Success

1.2.1 Project Mission

The Project Mission defines why the City of Brantford engaged Optimus SBR. For this engagement, the Mission was:

- To conduct a three-streamed review of the Operational Services and Park Services organizational structure and service delivery to identify opportunities for efficiencies, additional revenue, and enhancements to customer service.

1.2.2 Project Success

Project success outlines what the Corporation can expect after this engagement. For this engagement, project success is defined as:

- A clear understanding of the costs and benefits of keeping or outsourcing multiple aspects of the Operational and Parks Services
- Realistic opportunities that will align or merge teams in the Operational Services and Parks Services departments, as appropriate
- A detailed review and recommendations of activities at the Wayne Gretzky Sports Centre
- Buy-in among the City's stakeholders that recommendations will result in enhanced public value through reduced operational costs and modernized service delivery

1.3 Project Approach

The graphic below describes the approach Optimus SBR took to achieve the project mission and success factors. The Optimus SBR team was also responsible for project management activities throughout the engagement to ensure that any potential risks were identified, captured, and mitigated appropriately.

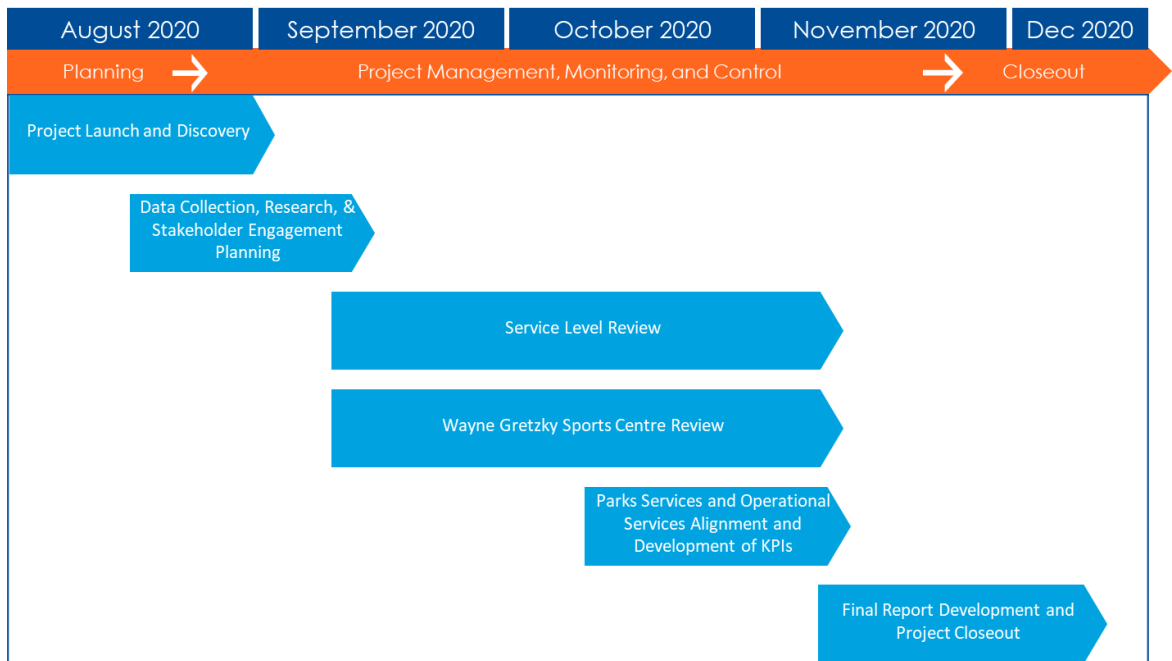


Figure 2: Project Approach and Timeline

As illustrated above, each Stream corresponded to an individual Step (Step 3, 4, and 5). Through this approach, the Corporation will have a thorough understanding of each Stream's analysis and recommendations moving forward. Most importantly, the Corporation will have the information required to move forward with confidence at the end of this engagement.

1.4 Report Structure

1.4.1 Report Structure

The Report is structured to align with the three Streams of work, and the specific focus areas that were confirmed at the outset of the engagement. This was done to maintain alignment to the scope of the review and to facilitate ease of use for the reader. Leading practice activities were also conducted, and findings are located within the Appendix, with implications contained in the body of the report, where relevant.

2.0 Operational Services and Parks Services Service Level Review

2.1 Operational Services

2.1.1 Introduction

This section of the Report summarizes the Service Level Review for in-scope services delivered by Operational Services. Specifically, this includes a cost benefit analysis of alternative delivery methods/levels for road maintenance contracts, had surface repairs, and utility repairs.

2.1.2 Road Maintenance Contracts

Current State Analysis

The Road Operations Division is currently responsible for performing road maintenance and overseeing any contracts with third-parties associated with road maintenance across the City's network of roads, bridges, and bicycle lanes. The following are the major services provided by this Division related to road maintenance:

- Road operations and maintenance: Performing capital maintenance and repairs on roadways and roadsides, including capital resurfacing. Activities typically include repairs to potholes, road cracks and shoulders, curbs, gutters, guiderails, and cables.
- Bridge operations and maintenance: Minor capital repairs to bridges. Bridge maintenance is entirely contracted out, with Operational Services staff only being required for oversight of the third-party vendor and contract management, which is evidenced by in-house labour hours only totalling 21 hours in 2019. There are a total of 22 bridge sites that require cleaning and maintenance.
- Road sweeping: Sweeping of debris from roadways from sidewalks and roads. In 2018, the Road Operations Division reported removing approximately 1,600 tonnes of debris from streets.
- Guiderail maintenance and repairs: performing minor repairs to roadway installations designed to guide vehicles away from potentially hazardous situations.
- Bicycle Lane maintenance and repairs: sweeping, surfacing repairs and resurfacing, and the removal of debris from the City's approximately 30.2KMs of bicycle lanes.

In 2019, Operational Services were issued a total of 4,603 work orders related to the above services, with over 55% of work orders being issued for pothole repairs. The following table displays the # of work orders created in 2018 by task category:

Table 1: 2019 Work Orders

Work Order Task Category	# of 2019 Work Orders Created
PW- Accident Clean Up	31
PW – Animal	175
PW – Asphalt Patching	1
PW – Asphalt Replacement	33
PW – Barricades	47
PW – Bridge Repair	4
PW – Catchbasin Repairs	148
PW – Cave In	1
PW – Crackfill	2
PW – Debris	341
PW – Debris (Sports)	13
PW – Guardrails	10
PW – General Maintenance	1
PW – General Repair	1
PW – Inspections	205
PW – Manhole Lid Off	4
PW – Manhole Repair	208
PW – Potholes	2,623
PW – Preventative Maintenance	1
PW – Property Damage	86
PW – Restorations	568
PW – Road Repair	5
PW – Roadside Pick Up	1
PW – Sign Broken/Damaged	32
PW – Sink Hole	6
PW – Street Repair	111
PW – Sweeper	35
Total	4,693

In addition to planned maintenance activities, work orders are also triggered by resident complaints and inquiries. The following table outlines the number of resident complaints related to various Road Maintenance Division operations:

Table 2: 2019 Customer Complaints and Inquiries

Customer Service Complaint/Inquiry Category	# of 2019 Complaints/Inquiries Received
Dead Animals	55
Driveway Issues	3
Flooding	3
General Info Request Roads & Sidewalks	7
Graffiti on Roads and Related Structures	5
Guiderails and Cables	2
Illegal Dumping on Roads	6
Issues with Manhole or Catchbasin Covers	35
Large Debris on Road	62
Litter	34
Pothole Report	25
Property Damage & Restoration	13
Request for Road Barricades Set Up	7
Retaining Walls Damage or Condition	1
Road Condition or Damage	14
Roads Repair	8
Shoulder Condition	1
Spills on Roadways	3
Sports Equipment on Roadway	6
Tree in Road Way	15
Utility Cut	53
Water Ways	1
Total Complaints/Inquiries Received	359

The Road Operations Division activities outlined above are charged to 3 cost centres: Road Maintenance, Roadside Maintenance, and Bridge Maintenance. The table below outlines the approximate annual costs for each cost category, as well as Road Maintenance as whole (excluding services that are examined in other portions of the review; e.g., utility repairs and hard surface repairs):

Table 3: Road Operations Maintenance Costs

Cost Category	Approximate Annual Costs
Road Maintenance	
Revenues (Recoveries)	(\$1,566)
In-House Labour Costs (Road Maintenance)	\$693,783
Contractor Costs (Road Maintenance)	\$290,212
Construction Materials and Supplies Costs (Road Maintenance)	\$86,416
Fleet Charges (Road Maintenance)	\$572,727
Equipment Costs	\$47,817
Other Costs	\$119,536
Road Maintenance Subtotal	\$1,808,926
Roadside Maintenance	
Revenues (Council Priorities)	(\$1,472)
In-House Labour Costs (Roadside Maintenance)	\$174,676
Contractor Costs (Roadside Maintenance)	\$81,446
Construction Materials and Supplies Costs (Roadside Maintenance)	\$5,553
Fleet Charges (Roadside Maintenance)	\$127,280
Other Costs	\$2,494
Roadside Maintenance Subtotal	\$389,977
Bridge Maintenance	
In-House Labour Costs (Bridge Repairs – Supervisory)	\$671
Contractor Costs (Bridge Repairs)	\$115,545
Fleet Charges (Bridge Repairs)	\$1,492

Cost Category	Approximate Annual Costs
Construction Material and Supplies Costs (Boulevard Restoration)	\$6,122
Other Costs	\$2,787
Bridge Repairs Subtotal	\$126,617
Net Annual Costs	\$2,325,520

For the above activities and associated costs, Road Maintenance accounts for over 77% of the costs, while road maintenance accounts for 18%, with the remaining 5% going towards Bridge Maintenance. The table below outlines the in-house labour hours associated with each cost centre/activity, as well as displaying these labour hours by cost centre as a percentage of the total in-house labour hours incurred. From the analysis, it is clear that the costs for Road Maintenance and Roadside Maintenance are in line with the overall amount of hours spent on these tasks.

Table 4: Cost Centre In-House Labour Hours

Cost Centre/Activity	In-House Labour Hours	% of Total In-House Labour Hours
Road Maintenance	18,266	78%
Roadside Maintenance	4,998	21%
Bridge Maintenance	21	<1%

Strengths

- Road maintenance spend per lane KM is slightly lower than the single-tier municipality average for Ontario (\$10,567/lane KM vs the average of \$11,426/lane KM¹).
- Stakeholders noted that capital funding for contractors to perform road maintenance activities, when required, is adequate.
- Stakeholder interviews identified that bridge repairs are an appropriate service to be contracted out.
- Costs associated with each cost centre are proportional to the amount of work required of in-house staff to complete those activities (as noted above).

¹ BMA Municipal Study, 2019. [<https://www.wellington.ca/en/resources/2019-Final-Report-BMA.pdf>]

Issues and Gaps

- In-house labour costs for Road Maintenance exceeded the 2019 planned operating budget, while contractor costs were approximately 5% less than planned, indicating that there is potential to increase the use of contractors and realize reductions in in-house labour costs.
- Stakeholder interviews revealed that metrics and KPIs are tracked in a disparate series of spreadsheets. Collecting metrics in a standardized fashion could allow Road Maintenance to better track and record progress against key service levels. Metrics and KPIs are currently not reported on a regular basis.
- Metrics and KPIs provided were tracked at a broad level. For example, Road Shoulder Repairs are tracked using KMs repaired, however, this does not allow for an ongoing analysis of costs that would inform future decision-making, such as if KMs repaired were segmented by in-house and contractors for this service; achievement of repairs against standards, etc. Without such data, it is also difficult to continually identify improvement opportunities.
- Stakeholder consultations indicated that there are currently some issues with contractors backing out of their contracts.
- Stakeholders noted that ability to respond to and repair manhole covers could be improved if contracted out further, and noted that the current contractor is sufficient.
- Lack of alignment between work being performed by different Corporation Divisions, (particularly in understanding impacts to another Division) was identified during stakeholder consultations as an area that could be improved (e.g., salting certain routes by one Division may damage infrastructure that requires another Division to perform repairs).

Recommendations

Recommendation #1.1: Explore the Potential to Increase Contracting Out for Road Maintenance Activities

It is expected that the Corporation could achieve cost savings by further contracting out Road Maintenance and Roadside Maintenance activities. However further data regarding costs associated with various Road Maintenance Operations activities was requested, but usable data was not made available. In the absence of this data, the below recommendation is based on a comparison of costs to similar municipalities in Ontario, as well as findings from stakeholder consultations:

From a comparison to similar municipalities (Guelph, Cambridge, and Barrie), it was determined that the Corporation currently spends significantly less on contracted services per lane KM than its peers (outlined in the below table).

Spend/Lane KM	Brantford	Cambridge	Guelph	Barrie
Contracted Services	\$463	\$1,002	\$1,371	\$1,192
Materials	\$2,399	\$4,324	\$1,176	\$232
Salaries, Wages and Employee Benefits	\$4,269	\$6,172	\$3,166	\$2,539
Total Expenses After Adjustment	\$10,567	\$17,390	\$15,663	\$11,447

Source: Municipal Financial Information Returns 2019 (Schedule 40)

Conversely, the Corporation is spending far greater than comparable municipalities on costs associated with in-house repairs, with the exception of the City of Cambridge. As previously noted, in-house labour costs for 2019 exceeded the planned operating budget, while contractor costs were below the plan. As such, there exists an opportunity to increase the amount of road maintenance services that are contracted out, which could lead to a reduction in in-house labour costs. Approximately 12% of the variance between the in-house labour costs planned and actuals were due to overtime costs that could be reduced by increasing the amount of contracted out services, in addition to other labour efficiencies that could be realized. As the current contract for Road Maintenance with Dufferin will be approaching the last year of its 3-year extension option in 2021, Operational Services should undertake an exercise to identify opportunities to increase the upset limit of the contract when the Corporation issues its next RFP, which would consist of identifying specific tasks that could be added to the contract, or tasks where an increased use of contractors would reduce labour hours significantly. For example, the increased use of contractors for manhole cover repairs was identified by stakeholders as an activity where increased contractor use may be beneficial.

Additional Considerations:	
Develop a Formal Threshold for Determining When Road Cuts Should be Contracted Out	Stakeholders noted that for instances where a road cut would be required on a large section of road, that a contractor would be better able to complete the cut. This is because road cuts performed in-house are cut manually, whereas contractors would use mechanical spreaders. Contractors are typically currently brought in for larger road cuts, however, a formal threshold should be developed for the area of road cuts that would require a contractor. Stakeholders noted that when the cut area exceeds 40 square metres, a contractor should be used.

Additional Considerations:	
Explore the possibility of placing performance penalties and incentives into contracts	As a result of stakeholders identifying that some contractors have pulled out of their contracts or not met their service level agreements, it is recommended that the City explore the feasibility of placing performance penalties into contracts, particularly when there is a high degree of risk that the contractors may pull out of their contracts, or where meeting service levels are critical. Doing so could allow the Corporation to realize improvements to service levels. However, placing performance penalties into contracts could also likely result in increased bid prices from contractors, and should likely be explored on a case-by-case basis. Other stakeholders, such as those from Legal or Procurement, may also be required to provide input into the placement of performance penalties and incentives.

2.1.3 Hard Surface Repairs

Current State Analysis

Hard surface repairs consist primarily of sidewalk repair and boulevard restoration activities. These repairs and activities are currently performed through a mix of in-house Operational Services staff (from the Road Operations Division) and third-party contractors. Stakeholder consultations revealed that contractors are primarily used for sidewalk restoration that require sod placement, with the remaining activities largely performed in-house by Operational Services. In 2019, Operational Services' Road Operations Division received approximately 1130 work orders for hard surface repairs, resulting in approximately 5,775 labour hours of repair and restoration work performed by in-house resources (~5 hours of labour required on average for each work order received; however, it is assumed that sidewalk repairs and replacement account for the vast majority of labour hours compared to other work order task categories). The table below outlines the number of work orders created in 2019 for each of task category related to sidewalk restorations and repairs:

Table 5: 2019 Work Orders Related to Sidewalk Activities

Work Order Task Category	# of 2019 Work Orders Created
PW-Sidewalk Inspection	577
PW- Sidewalk Clearing	451
PW- Sidewalk Pooling	2
PW- Sidewalk Repair	8
PW- Sidewalk Replaced	59
PW- Sidewalk Trip	33

Stakeholder consultations also revealed that sidewalk repair and restoration activities are largely driven by resident complaints. However, the number of complaints received related to sidewalk conditions through Customer Service only totalled 52 logged complaints, suggesting that all resident complaints may not be going through Customer Service, or that there are multiple work orders issued as a result of a single complaint. The table below displays the number of 2019 complaints received by Customer Service related to sidewalk conditions that may require repair or restoration:

Table 6: Complaints Received Relating to Sidewalks

Customer Service Complaint/Inquiry Category	# of 2019 Complaints Received
Sidewalk Condition	41
Sidewalk Repairs	3
Sidewalk Trips	7

In total, hard surface repairs result in annual costs of approximately \$530K in costs to the Operational Services Operating Budget. Unlike some other repair activities (such as streetcut restorations), hard surface repair costs are not recovered through chargebacks to other organizations or Corporation departments.

Table 7: Hard Surface Repair Costs

Cost Category	Approximate Annual Costs
In-House Labour Costs	\$267,972
Contractor Costs	\$104,235
Fleet Charges	\$69,733
Construction Material and Supplies Costs	\$85,708
Other Costs	\$2,272
Net Annual Costs	\$529,920

Strengths

- Sod and topsoil requirements for contractors and in-house staff, including inspection intervals and quality control requirements, are clearly defined in the Corporation's Linear Municipal Infrastructure Standards Design Construction Manual.

Issues and Gaps

- Stakeholder consultations indicated that contractor sod placement requires extensive inspections and follow-ups, which is performed by 2 in-house Sod Inspectors. The Corporation's latest Linear Municipal Infrastructure Standards Design Construction Manual outlines that sod placement should be inspected at both 15 and 30 days after placement, as well as inspected semi-annually in May and October of each year, followed up by an inspection 1 year after the placement. Semi-annual inspections at defined dates in May and October may not be efficient if sod is recently placed and already inspected close to the semi-annual inspections. There may be an opportunity replace these semi-annual inspections with additional inspection intervals that are based on days after sod placement, thereby reducing duplicative or unnecessary inspections.
- Stakeholders indicated that there is a 'default preference' to use sod when lawn/boulevard grass restoration is required. The material and labour costs associated with sod placement are believed to be higher than alternative methods such as seeding or hydroseeding. Inspections for both of these processes would still need to occur to ensure the correct quality is achieved.
- In interviews, stakeholders identified excavation and earth removal as being the most time-intensive task with regards to completing hard surface repairs. As a result, continued contracting out of this service was identified by stakeholders as an area where external contractors should continue to be used.

Recommendations

There have recently been issues with contractor sod placement, as noted by stakeholders, which has resulted in the resignation of the latest contractor in 2020. As such, stakeholders noted that there may not be an appetite at the Corporation to go back out to tender. A copy of the latest contract was requested, but not provided. Additionally, as a result of increased in-house sod placement because of the resignation, current labour hours are not reliable for future decision-making purposes. Stakeholders also noted that the Corporation has recently been exploring the use of growth medium instead of sod (seeding, hydroseeding), which may reduce labour hours in future years. As of the submission date of this draft report, the Optimus SBR team is continuing with jurisdictional scanning activities to further investigate the options, and impacts, of alerting the service level for activities currently involving sod placement.

Recommendation #1.2: Consider moving to In-source sod placement for hard surface repairs, continue to contract out excavations	
Current State	Currently, both excavation and sod placement are largely contracted out to third-party contractors for hard surface repairs. Sod placement by contractors requires extensive inspections to be conducted by Operational Services, and has been identified by stakeholders as an area where contractor performance is not timely. Conversely, excavation services were identified by stakeholders as an area where external contractors provide significant value through the avoidance of Operational Services' efforts being required for site setup and the removal of old materials. However, currently these contracts are bundled together whereby the same vendor performing sod placement would also provide excavation services.
Proposed Change	<p>Sod placement for hard surface repairs would be brought in-house and performed by Operational Services staff, while the excavation of sites requiring hard surface repairs would continue to be contracted out. However, the Corporation would need to go through a competitive procurement process to select a contractor(s) solely for excavation services.</p> <p>The Corporation should also review the use of existing service standards associated with the use of sod to identify opportunities to increase utilization of seeding or explore hydroseeding which it is anticipated would reduce staff time required for installations.</p>

Recommendation #1.2: Consider moving to In-source sod placement for hard surface repairs, continue to contract out excavations	
Anticipated Financial Impact	<ul style="list-style-type: none"> ○ As current contracts include both sod placement and excavation services bundled together, and there is a currently a lack of available data on costs to place sod in-house, the financial impacts of this change are unclear. It is recommended that Operational Services undertake a process to identify other Road Operations Division activities requiring excavation services, and going to tender for excavation services to be used across the identified activities.
Expected Benefits of the Change	<ul style="list-style-type: none"> ○ <i>Potential</i> for cost savings, which could be explored further by going through a competitive procurement process for excavation services only; ○ Potential use of the contractor providing excavating services for other Road Operations Division activities that require excavation (such as road maintenance, and utility repairs/streetcut restorations); ○ Reduced contract management workload for Operational Services supervisors; ○ Time-intensive excavation services would continue to be performed by contracted out resources; ○ Potential opportunity to reduce the number of sod placement inspections required, if completely performed in-house; and, ○ Potential reduction in resident complaints regarding sod placement.
Risks Associated with the Change	<ul style="list-style-type: none"> ○ Increased labour hours required for Operational Services staff, as a result of sod placement being performed in-house, including potentially higher costs associated with completing hard surface repairs. ○ Reducing the use of sod for other replacement methods such as seeding or hydroseeding may be viewed as a reduction in service levels. ○ Scope changes to existing sod placement and excavation contracts may not be feasible; and, ○ Additional costs to procure a new contract solely for excavation services may be incurred.

2.1.4 Utility Repairs (Streetcut Restorations)

Current State Analysis

When roads or sidewalks require excavation or drilling activities by external utility providers or contractors (e.g., Brantford Power Inc.), these providers request a permit, which requires Operational Services staff to inspect the location once the excavation or drilling has been completed. During the inspection, Operational Services staff identify whether the location is a hard or soft surface, and initiate a work order to complete the required hard or soft surface repairs. Repairs are then completed by either in-house staff or external contractors, depending on the type of repairs required. In-house staff perform the repairs when they involve concrete asphalt, and contractors typically perform the repairs when sod placement is required. Stakeholders noted in interviews that a new collector app is being used by inspectors to input and log measurements and other site details electronically. Streetcut restorations results in approximately 12,932 of labour hours for Operational Services, or approximately 14% of the labour hours incurred by in-house Operational staff as a whole.

Although this service incurs approximately \$1.1M in costs annually, the vast majority of these costs are offset through inspection fees and charge backs to the utility companies who performed the initial excavation or drilling. As a result, the Corporation incurs only a net \$82K operating loss for performing street cut restorations. The table below outlines the net annual costs for providing this services:

Table 8: Costs related to Street Cuts

Cost Category	Approximate Annual Costs
Revenues (Recoveries from Utility Companies and Departments, and Inspection Fees)	(\$1,022,135)
In-House Labour Costs	\$465,264
Contractor Costs	\$399,263
Fleet Charges	\$141,035
Other Costs	\$98,265
Net Annual Costs	\$81,692

Strengths

- Although stakeholders noted that permitting and inspection fees are not based on the cost to perform the particular inspection and follow-up services required, the Corporation currently operates this program with only a marginal net loss compared to the overall spend required on streetcut restorations.

Issues and Gaps

- It was noted in stakeholder interviews that the permitting process is currently disjointed and are handled by a few different Supervisors within Operational Services.
- Stakeholders indicated in interviews that organizations performing streetcuts do not always follow their permit specifications (e.g., taking up 3 lanes of traffic instead of the 1 their permit may be for), and that there is an increased need for inspection and follow-ups to ensure organizations taking out permits for streetcuts are abiding by their permit specifications;
- The permitting process is currently paper-based (inspections are handled using a mobile application), and not digitized or offered through a self-serve online portal;
- Stakeholders indicated in interviews that the use of sod contractors is a pain point;
- Permitting and Inspection fees are not currently based on the cost to perform the particular inspection and follow-up services required; and,
- Stakeholders noted in interviews that streetcut restorations requiring sod placement from a sod contractor sometimes causes delays in terms of when the work is completed, as well as when the charges are applied to the department or organization (which is billed when the warranty period has passed).
- Utility cuts result in a relatively high number of resident complaints received by Customer Service (53 logged complaints in 2019, compared to the average of 27 complaints across Operational Services' complaint categories).
- Stakeholder consultations revealed that although the quality of sod placement from the external contractor was sufficient, there were concerns regarding the contractor's ability to meet expected timelines for completion (The Corporation's most recent Linear Municipal Infrastructure Standards Design and Construction Manual outlines that "contractors shall level topsoil delivered at the job site within 1 full working day of delivery, and sodding shall be carried out within 1 full working day of levelling of the topsoil").
- Stakeholders indicated that the excavation portion of removing old materials prior to new sod placement is the most time-intensive task involved with sod placement at sidewalk restoration and repair sites.

Recommendations

Recommendation #1.3: Consider moving to In-source all streetcut restoration activities	
Current State	The Corporation currently issues permits and performs inspections for streetcut restorations in-house. However, the performance of the required restorations is completed through a mix of in-house staff and third-party contractors, depending on the type of restoration required. Sod placement through a third-party contractor has been identified as a pain-point for many stakeholders, through stakeholder consultations.
Proposed Change	The Corporation would issue all permits, perform all inspections, as well as required restorations, using in-house resources.
Anticipated Financial Impact	<ul style="list-style-type: none"> ○ Expected annual additional costs to the Operational Services Operating Budget: \$45K <ul style="list-style-type: none"> ▪ Increased costs for performing the restorations are largely net neutral as a result of chargebacks to utility companies, inspection fees, and departmental recoveries ▪ Increased costs are driven by increases to “other” miscellaneous costs (such as mobile devices, materials/supplies), as fleet charge increases would be offset by an increase in cost recoveries. ○ 5-Year Net Present Value: (\$223K)
Expected Benefits of the Change	<ul style="list-style-type: none"> ○ End-to-end management of the streetcut restorations process by Operational Services; ○ Potentially improved budgeting processes for sod placement across the Corporation’s departments requiring streetcut restorations, as a result of eliminating the need to wait for the warranty to pass before chargebacks can occur; ○ Reduced contract management workload for Operational Services supervisors ○ Potential reduction in resident complaints regarding utility cuts and sod placement.
Risks Associated with the Change	<ul style="list-style-type: none"> ○ Increased labour hours required for Operational Services staff, including higher costs associated with completing streetcut restorations.

2.2 Parks Services

2.2.1 Introduction and Summary

This section of the Report summarizes the Service Level Review for in-scope services delivered by Parks Services. Specifically this includes a cost benefit analysis of alternative delivery methods/levels for forestry, grass cutting, and flower production/horticulture operations.

2.2.2 Forestry

Current State Analysis

The Forestry Division at the City of Brantford is responsible for the care and management of the forests and trees in parks, open spaces, and City streets. Included in this care and management are the following key activities/services:

- *General Tree Maintenance:* Responding to resident inquiries regarding the maintenance of trees on City boulevards, including pruning and tree removals. General Tree Maintenance activities are currently performed by a mix of 2 crews of in-house staff, as well as one contracted out third-party crew (Davey Tree Services).
- *Pest/Disease Management (Emerald Ash Borer):* The removal of Ash trees that have been damaged by the Emerald Ash Borer (EAB) infestation along City streets, parks, woodlots, and open spaces. All tree removals are currently performed by in-house staff, with the exception of removals that are adjacent to utility lines, which are contracted out to the third-party performing utility trimming services (Davey Tree Services). Previously, tree removals were contracted out to the same vendor (Davey Tree Services).
- *Tree Planting:* The annual planting of approximately 500 trees during the spring and fall. This service has experienced a recent increase as a result of the EAB infestation, which has required the planting of additional trees to replace trees affected by the EAB. All tree planting activities are currently contracted out to a third-party (Nu Roots Tree Planting Inc.).
- *Stumping:* The annual removal of approximately 200-300 tree stumps that were left in place as a result of tree removals performed in the previous year. This service addresses possible tripping hazards for residents, and restores the landscape by providing opportunities for new tree planting. All stumping services are currently contracted out to a third-party (J&J Property Services).
- *Grid Maintenance:* Regular inspection of maintenance processes for City trees that are along an established grid. Grid Maintenance activities are currently performed by City staff.
- *Utility Trimming:* Work performed to clear powerlines and respond to emergency situations on behalf of Brantford Power Inc. This service is subcontracted out to one contractor who maintains two crews to perform the work, while the City charges Brantford Power Inc. for the services performed. Performing this service on behalf of Brantford Power Inc. resulted in approximately \$79K in revenues in 2019.

The Forestry Division also assists other city departments with tree related matters, including property standards issues, private woodlot issues, golf operations, and the City's cemeteries.

Currently, Forestry services are provided through a mix of in-house staff and third-party contractors. Prior to 2019, all Forestry services were provided through third-party contractors. The City recently decided to bring Forestry service delivery back in-house, after over 30 years of contracting out these services, and purchased machinery and equipment for two in-house crews at an approximate capital cost of \$630,137. The following table outlines the 2019 operating costs associated with each of the major activities:

Table 9: Forestry Services Annual Costs

Cost Category	Approximate Annual Costs
General Tree Maintenance <ul style="list-style-type: none"> Includes the removal of trees affected by EAB, tree pruning and removals, and grid maintenance activities 	\$787,119
Tree Planting	\$113,000
Stumping	\$49,500
Net Costs	\$949,619

Strengths

- Annual reports provided to Council on progress against the Corporation's Emerald Ash Borer Strategy indicate an adequate response to the Emerald Ash Borer infestation, and, as stated in the Council Report dated September 12, 2017, significant progress in the implementation of the Strategy.
- Successful partial in-sourcing of tree maintenance activities to date.
- Shorter planned length of grid trimming cycle (5 years), compared to comparable municipalities (Ajax – 8 years, Whitby – 5 years, Burlington -7 years); it was noted that this has the potential impact of higher levels of resident satisfaction. However, it should also be noted that the actual length of the grid trimming cycle may be longer, as the Corporation has not yet completed a full grid maintenance cycle.

Issues and Gaps

- Corporation staff are consistently addressing quality concerns related to tree maintenance activities performed by third-party contractors.
- Corporation staff are required to manage multiple contractors, across multiple scopes of work that often overlap. Evaluation of contractor performance, resolving contractual problems, and performing quality control inspections take up a significant amount of time for Corporation Supervisors and Arborists.
- Lack of an adequate work order management system. Staff currently track metrics using a loose network of Microsoft Excel and Google Drive Spreadsheets, which do not allow for a consistent approach to tracking progress or performance against KPIs for both contractors and in-house staff.

Recommendations

Recommendation #1.4: Explore the Opportunity to In-source remaining general tree maintenance activities	
Current State	<p>The Corporation currently contracts out approximately 46% of the general tree maintenance activities to 1 external contractor, with the remaining 54% being completed by Corporation staff. However, contractor hourly costs are approximately 45% greater than the Corporation's in-house costs.</p> <p>In 2021, the labour hours for in-house staff are expected to rise by approximately 67 additional labour hours per month. This would correspond to a decrease in contractor labour hours and costs incurred.</p>
Proposed Change	<p>The Corporation would in-source the remaining 46% of general tree maintenance activities, to be performed by Parks staff. Doing so would require the hiring of additional staff, as well as additional investments in capital equipment. Utility trimming on behalf of Brantford Power Inc. would continue to be contracted out, so as to not jeopardize that revenue stream for the City, while existing contracts with external contractors for stumping and tree planting services would be maintained.</p>
Anticipated Financial Impacts	<ul style="list-style-type: none"> ○ Expected annual cost savings: \$126K – \$139K <ul style="list-style-type: none"> ▪ Additional capital equipment costs required: \$363K ▪ Break-Even Point – Year 4/5 ▪ The lowest end of the range assumes that the Corporation is successful in its expected increase in labour hours per month for 2021, with a corresponding decrease of 67 labour hours per month from the contractor. The highest end of the range assumes that the current split of labour hours per month between the contractor and in-house staff remains unchanged. ○ 5-Year Net Present Value: \$255K – \$321K

Recommendation #1.4: Explore the Opportunity to In-source remaining general tree maintenance activities	
Expected Benefits of the Change	<ul style="list-style-type: none"> ○ Expected cost savings, while improving quality and level of service; ○ Quality control improvements; ○ Reduced contract management workload for City staff; ○ Improved flexibility to direct and redirect staff as needed; ○ Assembly of a qualified and skilled workforce; and, ○ Potentially faster response times, especially in response to emergency situations.
Risks Associated with the Change	<ul style="list-style-type: none"> ○ Analysis contained within this Report is based on small sample size. The current state model using in-house resources is a relatively new change (within 12 months) to how the Corporation delivers this service. The Corporation should validate the utilization and cost trends observed to date over at least a full year to validate the findings within this report. ○ Reduced ability/ease to manage workload across multiple teams (i.e. internal and external) ○ Inability to contractually transfer risk, which could result in insurance premium increases for the City; ○ Recruiting and retaining qualified staff may be difficult, as a result of a competitive labour market for tree maintenance skillsets.

2.2.3 Turf Maintenance (Grass Cutting)

Current State Analysis

The Turf Maintenance Division within Parks Services is responsible for the maintenance of roadside grass cutting and trimming. Performing regular cuts controls the growth of grasses, weeds, and bushes along roadways, ensuring that roadside sight lines are consistently maintained and are in a slightly condition. Currently, turf maintenance activities are primarily performed by in-house staff, supplemented by two (2) external contractors responsible for grass cutting and trimming services for the Wayne Gretzky Parkway and Shellards Lane.

The following are key activities performed by the Turf Maintenance Division:

- *Roadside Grass Cutting:* Cutting of grass on roadside shoulders and/or ditches. These activities are currently primarily performed by in-house staff, who have recently been supplemented by two (2) external contractors.
- *General Park Grass Cutting:* Grass cutting at City Parks. This activity is currently performed entirely by in-house staff.
- *Sports Field Grass Cutting:* Grass cutting at City owned sports fields, including soccer fields and baseball diamonds. These services are entirely performed by in-house staff.
- *Grass Cutting for Other City Departments:* Grass cutting at other City locations (e.g., fleet and parking garages, winter emergency shelters/affordable housing developments, etc.). These activities are currently performed entirely by in-house staff, and costs to the Turf Maintenance operating budget are recovered through charge backs to the relevant City departments.
- *Sports Field Maintenance:* Overseeding, topdressing, sod replacement, and integrated pest management (IPM) practices at City-owned sports fields. This service is currently performed entirely by in-house staff.
- *Pruning and Mulching:* Pruning of bushes in City parks, trails, and roadside applications. This activity is currently performed entirely by in-house staff.

The table below outlines the annual operating costs for turf maintenance in the City:

Table 10: Turf Maintenance Annual Operating Costs

Cost Category	Approximate Annual Costs
Turf Maintenance Revenues (Departmental Recoveries)	(\$77,707)
Turf Maintenance Labour Costs (In-House)	\$737,077
Turf Maintenance Contracts	\$58,989
Fleet Charges	\$497,392
Other Expenses/Costs	\$123,798
Net Costs	\$1,339,549

Strengths

- Stakeholders interviews identified that service levels have improved and been met for the 2 areas currently contracted out to third-party contractors (Wayne Gretzky Parkway and Shellards Lane), resulting in fewer resident complaints.
- Staff are knowledgeable and familiar with their routes covered.

Issues and Gaps

- Stakeholders interviews indicated that there is a lack of internal staff capacity to meet all current service levels required – it is important to note that key performance indicator data was not available to support this observation.
- Environmental Services maintains a separate grass cutting contract for areas around storm ponds, resulting in a duplication of contracts/contract management activities.
- Expansion of the City boundaries and associated greenspace has not been adequately incorporated into the Turf Maintenance operating budget.

Recommendations

Subject to validation of current service level performance, the capacity for grass cutting should be increased to facilitate the achievement of service levels.

Stakeholders felt that service levels for grass cutting are not currently achieved. Additional capacity may be required to achieve service levels. This could be accomplished through additional in-house resources, or additional contractor support to supplement in-house staff. Both of these options are outlined below. However, prior to moving forward with either option, validation that expected service levels are currently not being met should occur. The Optimus SBR team was not provided with any data to outline current service levels against established targets. Therefore, we are unable to validate stakeholder comments. A review of 2019 data to document performance should occur prior to moving forward with any additional investments.

Recommendation #1.5: Increase capacity for grass cutting activities to improve service levels Option 1: Contract out routes with service levels requiring cuts every 2 or more weeks (excluding trail cuts)	
Current State	The Corporation currently performs grass cutting using in-house Turf Maintenance staff for the majority of the areas for which the Corporation is responsible for maintaining. While in-house resources are approximately 36% less expensive per square meter covered ² , interviews with stakeholders noted that in-house resources currently lack the capacity to meet all service levels required.
Proposed Change	<p>The Corporation would contract out some or all Turf Maintenance routes with service levels of 2 weeks or greater between cuts (excluding trail cuts). In-house staff would then focus effort on more frequent and time-sensitive cuts (such as sports fields), as well as larger areas (such as yards and trails).</p> <p>The following routes could be considered be contracted out under the proposed change:</p> <ul style="list-style-type: none"> ○ Cut Route 4; ○ Cut Route 5; ○ Cut Route 6; ○ Cut and Trim Route 1; ○ Cut and Trim Route 2; ○ Trim Route 1; ○ Trim Route 2; ○ Trim Route 3; ○ Trim Route 4; and, ○ Trim Route 5.

² This is based on total area covered by turf maintenance staff (and total costs for this activity) compared to total area covered by contractors and contract volume. Due to data limitations, it does not account for the total volume of grass cut (i.e. area covered multiplied by frequency).

Recommendation #1.5: Increase capacity for grass cutting activities to improve service levels Option 1: Contract out routes with service levels requiring cuts every 2 or more weeks (excluding trail cuts)	
Anticipated Financial Impact	<ul style="list-style-type: none"> ○ Expected annual additional costs: up to \$331K depending on number of routes that are contracted out. <ul style="list-style-type: none"> ▪ The corporation would incur approximately \$30K in additional costs per route contracted out. ○ Estimated annual in-house labour capacity increase: up to 12,373 hours depending on number of routes outsourced ○ 5-Year Net Present Value: up to (\$1.536M) depending on number of routes outsourced
Expected Benefits of the Change	<ul style="list-style-type: none"> ○ Reduced workload of current City staff, allowing for an improved ability to meet current service levels for more frequent and time-sensitive cuts; and, ○ Potential reduction in resident complaints regarding grass cutting services not being performed in a timely manner. ○ Potential ability to reduce seasonal staff volumes which are used for the majority of cuts.
Risks Associated with the Change	<ul style="list-style-type: none"> ○ Increased operating costs to maintain the same service level at the locations to be contracted out; and, ○ Increased contract management workload for City staff.

Recommendation #1.5: Increase capacity for grass cutting activities to improve service levels	
Option 2: In-source all grass cutting activities and increase staff capacity	
Current State	The Corporation currently performs the majority of turf maintenance activities in-house using City staff. While approximately 39% less expensive per square meter cut, interviews with stakeholders noted that in-house resources currently lack the capacity to meet all service levels required.
Proposed Change	<p>The Corporation would in-source all grass cutting activities across the City. This would involve in-sourcing the Wayne Gretzky Parkway and Shellard's Lane cutting areas. This would require additional staff to complete the areas served by the Corporation's contracted vendor.</p> <p>Current contract values for Wayne Gretzky Parkway and Shellard's Lane total \$59,000.</p> <p>In 2019, Turf maintenance had 29 employees, with an FTE count of approximately 15.5 based on total hours worked (i.e. seasonal staff, cross-over staff only employed during summer months). Staff costs (earnings, overtime, benefits) totaled approximately \$737,000. Equipment and other costs total approximately \$622,000.</p> <p>The estimated cost, for an additional seasonal (8 month) staff member is therefore \$57,000 (labour costs plus estimated proportion of equipment and other costs). This may represent minimal (less than \$5,000 in savings, however is based on assumptions and estimates).</p> <p>At this time, with data currently available, it is unknown if one additional seasonal staff member would be sufficient to complete the Wayne Gretzky Parkway and Shellard's Lane required service level. (data on the time required to cut these areas is not available). Based on estimates of the size of both of these areas, and acreage that can be covered per day, it is currently estimated that service levels could be maintained by an additional seasonal staff, and still allow for excess capacity to be used in support of additional routes.</p>
Anticipated Financial Impact	<ul style="list-style-type: none"> ○ Additional staff and equipment costs estimated at \$57K per additional seasonal employee. At least one additional seasonal employee would be required. ○ This would be offset by the elimination of contracted services currently worth approximately \$59K. ○ If more than one additional seasonal employee is required, this would represent a net cost increase for Parks Services

Recommendation #1.5: Increase capacity for grass cutting activities to improve service levels	
Option 2: In-source all grass cutting activities and increase staff capacity	
Expected Benefits of the Change	<ul style="list-style-type: none"> ○ Increased capacity for Parks Services staff to meet all service levels across the City (and support scale up for growth areas) ○ Increased flexibility in the use and deployment of staff to respond to priorities/staff absences/etc. ○ Potential reduction in resident complaints regarding grass cutting services not being performed in a timely manner. ○ Reduced contract management
Risks Associated with the Change	<ul style="list-style-type: none"> ○ Potential increased operating costs if more than one seasonal employee is required.

Recommendation #1.6: Transfer Environmental Services' Contracted Out Pond Cuts to Parks Services to Perform Using In-House Staff	
Current State	Parks Services currently performs trail cuts adjacent to storm ponds that fall under the responsibility of the Environmental Services department to maintain and landscape. Environmental Services currently contracts grass cuts at these locations to a third-party contractor, at a cost of approximately \$18K annually. During stakeholder discussions there was no technical, equipment, or expertise rationale for this division of responsibilities. Rather, it was noted that this was primarily the result of Environmental Services and Parks Services previously being two independent Commissions and a requirement to keep budgets separate. As both groups are now under the Public Works Commission, this is no longer seen as a concern.
Proposed Change	<ul style="list-style-type: none"> ○ The City would transfer the responsibility of performing grass cuts around storm ponds to Parks Services, who would perform the cuts in-house using City staff on their regular trail cutting routes.
Anticipated Financial Impact	<ul style="list-style-type: none"> ○ Expected annual savings: \$14K ○ 5-Year Net Present Value: \$71K
Expected Benefits of the Change	<ul style="list-style-type: none"> ○ Modest annual cost savings; ○ Reduced contract management workload for Environmental Services staff; and, ○ Reduced overlap of activities performed between departments.
Risks Associated with the Change	<ul style="list-style-type: none"> ○ Cancellation of the current contract with the third-party contractor may not be feasible; ○ Inability to contractually transfer risk, which could result in insurance premium increases for the City; and, ○ Increased workload for Parks Services staff performing the pond cuts, however this could be mitigated by implementing Recommendation #1 above.

2.2.4 Flower Production and Horticulture Operations

Current State Analysis

The Horticulture Department within Parks Services is responsible for planning and growing plants and flowers for both indoor and outdoor display throughout the City. The following are the major programs and services provided by the Horticulture Department:

- *Annual Planting Program:* The Horticulture Department typically plants and grows more than 200,000 annuals in City parks and along roadways, tending to more than 180 beds across 37 locations that contain both perennial and annual flowers. This service is utilized for approximately 7 months of the year.
- *Mosaiculture Program:* Growing and planting of mosaiculture (horticultural art sculptures) at Dunsdon and Glenhyrst Parks. This service is utilized for approximately 7 months of the year.
- *Carpet Bed Program:* Floral carpet bed installations at Lorne and the War Memorial. This service is utilized for approximately 7 months of the year.
- *Indoor Plant Program:* Growing of indoor plants for display in City Hall and horticultural displays at other City facilities. The Horticulture Department also grows Christmas Poinsettias annually, for distribution across City buildings. These costs are recovered through chargebacks to the other City departments and facilities receiving the plants. This program is utilized year-round.
- *Greenhouse Operations:* Growing of plant materials and flowers at 1 Sherwood Yard, the site of the City's greenhouses, as well as maintenance of the greenhouses, building, and required equipment. The operation of the greenhouse takes place for approximately 9 months of the year.
- *Lorne Parke:* Planting of the carpet bed and operation of Lorne Park, the City's main horticultural park. This service is utilized year-round.
- *Glenhyrst Gardens:* Horticultural maintenance of the property at Glenhyrst Gardens. This service is utilized year-round.

In addition to the above activities, the Horticulture Department also receives approximately \$5K annually in revenues as a result of providing indoor plants from the Indoor Plant Program to other municipalities and Universities requiring indoor floral displays.

Table 11: Horticulture Department Annual Costs

Cost Category	Approximate Annual Costs
Revenues (Recoveries and Wage Grants)	(\$72,622)
Labour Costs (In-House)	\$617,267
Equipment and Fleet Charges	\$138,575
Utility Costs (Electricity, Sewage, Water, Natural Gas)	\$54,581
Other Miscellaneous Costs	\$44,777
Total Annual Costs	\$782,578

Strengths

- It was also identified from numerous stakeholders that the floral displays (both indoor and outdoor) grown and produced by City are source of pride for many in the community, and greatly enrich the landscape of particular City sites.
- By producing its own flowers' in house, the City maintains flexibility in its choices regarding which flowers are chosen to be grown and displayed, as opposed to being restricted to what is grown and offered by contractors.
 - Stakeholders noted that this has allowed the Corporation to grow unique and/or rare flowers that would not be otherwise available at commercial greenhouses, which would focus on larger volumes of more "generic" flowers.

Issues and Gaps

- Aging infrastructure for the greenhouses at 1 Sherwood Yard will require maintenance in the near future, including an estimated \$100K to install a new boiler system for the 8 greenhouses.

Recommendations

While initial assumptions from some stakeholders suggested that the greenhouses represent an unneeded expense for a product that can be readily purchased, and there is therefore a strong potential to reduce these costs, research and analysis completed to date suggests this is not the case. Greenhouses and their operations represent a significant overall component of a flower's cost structure when purchased. These facilities have considerable start-up capital requirements to design and build (in addition to land costs). In Brantford's current state, these costs have already been incurred by the Corporation. Currently, evidence suggests that the Corporation could not purchase the approximately 200,000 flowers it plants annually at a cost that is lower than what it costs to grow these flowers today. An analysis of bids for the production and supply of flowers at other Ontario municipalities determined that the costs of purchasing flowers from an external contractor is approximately 130-200% greater than the costs the Corporation incurs to produce these flowers in-house. Additionally, discussions with peer jurisdiction identified at least one other municipality that has recently brought flower production in-house, primarily due to the municipality already possessing greenhouses required for production, which allowed for the avoidance of the start-up capital requirements. The City of Windsor is currently involved in a multi-million dollar redevelopment project for its greenhouse facilities which are used to produce flowers for the City's displays, as well as made available for sale to the public. This decision was, at least partially influenced by:

significant difficulties with purchasing these flowers in recent years as the number of suitable outside growers has been greatly decreased due to significant changes in the industry. The significant changes in the industry have also led to significant cost increases. These cost increases have resulted in the Horticulture division requiring additional operating funds to maintain the current level of service that has been expected by the public.³

Additionally, it was identified by stakeholders during consultations that purchasing flowers from an external contractor would likely still require the greenhouses to be maintained to maintain flower quality. This is because a location to store the flowers received from the contractor (grower), prior to installation at the various sites, would still be required. As a result, there is no cost avoidance associated with purchasing flowers with regards to future infrastructure maintenance. From the previous analysis of bids for the production and supply of flowers at other Ontario municipalities, it was confirmed that the delivery of flowers from an external vendor to one greenhouse is the process that is followed by other municipalities that purchase flowers externally.

The table below outlines the rationale for the continued in-house production of flowers, as well as the expected additional costs that would be avoided by not purchasing the flowers from an external vendor.

³ Environment, Transportation & Public Safety Standing Committee - November 29, 2017. Available via: <https://www.citywindsor.ca/cityhall/committeesofcouncil/Standing-Committees/Environment-Transportation-and-Public-Safety-Standing-Committee/Documents/public%20agenda%20November%2029%202017%20v2.pdf>

Recommendation #1.7: Continue in-house production of flowers							
Current State	The Corporation currently produces all flowers using in-house resources. These flowers are produced at the 8 greenhouses located at 1 Sherwood Yard, and are planted or displayed at various sites across the City. The maintenance of these flowers and displays is currently also performed by 5 in-house employees.						
Proposed Change	The Corporation would make no change to the current model of flower production. This is primarily due to the fact that costs for purchasing flowers from a vendor are approximately 130% greater than the costs to produce flowers in-house. Additionally, the Corporation would still be required to plant and maintain the flowers, as vendors typically require will deliver the flowers to 1 site. This would also necessitate the continued use of at least some of the existing 8 greenhouses for flower storage, once received from the vendor.						
Anticipated Financial Impacts	<ul style="list-style-type: none"> ○ Annual Savings from Continued In-House Flower Production: \$110K <table border="1"> <tr> <td>In-House Costs (Production)</td><td>\$181,623</td></tr> <tr> <td>External Vendor Costs (Production)</td><td>\$292,528</td></tr> <tr> <td>Annual Savings from In-House Production</td><td>\$110,905</td></tr> </table> <ul style="list-style-type: none"> ▪ Additional capital equipment costs (boiler replacement) required: \$100K ▪ Break-Even Point – Year 1 ○ 5-Year Net Present Value: \$446K <ul style="list-style-type: none"> ▪ Includes the initial capital outlay required for boiler replacement at the greenhouses 	In-House Costs (Production)	\$181,623	External Vendor Costs (Production)	\$292,528	Annual Savings from In-House Production	\$110,905
In-House Costs (Production)	\$181,623						
External Vendor Costs (Production)	\$292,528						
Annual Savings from In-House Production	\$110,905						
Expected Benefits	<ul style="list-style-type: none"> ○ Lower costs compared to purchasing flowers from an external vendor; ○ Flexibility and control in which flowers the Corporation chooses to grow and display, compared to ; ○ Avoidance of an increased contract management workload for Corporation staff; and, ○ Maintenance of the status quo of Corporation flowers, displays, and programs. 						
Risks Associated	<ul style="list-style-type: none"> ○ Future capital expenditures required to maintain the greenhouses in a state of good repair. 						

Recommendation #1.8: Actively market flower sales to other broader public sector organizations or residents	
Current State	Currently, the Corporation sells a small amount of the flowers grown in greenhouses to public sector organizations. This amounts to approximately \$5,000.
Proposed Change	<p>Actively market the sale of flowers to broader public sector organizations with the objective of increasing revenue from the sale of flowers. This revenue could be used to offset the cost of flower production and upcoming capital investment requirements for the greenhouses. Potential customer base may include:</p> <ul style="list-style-type: none"> • Other municipalities (lower and upper tier) in Southern Ontario; • BIAs; • Schools and School Boards; and, • Universities and Colleges. <p>The Corporation may also want to explore sales of flowers directly to the public (e.g. via pre-buying/ordering for pick up on select days in early spring). The City of Windsor was identified as having an annual “plant sale” for the public which has evolved into a community event.</p>
Anticipated Financial Impacts	<p>For directional purposes only, an estimate of 20% of current production has been used to estimate potential revenue from increased flower production. If 20% of current volume was sold at 85% of estimated market value, this could potentially generate approximately \$50,000 in revenue for the City, (with expenses of approximately \$35,000). Preliminary estimates from Corporation stakeholders involved in flower production estimate that there is an opportunity to increase production by 15%-20%. It is not anticipated that an increase in capacity would require significant additional costs – it is assumed that production of flowers is scalable. Conversely, there is no evidence to suggest that City would realize \$35,000 in savings if production was reduced by 20% because of fixed overhead costs that may not vary based on production volume. If the City were to sell a percentage of flower production currently planned for use within City flowerbeds, this would obviously result in a reduction in overall display volumes – however – this may be warranted as a measure to reduce overall costs, while still maintaining a service quality (flower volume) higher than what could be purchased externally. However, as noted above, preliminary estimates indicate that excess capacity within greenhouse operations could allow for increased</p>

Recommendation #1.8: Actively market flower sales to other broader public sector organizations or residents	
	sale of flower products without a significant reduction in flowers used by the Corporation itself.
Expected Benefits	<ul style="list-style-type: none"> ○ Maintain same quality/volume of flower production and flower beds across the City at a rate subsidized through the sale of excess flowers ○ Sale of flowers could offset the impact of capital investment requirements in the greenhouse facilities.
Risks Associated	<ul style="list-style-type: none"> ○ If there is currently not any excess capacity at the greenhouses, then the sale of any additional flowers would need to be offset by a reduction in flowers planted in City flower beds, or a transition of these beds to perennial plants, at a cost to the Corporation. ○ Some stakeholders may be critical of the Corporation's decision to compete with private enterprise on the sale of flowers. ○ Contract management, QA, and shipping costs associated with the sale of flowers may result in staff time/costs that limit the benefit of flower sales if requested products vary from the Corporations current growing inventory.

2.3 Parking and Traffic Operations

Current State Analysis

Structure and Staffing

The Optimus SBR team was tasked with reviewing the organizational structure of the Parking Bylaw Enforcement and Parking Garage with respect to its current position in the Corporation. Currently, parking garage (Market Street Parkade) operations and bylaw enforcement falls under the responsibility of the Supervisor Parking & Right of Way (ROW) Enforcement. This includes management of parking enforcement staff (contracted arrangement), security personnel for parking garage (contracted arrangement) and operations of the parking garage cleaning (contracted arrangement) and facility management. Parking enforcement responsibilities include overseeing enforcement on private properties which have contracted the Corporation for parking enforcement. Collections of fines is also overseen by this team.

During consultations, it was noted that ROW Enforcement, while an initial intent of the supervisor's role, has not been emphasised to date. Consequently, it was noted that ROW Enforcement activities do not frequently occur currently.

Recently (Spring 2020), the Supervisor of Parking and ROW Enforcement received an additional staff member. The Supervisor now oversees the work of a Transportation Technologist who is responsible for transportation tasks such as amendments to traffic bylaws, road detours, technical reviews of applications, traffic studies, etc. Based on most recent job descriptions provided, this appears to be beyond the scope of the current Supervisor of Parking and ROW Enforcement.

Processes and Procedures

While a detailed review of policies and procedures of this group was not in-scope for this area of the review, it was noted by stakeholders that there is a need to update workflow procedures. Workflow procedures have not been updated since the most recent re-organization. Updating of policies and procedures has been a focus during the COVID-19 Pandemic.

Related to this, the Optimus SBR team has observed that the job descriptions of positions within this group appear to be out of date. As noted above, there is no reference to the activities completed by the Transportation Technologist in the scope of responsibilities for the Supervisor of Parking and ROW Enforcement.

Technology

Consultations suggested that staff have the technology required to complete their jobs. However, there was a perception among leadership that the Corporation lacks in meeting the preferences of increasingly technologically advanced residents. Payment options for parking and parking bylaw infractions were specifically cited as a technology limitation leading to inconsistent customer experiences. Residents paying for permits, tickets, etc. who arrive in person can only pay with cash, however, online payments can accept credit card payments.

Strengths

- Dedicated staff for enforcement activities (via contracted arrangement);
- Innovative private parking lot enforcement has opportunity for revenue generation; and,
- Dedicated staff willing to take on new responsibilities and deliver on a high workload.

Issues and Gaps

- Potential for inconsistent customer/resident experiences with respect to payment options associated with parking permits/infractions;
- Responsibilities for various roads/traffic related permitting processes (e.g. road occupancy permits, driveway permits, oversized loads permits, etc.) is distributed across the Corporation, resulting in inconsistent experiences;
- Actual roles and responsibilities, as described, are inconsistent with job descriptions;
- Role of Transportation Technologist does not appear to be well aligned to Parking and ROW Enforcement activities/responsibilities – but may be better aligned with other groups in Operational Services;
- Enforcement of municipal bylaws not consolidated within one group in the Corporation, limiting an opportunity to consolidate teams and increase oversight;
- No winter storm parking ban for snow clearing routes can impede winter control activities; and,
- Considerable security incidents at the parking garage facility (up to 40 per day, as described by stakeholders).

Recommendations

As mentioned above, the Supervisor of Parking and ROW Enforcement is currently overseeing activities beyond parking enforcement and beyond their job description. It is also not clear that this structure allows individuals to focus on the core functions of their job, or is the best alignment of staff across the Corporation. It is recommended that changes be made to the structure of parking bylaw enforcement. Recommendations 1.9-1.12, detailed below, are inter-related and should be considered/implemented in coordination.

Recommendation #1.9: Explore the Possibility of Moving the Supervisor of Parking and ROW Enforcement and Parking Enforcement staff out of Public Works and position the Supervisor under the Manager of Property Standards and Bylaws.	
Current State	<p>Currently, the Supervisor of Parking and ROW Enforcement is involved in supervisory responsibilities beyond parking and ROW enforcement activities (as described in job description). It does not appear that the Corporation has been able to focus activities on parking and ROW enforcement. There is also a greater alignment between parking and ROW enforcement activities with the Property Standards and Bylaws team than with Public Works.</p>
Proposed Change	<ul style="list-style-type: none"> ○ The Supervisor of Parking and ROW Enforcement, and Parking Enforcement staff, should be transitioned out of Public Works and to the Manager of Property Standards and Bylaws. Responsibilities of the Supervisor of Parking and ROW Enforcement that are currently beyond parking and ROW enforcement (facility management and maintenance, transportation technologist supervision/support, etc.) should be distributed to other supervisors/managers in Public Works (see recommendations below).
Anticipated Financial Impact	<ul style="list-style-type: none"> ○ Financial impact is anticipated to be net-neutral for the Corporation as a whole. It is anticipated that staff, and related (equipment, fleet) costs currently incurred as part of the Public Works budget, will be transferred to Property Standards and Bylaws. ○ At this time there is no recommended change in resource levels.
Expected Benefits of the Change	<ul style="list-style-type: none"> ○ Ability to more appropriately divide roles and responsibilities associated with Parking and ROW Enforcement; traffic technologist supervision; and facility maintenance. ○ Dedicated focus on parking and ROW enforcement and potential to refocus effort on expanding the private parking lot enforcement program (potential revenue stream)
Risks Associated with the Change	<ul style="list-style-type: none"> ○ Change management and role clarity risks are associated with organizational realignments and division of responsibilities currently consolidated under a single resource/team. Clearly defined roles and responsibilities for all groups involved in parking and ROW enforcement; facility management of parking facilities; and transportation technologist supervision will be required.

Recommendation #1.10: Transition the responsibilities of the facility management and security of the parking garage to Facilities Management and Security. It is recommended that the Public Works Facilities Management & Security report to the General Manager, Public Works and this position assume responsibility for facility management and security oversight of parking facilities. This will support the recommendation directly above of repositioning the Supervisor of Parking and ROW Enforcement.	
Current State	<p>The Supervisor of Parking and ROW Enforcement currently has responsibilities for the management of parking facilities and security (i.e. tasks from line painting, to light repairs, to involvement with infrastructure). This detracts from enforcement activities. To support the realignment of the Supervisor Parking and ROW Enforcement to the Property Standards and Bylaws.</p>
Proposed Change	<ul style="list-style-type: none"> ○ As already approved by Council on October 13, 2020, Public Works Facilities Management & Security now report to the General Manager, Public Works. It is recommended that responsibilities for the facility management and security of the parking garage transition to Facilities Management and Security. This will allow the Supervisor of Parking Enforcement and ROW to focus on enforcement activities.
Anticipated Financial Impact	<ul style="list-style-type: none"> ○ Positioning the Director, Facilities Management & Security under the General Manager, Public Works has already been approved by Council (October 13, 2020). There are not additional financial impacts anticipated with this recommendation.
Expected Benefits of the Change	<ul style="list-style-type: none"> ○ Ability to more appropriately divide roles and responsibilities associated with Parking and ROW Enforcement; traffic technologist supervision; and facility maintenance. ○ Dedicated focus on facilities management and security in parking facilities, including ability to consolidate contract management with other facilities.
Risks Associated with the Change	<ul style="list-style-type: none"> ○ Positioning the Director, Facilities Management & Security under the General Manager, Public Works has already been approved by Council (October 13, 2020). There are not additional financial impacts anticipated with this recommendation.

Recommendation #1.11: Consolidate the Transportation Technologist and Transportation Technician Role under the Supervisor of Traffic Operation – The Transportation Technician should be repositioned from reporting to the Senior PM Technical Operations & Compliance to the Supervisor Traffic Operations	
Current State	<p>The above recommendations provide the opportunity to consolidate Transportation functions currently distributed across Operational Services into one group. Currently, the Supervisor, Parking and ROW Enforcement provides oversight/support to the Transportation Technologist. This distracts from the supervisor’s core role/function. As noted above it is recommended that parking and ROW enforcement responsibilities (including supervisor and enforcement resources) be transitioned to Property Standards and Bylaw.</p> <p>This results in the Transportation Technologist role no longer having supervisory support, which provides an opportunity to reposition this role to better align responsibilities/skill sets.</p>
Proposed Change	<p>The Transportations Technologist role that currently reports to the Supervisor Parking and ROW Enforcement should be positioned under the Supervisor Traffic Operations. In addition, the Transportation Technician should be repositioned from reporting to the Senior PM Technical Operations & Compliance to the Supervisor Traffic Operations. During consultations, it was noted that the Transportation Technician works much more closely with the Supervisor Traffic Operations than with their current supervisor.</p>
Anticipated Financial Impact	<ul style="list-style-type: none"> ○ Repositioning the Transportation Technologist and Transportation Technician referenced above to report into Supervisor Traffic Operations is a cost-neutral realignment as no new positions are being recommended.⁴ This recommendation is not focused on reducing costs, rather on enhancing the alignment between roles and organizational function.

⁴ Note: it is understood at an additional Transportation Technologist resource has been approved by Council as part of the October 13 Council approved realignment.

Recommendation #1.11: Consolidate the Transportation Technologist and Transportation Technician Role under the Supervisor of Traffic Operation – The Transportation Technician should be repositioned from reporting to the Senior PM Technical Operations & Compliance to the Supervisor Traffic Operations	
Expected Benefits of the Change	<ul style="list-style-type: none"> ○ This realignment will facilitate improved ability to provide oversight and guidance, clarify and manage priorities and workloads, and more closely align to day-to-day collaboration requirements. ○ Included in the consolidation of functions should be all relevant transportation/traffic permitting processes currently handled by: the Transportation Technologist (reports to Senior Program Manager Operations and Compliance); the Operational Supervisor Utility and Special Projects; and Transportation Technologist (reports to Supervisor Parking and ROW). This should be leveraged as an opportunity to better streamline the applicant (customer) experience for permitting processes.
Risks Associated with the Change	<ul style="list-style-type: none"> ○ The resources currently noted above are not located with the Traffic Operations team. It is currently not known if the appropriate physical space could be make available for these resources. It may be necessary to have them work out of a separate location. Consideration should be given to ensuring the Supervisor – Traffic Operations has the support required to manage/oversee a team working from multiple locations (note: the Supervisor – Traffic Operations currently works closely with the Transportation Technician and no concerns were raised about the different work locations)

Recommendation #1.12: Do not fill the vacant Manager, Traffic and Parking Operations role - If the Parking and ROW Enforcement responsibilities are transitioned out of Public Works, the position would have a very narrow scope of responsibilities.	
Current State	The Manager of Traffic and Parking Operations is currently a vacant position. The Supervisor Parking & ROW Enforcement and Supervisor Traffic Operations report into this Manager position.
Proposed Change	<p>Do not fill the vacant Manager Traffic and Parking Operations. Currently, the Manager of Traffic and Parking Operations is responsible for the Supervisor of Traffic Operations and Supervisor of Parking and ROW Enforcement. However, this position is vacant, and if the Parking and ROW Enforcement responsibilities are transitioned out of Public Works, the position would have a very narrow scope of responsibilities (i.e. a single supervisor).</p> <ul style="list-style-type: none"> ○ The Supervisor of Traffic Operations may therefore report directly to the Director, Operational Services or, this group may be positioned under the Senior PM Technical Operations and Compliance. ○ Currently, it is suggested that the Supervisor of Traffic Operations reports directly to the Director, Operational Services, as it is not clear that there is a strong enough alignment with the Senior PM Technical Operations and Compliance. It is also suggested below in Section 2.9 that this role be focused on other activities. Having the Supervisor Traffic Operations report to the Director, Operational Services should be re-evaluated in the intermediate-term to ensure adequate time and attention can be dedicated to this task by the Director Operational Services.
Anticipated Financial Impact	<ul style="list-style-type: none"> ○ Staff salary costs for this position are estimated at \$110,000-\$120,000 + benefits in savings for the Corporation. However, it is recommended that this position be repurposed to support <i>recommendation 2.9 – Alter the structure of Operational Services</i> in Section 3.6 to increase Contract/Vendor Management and Inspection activities.
Expected Benefits of the Change	<ul style="list-style-type: none"> ○ <i>By not filling the Manager Traffic and Parking Operations Position, this provides an opportunity to repurpose this position for a more value-add function within Operational Services. See recommendation 2.9 in Section 3 for information on the recommended repurposing of the Manager Traffic and Parking Operations Role</i>

Recommendation #1.12: Do not fill the vacant Manager, Traffic and Parking Operations role
- If the Parking and ROW Enforcement responsibilities are transitioned out of Public Works, the position would have a very narrow scope of responsibilities.

**Risks Associated
with the Change**

- Having the Supervisor of Traffic Operations report directly to the Director, Operational Services may result in a high workload/number of responsibilities for the Director. While initial discussions suggested that recommendation would be manageable, the workload should be monitored.

Recommendation #1.13: Collect detailed data on the impact of on-street parking on Winter Control – Collect data on activities and costs to conduct more informed financial analysis on impacts of on-street parking	
Current State	<p>Cars parked on streets during winter storms can block snowplows during snow clearing and salting activities, result in the need for snow plow operators to return to these streets – likely increasing labour and operating costs. However, based on information provided at this time, and discussions with Operational Services stakeholders, the Corporation does not have data on the impact of on-street parking during winter storms (i.e. number of streets that had to be revisited, time spent revisiting streets, etc.).</p> <p>This makes it difficult to quantify the financial impact (staff time, equipment utilization, etc.) on revisiting areas as a result of parked cars.</p>
Proposed Change	<ul style="list-style-type: none"> ○ Detailed information on this situation should be collected for the 2020-21 Winter seasons. Standardized information should be collected from operators on the frequency and impact of this situation. With this data, the Corporation would be in a position to conduct a more informed financial analysis on the impact of on-street parking during winter storms.
Anticipated Financial Impact	<ul style="list-style-type: none"> ○ Minimal costs are anticipated to complete this recommendation. In-house staff should record instances of parked cars disrupting their scheduled plowing activities and activities required to remedy the situation. Similar requirement should be made of contracted providers. Some staff time (e.g. 4-5 days for the duration of the study) may also be required to assist with data entry (if manually collected), analysis, and summary of findings.
Expected Benefits of the Change	<ul style="list-style-type: none"> ○ Data to allow for evidence-informed decision making regarding actions that may be taken to mitigate the impact of on-street parking on winter control operations. ○ Ability to position the study as a way to better support plow operators complete their routes.
Risks Associated with the Change	<ul style="list-style-type: none"> ○ May be some resistance to data collection activities if requirements become burdensome based on volume of instances to log. If this situation presents itself, consideration could be given to representative sample sizes instead of full study.

Recommendation #1.13: Collect detailed data on the impact of on-street parking on Winter Control – Collect data on activities and costs to conduct more informed financial analysis on impacts of on-street parking	
Jurisdictional Review Information	<p>Of note, some peer municipalities have bylaws restricting on-street parking during winter months</p> <ul style="list-style-type: none"> ○ City of Guelph – December 1 – April 1 – On-street parking is not permitted between 2 am and 6 am, unless otherwise posted. ○ City of Barrie – December 1 – March 31 – On-street parking is not permitted: <ul style="list-style-type: none"> ▪ Downtown Business Improvement Area – between 3 am – 6 am ▪ Other City Streets 12:01am – 7am <p>A winter maintenance event can also be declared outside of the above dates if/as required, resulting in the same on-street parking restrictions</p> ○ City of Cambridge – January 1 – March 15 – On-street parking is not permitted between 2:30 a.m. and 6 a.m. If a snow event is declared, on street parking is prohibited at any time.

2.4 Management of Parks Design/Department Capital Projects

Current State Analysis

Structure and People

Parks Design and Development is responsible for the development and implementation of minor capital projects. This includes parks and playground equipment, sports fields, and trails. The team works to ensure these facilities meet safety standards, including CSA Ontario Building Code; environmental stewardship practices are enhanced; community feedback and engagement is understood; support the Community Garden Program, and maintain alignment with long-term capital plans.

The Parks Design and Development team also works to review site plan applications with other departments (planning development review). This includes landscaping and tree issues and subdivision applications for parks and open spaces, trails, and landscaping/streetscaping.

The team consists of a supervisor (landscape architect), two Coordinators of Parks Design and Development, and an Assistant. The two Coordinators are responsible for managing projects from conception to construction – this includes working with external vendors where necessary. External vendors are relied upon to supplement the internal team with specific skillsets/expertise – for example projects involving electrical engineering expertise or civil engineering (i.e. structures).

During multiple discussions with stakeholders from the Parks Division, it was noted that the Manager of Parks Services provides ‘considerable’ support to the Parks Design and Development Team. Specifically, as the Manager of Parks Services is also a landscape architect, they provide support to review development applications to facilitate a timely review turnaround. This was noted as an ‘unsustainable’ task given that Manager’s workload. As of the Council approved October 13 Public Works restructuring, Parks Design and Development has been moved from Parks Services to Engineering Services and is the responsibility for a new manager – see below for additional analysis on this recent change.

Project Management Practices

Projects are managed by the Coordinators (day-to-day) with oversight accountability resting with the Supervisor. When external vendors are engaged, the Coordinators are responsible for their management. During Project Discovery meetings with senior stakeholders, it was mentioned that Parks Design and Development have a practice of engaging third-party project managers to manage external vendors. Discussions during our current state session indicated that this is not an existing practice, and that vendors are managed by in-house staff. Thus, there does not appear to be, at this time, an opportunity to bring project management activities in-house, as this is current practice.

Technology

The Parks Design and Development team plays a key role in maintaining the parks and trails inventory related to GIS mapping. This includes amenities and infrastructure inventory within the parks and trails systems. The Parks Design and Development team provides this GIS support for other parks divisions. For example, updating GIS information following work completed by the Parks Maintenance team. See recommendations below for suggested adjustments to the provision of this internal service.

Strengths

- Core skills to deliver on more common/higher volume projects are maintained in-house, with vendors engaged for larger projects, or those projects involving less specific expertise that are not economical to retain in-house; and,
- Recent restructuring to position Parks Design and Development in Engineering Services should allow for better alignment with other groups/teams and mature skillsets involved in capital planning projects (roads, storm water, etc. which are involved in the parks design process).

Issues and Gaps

- Processes outlining the use of GIS services by Parks Services need to be established now that Parks Design and Development (which has historically provided this service to Parks Service) has transitioned out of Parks Services.

Recommendations

Recommendation #1.14: Parks Services should leverage GIS Support provided centrally by Engineering Services. Procedures for accessing this service should be formally documented.

Current State

As noted above, Parks Design and Development has provided GIS support to the Parks Services team (specifically as it relates to Trails and Park requirements). As they have been transitioned out of Parks Services, a new process should be established so that Parks Services can access GIS services when required. Note that this is a very recent transition (announced Mid-October, implemented Mid-November). This should not be interpreted as a long-standing unaddressed issue – rather as an activity to include in the tasks associated with the restructuring of Public Works.

Recommendation #1.14: Parks Services should leverage GIS Support provided centrally by Engineering Services. Procedures for accessing this service should be formally documented.	
Proposed Change	<ul style="list-style-type: none"> ○ GIS support is provided for Public Works by Engineering Services. This should be fully leveraged as a centralized service for Public Works. GIS tasks that have historically been completed by Parks Design and Development should be transitioned to the centralized GIS function within Engineering. Appropriate policies and procedures for initiating requests should be implemented.
Anticipated Financial Impact	<ul style="list-style-type: none"> ○ Minimal financial impact is anticipated. Some staff time is required to confirm the GIS supports that Parks Services will require and processes for engaging/providing those services. However, this is expected to be minimal as this should not differ significantly from how Engineering Services provides GIS support to any other division.
Expected Benefits of the Change	<ul style="list-style-type: none"> ○ Increasing Parks Services use of Engineering's centralized GIS capabilities mitigates the need for the Parks Design and Development team to take effort away from their core activities. ○ Increased use of centralized of GIS activities will provide a more real-time and easy to track understanding of GIS utilization, allowing for more holistic understanding/planning of skillsets, workload, capacity and resourcing decisions.
Risks Associated with the Change	<ul style="list-style-type: none"> ○ May be change management concerns to mitigate as staff are expected to align to new processes to access GIS activities. ○ A capacity analysis of Engineering Services GIS capacity has not been performed, so it is not understood what impact Parks Services requests for GIS support associated with Trails and Parks will have on this utilization. However, stakeholder discussions indicated that the GIS workload generated by Parks Services is not significant.

Other Consideration:

Parks Services stakeholders noted that during the COVID-19 pandemic, trail use has increased significantly (300% based on trail counts cited by stakeholders). This unexpected surge in use will likely result in a need for additional investments in the trail system (maintained, repairs, inspections, laying new gravel, etc. due to increased volume). If volume remains at this level, additional investments in new trails (or other outdoor facilities) may be warranted. While the exact impact of this very recent user increase is currently unknown, and out-side the scope of this engagement to define, leadership/Council may want to evaluate considering this to be a



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priority area for investment in the short-term to ensure the high-quality provision of outdoor space for residents.

3.0 Operational Services and Parks Services Alignment Review and KPIs

3.1 Winter Control Operations

Current State Analysis

Operational Services is responsible for winter maintenance activities that ensure the safety of municipal road and walkway users across over 99 individual routes totalling 1100+ Lane Kilometres. The major activities related to winter maintenance, as defined and outlined in the City's most recent Winter Operations Plan, are:

- *Snow Plowing*: Removal of snow buildup on municipal roads and highways, primarily through the use of plows, tractors, and graders. Snow clearing at City-owned parking lots are also maintained for snow clearing operations by Operational Services through tendered contract(s), which are charged back to the various departments who the work was contracted out on behalf of.
- *City-Owned Sidewalk Winter Maintenance*: Removal of snow accumulation and anti-icing on sidewalks adjacent to City-owned property. This service is primarily delivered by in-house Operational Services staff, who are supplemented by contractor crews who remove accumulated snow at intersections and school crosswalks.
- *Anti-Icing*: Application of liquid deicers (magnesium chloride, pretreated salt, and untreated salt) on City roads, which delay the formation of ice and ensures easier removal if ice does form.
- *Snow Removal and Disposal*: Removal and hauling of snow for storage at the City of Brantford Snow Disposal Site (10 Earl Avenue), when the accumulation of piled snow impedes safe traffic flow on roadways or sightlines at intersections.
- *De-Icing*: Removing snow, ice, and frost from roadway surfaces, largely through the application of pretreated and untreated salt, as well as sand. These materials are purchased from external suppliers but applied by both Operational Services staff and third-party contractors performing winter control activities.
- *Windrow Removal*: Removal of windrows (the accumulation of snow created by snow plows) for seniors and those with physical disabilities. This service is currently provided to eligible residents by the City at no cost, and the removals are contracted out to a third-party contractor (McLellan Group Snow Services).

In addition to the above major activities, Operational Services staff also monitor the weather and are responsible for declaring significant weather events and road closures as a result of or hazardous conditions, such as snow accumulation.

In total, Operational Services retains a roster of 8 third-party contractors qualified to perform a mix of snow removals, salting, and windrow removals. As stated above, these contractors are also used to clear snow at City-owned parking lots for other departments.

To perform the above activities, Operational Services maintains or rents a fleet of approximately 77 winter control vehicles/equipment, most notably:

- 4 Tractors, 1 Grader, 6 anti-ice units, and 4 Loaders used for roadway clearing; and,
- 8 Trackless units for sidewalk clearing;

Winter maintenance solid materials (i.e., salt, magnesium, and other anti-icing and de-icing materials) are stored at 3 facilities across the City.

In total, Operational Services staff deliver approximately 29,202 labour hours towards winter control operations, in addition to services contracted out to third parties, at a total approximate annual cost of \$4.4M. The following table outlines the annual costs for Winter Control Operations, including winter sidewalks maintenance:

Table 12: Winter Control Operations Annual Costs

Cost Category	Approximate Annual Costs
Revenues (Fines)	(\$13,238)
In-House Labour Costs	\$1,236,544
Contractor Costs	\$1,128,932
Winter Maintenance Material Costs (Salt, Sand, De-Icers and Anti-Icers)	\$851,703
Fleet Charges and Equipment Rental Costs	\$1,117,414
Other Costs	\$87,487
Net Annual Costs	\$4,408,843

Strengths

- Development of thorough annual winter operations plans prior to each snow season, which includes clearly outlined winter season preparations and contingency plans in case of a snow event occurring in advance of the winter maintenance season; and,
- Defined service levels are aligned to the Provincial Minimum Maintenance Standards for Municipal Highways (MMS O. Reg. 239/02).

Issues and Gaps

- Stakeholders noted that although the overall winter operations plan is well documented annually, there is currently a lack of documentation of standard operating procedures for particular tasks;
- Stakeholders noted that there is disparate data collection, primarily through ad-hoc spreadsheets and other forms of tracking. This may impact the timely availability of data for decision making. Performance metrics against defined service levels for winter control operations were requested, but not provided, indicating the information may not be readily accessible.

Recommendations

Recommendation #2.1: Consider Contracting Out All Winter Control Operations for Routes Categorized as 'Green' (Lowest Service Level)	
Current State	Currently, routes categorized into the lowest service level (as outlined in the Province's Minimum Maintenance Standards) account for approximately ~32% of the road surface area requiring winter control activities. These routes typically consist of mainly residential, non-transit routes, and are a combination of paved, unpaved, and resurfaced roads. As such, these routes experience less traffic compared to other routes cleared by Operational Services staff. As these routes are categorized into the lowest service level, they are typically lower-priority compared to the higher service level categories ('red' and 'blue'), which account for the remaining ~68% of road surface area requiring winter control activities. Both Corporation staff and contractor resources perform winter control activities for all route categories. Winter control operations for green categories are currently equally handled by contractors and Operational Services, with each handling 16 of the 32 routes.
Proposed Change	The Corporation would contract out all winter control operations for routes categorized as 'green', transferring full responsibility for snow plowing and winter material application on approximately 344 lane KMs to a third-party contractor(s). Doing so could allow Operational Services to realize annual savings to their operating budget, through a possible reduction in headcount and a reduction in fleet charges.

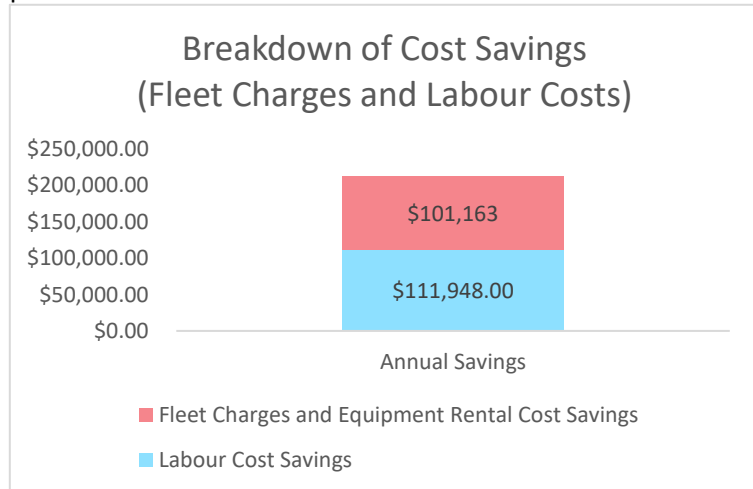
Recommendation #2.1: Consider Contracting Out All Winter Control Operations for Routes Categorized as 'Green' (Lowest Service Level)

**Anticipated
Financial
Impacts**

- **Expected annual cost savings to the Operational Services Operating Budget: \$213K**

In-House Scenario Costs	\$2,353,958
Proposed Scenario Costs	\$2,140,847
Savings Compared to Status Quo	\$213,110

- Savings are generated through a reduction in labour costs and avoidance of fleet charges and equipment rental costs, as contractor costs would be approximately 53% cheaper per route KM covered than using in-house labour resources. To realize savings from labour, which is estimated to be \$112K, it is estimated that the Corporation would need to reduce headcount in Operational Services by 2-3 staff over the winter period.



- The chart above outlines that fleet charges and equipment rental savings would total approximately \$101K annually. However, these savings are limited to the Operational Services budget, as the Corporation already owns its equipment, and Fleet Services would simply be charging less costs back to Operational Services as a result of lower fleet usage. To actually realize these savings across the Corporation, Fleet Services and Operational Services would need to identify future planned services that could be avoided, or right-size the current fleet.

- **5-Year Net Present Value: \$1.049M**

Recommendation #2.1: Consider Contracting Out All Winter Control Operations for Routes Categorized as 'Green' (Lowest Service Level)	
Expected Benefits of the Change	<ul style="list-style-type: none"> ○ Expected cost savings; ○ Decrease in future fleet and equipment requirements for Operational Services; ○ Should the Corporation opt to not reduce headcount or equipment expenditures, it could potentially choose to redirect headcount and equipment costs towards improving service levels for routes with higher traffic usage using in-house resources ('blue' and 'red' road categories); ○ Potentially faster response times to clear 'green' routes; and, ○ Contractual transfer of risk to the third-party contractor(s), which could potentially result in lower insurance premiums for the City,
Risks Associated with the Change	<ul style="list-style-type: none"> ○ Increased contract management workload for Operational Services staff; and, ○ Contractor performance may not be up to the same standard as City staff.

3.2 Customer Service and Work Order Formation

Current State Analysis

Review Focus

The Optimus SBR team was tasked with exploring customer service outcomes associated with the activities completed by Operational Services and Parks Services, as well as work order processes and technology.

Key Findings

There are currently no aggregate customer service metrics or KPIs reported on by either Operational Services or Parks Services, nor are there established targets. A summary of Work Orders for Operational Services was provided, however this is a mix of work orders generated by public/customer inquiries/requests (e.g. report of a pothole) and scheduled inspections/work. The report does not aggregate resolution time for work orders generated to respond to public inquiries.

Based on the information made available to the Optimus SBR team it is not possible to comment on the ability of the City to meet customer metrics as these metrics do not appear to have defined targets, nor are the reported on in a way that facilitates ongoing monitoring to identify trends and implement appropriate actions. Section 3.7 contains additional findings on KPIs and metrics across Operational Services and Parks Services.

The current work order system was described as old and antiquated. Specifically, there are difficulties in allocating costs to activities (labour or materials) and ensuring consistency in reporting due to a requirement to enter free text comments. However, as of the time of this review, a vendor has been engaged to support the development of a new work order system.

From a process perspective, some challenges were identified related to the allocation of work orders from customer service stakeholders. Specifically, it was noted that there are occasions where Operational Services is requested to complete tasks that should be sent to Parks Services (e.g. tree removal in parks), or tasks that Operational Services cannot perform (e.g. something on private property). Stakeholders were not able to quantify the frequency of these situations.

Future Consideration: As the Corporation implements the new work order system, this presents an opportunity to review call scripts/decision trees used by customer service staff, to ensure calls are triaged and forwarded appropriately. The Operational Services and Parks Services teams should identify common calls that may not currently be triaged correctly. Based on current findings these are likely to include: clearly defining responsibilities associated with tree maintenance, removal, and cleanup in various locations across the City; situations involving private property; requests from police; complaints about loitering; etc.

3.3 Fleet Management

Current State Analysis

Review Focus

The Optimus SBR team was tasked with reviewing Fleet Management to better understand how staff are involved in fleet management activities, the technology currently used to support tasks, and to understand any unique processes or procedures – with respect to Parks Services and Operational Services. The objective was to identify any opportunities to rationalize/centralize common activities and identify how Public Works can use of data in decision making.

Note Section 3.6 discusses the Fleet/Equipment inventory of both Operational Services and Parks Services

Key Findings

- A clear designation of what does and does not constitute as “fleet equipment” based on a value of \$5,000 or more.
- Long-term planning activities are undertaken to ensure the fleet is “right sized”.
- Challenges related to procurement rules negatively impact the ability of staff to find efficiencies of scale when procuring or maintaining vehicles.
- Staffing of the Fleet Management team was not seen as keeping pace with the demands of the Corporation.
- Technology use is still in an immature state and should continue to be leveraged.

Roles and Responsibilities

Fleet and Transit Services is a Division within Public Works with responsibilities for fleet management activities for the Corporation’s entire fleet, with the exception of emergency services. Responsibilities include: overseeing procurement, training, lifecycle repairs and maintenance, and disposal of equipment. Fleet and Transit Services conducts maintenance work for Brantford Hydro vehicles.

In most cases, vehicles/capital equipment over \$5,000 in value is considered fleet equipment, with anything less than \$5,000 being designated department equipment (e.g. generators, snowblowers, etc.). Fleet and Transit Services may assist with repairs and maintenance for this equipment on an as needed basis as they have access to many of the necessary tools and expertise. Fleet and Transit Services may also provide support for these smaller value pieces of equipment if requested – although it was noted that this is not a frequent occurrence. Support for this non-fleet equipment is not budgeted nor tracked through KPIs.

Processes and Procedures

Three main processes/procedures were identified through the course of this review. The current state of these are detailed below, and include:

- Planning and Budgeting
- Use of Facilities and Site Staffing; and,
- Maintenance and Repairs.

Planning and Budgeting

Planning for the fleet needs of the Corporation (including Operational Services and Parks Services) is a core process for Fleet and Transit Services. Fleet and Transit Services is responsible for and has processes to support the maintaining of fleet inventory and a 10-year replacement forecast/plan. This is based on OEM (manufacture) guidelines and Ministry of Transportation (MOT) guidelines, where appropriate. Fleet and Transit Services will work with Operational Services and Parks Services to determine needs. This includes twice annual meetings to review needs. At the start of each budget cycle a meeting is held to review the equipment inventory and plan, along with any new requirements or requests. Procurement needs are reviewed using an “Assessment to the Right Sized Vehicle Form” which is essentially a needs assessment for the business unit to complete and includes factors such as estimated daily use, idle vs non-idle time, use purpose, etc.). Fleet and Transit Services uses this as a check-function to ensure the business units are not “over-purchasing” features or functions that are not required.

Planning for fleet needs is done across the Corporation by Fleet and Transit Services. This provides the group with the complete fleet requirements of the Corporation and allows for the rationalization of procurement tenders. However, during stakeholder discussions, it was noted that this opportunity is not capitalized upon as much as it could be due to a corporate policy requiring vehicle specifications to be identical to allow for bulk purchases. For example, Fleet and Transit Services stakeholder noted that they would be unable to procure, on a single tender, a four-wheel drive pickup truck with a two-wheel drive pick up truck. The Optimus SBR team was not provided with any policy to justify this decision, but the belief is that this is to prevent situations where vendors are unable to bid because they can not offer all equipment. In cases of equipment/vehicles that are frequently and easily customizable by manufacturers, this is not a valid concern. Not permitting this has a number of negative consequences including:

- Limited ability to secure a bulk purchase rate for the Corporation;
- Extra staff time managing additional Request for Proposal processes;
- Inability to streamline vendor management/consolidate suppliers; and,
- Need to maintain increased inventory of spare parts to maintain vehicles from multiple manufactures (and associated skillsets).

Fleet and Transit Services provide support to departments for annual budgeting – specifically fuel, maintenance, insurance, licencing, etc. costs using a three-year average and trends in fuel and parts costs. Mechanic time spent servicing vehicles is allocated to the specific vehicle and charged back to the relevant department.

Costs are also allocated for vehicle replacement using purchase value. While this does facilitate the allocation of funds into a reserve, it does not account for inflation over the life of the vehicle. This process for reserve funding was described as still relatively new (in place for less than 10-years) and not fully funded. Expectations are that the reserve will be funded by 2024 based on stakeholder discussion. In the interim this shortfall is being managed by extending some vehicle lifespans, sharing vehicles, ensuring ‘right-sized purchases’ and finding efficiencies wherever possible.

Use of Facilities and Site Staffing

As mentioned above, Fleet and Transit Services is responsible for the maintenance and repair of fleet equipment. Mechanics are part of the Fleet and Transit Services Division, but are assigned to Operational Services or Parks Services, and operate out of their respective facilities. The coordination across Fleet and Transit Services, Operational Services, and Parks Services was seen as a potential area for improvement. Currently, Fleet and Transit Services supports these groups through three locations

- Earl Wood – primarily Operational Services –
 - One Fleet Services Coordinator
 - Six Licensed Mechanics (including Lead Hand)
 - One Operator Driver
- Sherwood Drive - Parks Services
 - One Licensed Mechanic
 - One 0.5 FTE Seasonal Mechanic's Helper
- Grand River – Parks Services
 - Transit site where mechanics provides service to Parks Services' Turf Equipment

With respect to Parks Services, the Sherwood Drive space for Fleet and Transit Services was described as dated, cramped and without storage space, prone to leaks, and difficult to maintain a comfortable temperature for staff. There is also inadequate space for change rooms, meeting space, a lunchroom, etc. as identified in the Yards Master Plan (2019) which summarized the administrative and maintenance shop as "worn and aging and in generally poor condition". A number of safety issues (electrical and fire) were also cited in that study. It is also not a motor vehicle inspection site, necessitating any task requiring this service to be completed at one of the other two locations.

There was also a common theme among stakeholders that the size of these facilities is not growing in accordance with the growth of the City.

The distribution of Fleet and Transit Services across these sites was not described as an optimal arrangement. Mechanic resources are spread across various sites, limiting the ability/flexibility of mechanics to support unscheduled, emergency repairs or cover sick/vacation time. Having Operational Services and Parks Services staff and their vehicles in different locations also presents logistical barriers to easy sharing of vehicles (e.g. if a vehicle for one department requires an unscheduled repair, staff could more easily borrow an unused vehicle from the other department if they are located in the same facility). While not identified as a specific issue or concern, greater consolidation of mechanic resources will facilitate better supervision and oversight of these individuals.

Maintenance and Repairs

During the summer months, mechanics working with Parks Services are primarily focused on responding to breakdowns and urgent repairs. Scheduled maintenance occurs during the winter months. Comparatively lower usage allows for this to occur during winter months when Parks Services vehicles are utilized less. The mechanic operating out of Sherwood Drive for Parks Services maintains a Monday-Friday 7-3 schedule. Urgent needs outside of these hours would be completed by mechanics at one of the other two facilities.

Mechanics working out of the Operational Services (Earl Wood Drive) maintain a Monday-Friday 7-3 shift and 3-11pm shift. This includes at least one mechanic and one general service person to assist the mechanic.

It was noted that the Stock Keeper for Operational Services spends approximately one-third of their time supporting Fleet Services activities (this time is charged back to Fleet and Transit Services). The Stock Keeper provides support for ordering and tracking parts, scheduling services, monitoring/tracking warranty schedules, etc. It was noted by stakeholders in both Operational Services and Fleet and Transit Services that this is not enough time to adequately support this service. This causes frustrations for both teams as Fleet and Transit Services require additional support for fleet tasks, and Operational Services for tasks within that group. The single mechanic supporting Parks Services (Sherwood Drive) does not have a similar stock keeper support and is required to do scheduling and parts ordering themselves – which is not seen as an effective use of a licenced mechanic's time.

Technology Used

Technology to support Fleet and Transit Services was described as being in an early phase of development. Specifically, the group has initially focused on simply collecting data. GPS monitoring has been implemented on most of the fleet – all of Operational Services and recently with all new Parks Vehicles. There is also a fuel management system to track consumption – however, this requires manual data input during each refuelling and can be prone to data entry errors (or omission). Consideration is being given to implementing an automated system to track this.

With the current technology, Fleet and Transit Services has access to fuel reports, idling reports, speed, etc. However, it is unclear what action or activities are being taken with this data. Stakeholder interviews noted that there is no proactive monitoring, reviewing, or trend analysis of data, but rather that it is reviewed if an incident occurs. There is no decision support activity/function to interpret data, make recommendations, or support management.

Issues, Gaps and Recommendations

Issues and Gaps

- Limited ability to bundle procurements due to apparent but undocumented procurement requirements that vehicle specifications must be identical to permit bulk purchases;
- Recent procurements for “custom” or “specialized” expensive vehicles for Operational Services (like plow trucks) have dragged on due to staff turnover and delays in decision making;
- Capital budgeting for fleet needs does not fully capture inflation of vehicles;
- Fleet and Transit Services has limited administrative support for licenced mechanics to assist with scheduling and invoicing of Operational Services, and, to a lesser extent, Parks Services;
- Mechanic time is not used in the most effective manner, requiring staff to focus on scheduling or ordering parts;
- Limited use of data to support decision making or long-term planning;
- Fleet and Transit Service mechanic resources are spread across three locations (to support Operational Services and Parks Services) which prevents easy/seamless ability to cover sick time or vacation time, or a spike in service requests; and,

- Facilities are seen as dated, without proper amenities, and not adequate to support the anticipated growth of the City / fleet needs.

Recommendations

Recommendation #2.2.: Review existing purchasing requirements and clarify concerns regarding bundling procurements of similar vehicles - Work with the Corporation's Procurement Department to review existing purchasing requirements.	
Current State	Stakeholders described a situation whereby it is difficult to bundle the procurement of similar vehicles as specifications must be an exact match. This results in increased need to administer RFP tends; manage contracts; deal with multiple vendors, etc.
Proposed Change	<ul style="list-style-type: none"> ○ It is strongly recommended that Public Works (Operational Services, Parks Services, and Fleet Services) work with the Corporation's Procurement Department (and legal services as required) to review existing purchasing requirements and clarify concerns regarding bundling procurements of similar vehicles. The Corporation's Purchasing Policy references that any specifications should be reasonable and, "not prevent an appropriate level of competition, and does not disallow participation of vendors who have demonstrated they are capable of performing work". These criteria should not prevent the bundling of similar vehicles with reasonable variation in specifications.
Anticipated Financial Impact	<ul style="list-style-type: none"> ○ Minimal costs are anticipated with respect to reviewing the procurement requirements and drafting an updated policy/statement providing clarity on the ability to bundle the procurement of similar vehicles.
Expected Benefits of the Change	<ul style="list-style-type: none"> ○ Clarity on procurement requirements, and the rationale behind them that may help reduce frustration among stakeholders over the confusion with the current situation. ○ If the Corporation is able to increase the ability to bundle the procurement of similar vehicles, this would reduce administrative overhead through the rationalization/reduction in the number of tenders/contracts and their associated processes. ○ The Corporation may also be able to recognize cost savings from increased bulk/high-volume procurement and/or more commonality in supplies (i.e. reduced spare-part inventory). A detailed review of past procurement results to quantify the value of potential savings was out of scope for this initiative.

Recommendation #2.2.: Review existing purchasing requirements and clarify concerns regarding bundling procurements of similar vehicles - Work with the Corporation's Procurement Department to review existing purchasing requirements.

**Risks Associated
with the Change**

- Minimal risks are anticipated assuming procurement and legal service stakeholders are engaged in the review and aligned on revised guidance for fleet procurements.

Recommendation #2.3: Work with Departments and the Corporation's finance team to adjust the capital planning/budgeting process – Review fleet replacement costs to include a reasonable consideration for the impact of inflation on purchases.	
Current State	Fleet services supports Operational Services and Parks Services with budgeting for replacement vehicles. Costs are also allocated for vehicle replacement using purchase value. While this does facilitate the allocation of funds into a reserve, it does not account for inflation over the life of the vehicle.
Proposed Change	<ul style="list-style-type: none"> ○ Review fleet replacement costs to include a reasonable consideration for the impact of inflation on purchases.
Anticipated Financial Impact	<ul style="list-style-type: none"> ○ Minimal staff time is anticipated to make the policy/process change to the budgeting process. ○ Financially, this will result in a modest increase of fleet charges for the specific replacement line-item charge (est. at 2% based on established Budget Processes for
Expected Benefits of the Change	<ul style="list-style-type: none"> ○ Improved budget forecast accuracy for costs associated with vehicle replacements in future years.
Risks Associated with the Change	N/A

Recommendation #2.4 Continue on the current path of consolidating Fleet and Transit Services for Operations and Parks	
Current State	As detailed above, Fleet Services currently supports Operational Services and Parks Services out of multiple facilities. These facilities are described as sub-optimal because of their age/condition. This also results in Fleet Services assets being dispersed across the City, minimizing the ability to share staff resources or equipment.
Proposed Recommendation	<p>Continue on the current path of consolidating Fleet and Transit Services for Operations and Parks. The 2019 <i>Works Yards Facilities Masterplan Update</i> recommended that “Operations, Traffic, and Parks administrative and yards functions be combined at [a renovated] 10 Earl Ave”.⁵</p> <p>The findings from our review support this path. No findings or recommendations made during our review would contradict with this path or mitigate its need.</p>
Anticipated Financial Impact	<ul style="list-style-type: none"> ○ N/A – Recommendation is to continue with current plan – no requirement to adjust current budgeted activities.
Expected Benefits of the Change	<ol style="list-style-type: none"> 1. Our review has highlighted that continuing with the consolidation of Fleet and Transit Services for Operational Services and Parks Services will allow the realization of: <ol style="list-style-type: none"> a. The ability to use mechanic resources across the fleets of both Operational Services and Parks Services with greater ease b. Consolidation of supplies and equipment c. Elimination of the reliance on outdated facilities currently used d. Increased ease of real-time vehicle sharing across Operational Services and Parks Services
Risks Associated with the Change	<ul style="list-style-type: none"> ○ As already detailed in the <i>Works Yard Facilities Masterplan Update</i>

⁵ Works Yard Facilities Masterplan Update – section 7.2.1.

Recommendation #2.5: Consider increasing the staff resource capacity of Fleet Services to enhance support functions.	
Current State	The current sharing of a Stock Keeper resource between Fleet and Transit Services and Operational Services was seen as an issue for both groups with neither able to get the support they require.
Proposed Change	<ul style="list-style-type: none"> ○ The creation of a new position would allow for the appropriate level of support to be provided to the Fleet and Transit Services team. This position would inherit the activities currently provided by the Operational Services Stock Keeper (scheduling, ordering and tracking parts, etc.) but could also provide this function for the fleet needs associated with Parks Services – removing this task from the existing mechanic resource, and allowing that resource to focus on maintenance, repairs, etc. ○ The current Operational Services Stock Keeper should then maintain a focus on supporting Operational Services and Technical Operations and Compliance ○ Additionally, this new position should assume responsibility for supporting the data collection and analysis of fleet information for Operational Services and Parks Services. ○ Note: Detailed review of the fleet consideration for other Public Works departments (Environmental Services, Engineering Services) was not in-scope for this review. However, consideration should be given to the possibility of using this resource to support all groups within public works – however, a more detailed analysis would need to be completed to ensure this represents an appropriate workload.
Anticipated Financial Impact	<ul style="list-style-type: none"> ○ Annual costs for an additional stock keeper resource is estimated at \$75,000-\$90,000 with salary and benefits.
Expected Benefits of the Change	<ul style="list-style-type: none"> ○ Improved ability for both Fleet Services and Operational Services resources to focus on dedicated tasks rather than split across teams (role clarity). ○ More efficient use of costly staff resources by reduced reliance on mechanic resources to conduct non-core tasks such as parts ordering or scheduling ○ Potential to use additional capacity to support data collection and analytic activities associated with Fleet and Transit Services.
Risks Associated with the Change	N/A

3.4 Works Yard Facility Masterplan

Current State Analysis

Review Focus

As part of the Optimus SBR engagement, it was requested that consideration be given to the recent Works Yard Facility Masterplan implementation with respect to potential impacts resulting from findings and recommendations made during the review.

Key Findings

- The previously developed 2019 Works Yards Facilities Masterplan Update was noted by stakeholders as being a good plan to move the Corporation forward.
- Consolidating key staff members will allow for economies of scale in terms of operations, support vehicle sharing (and other fleet management activities)
- No clear “quick win” opportunities were identified in the ongoing transition plans.

In 2019, with the support of a third-party vendor, the Corporation completed a *Works Yards Facilities Masterplan Update*. This study provided an update to the 2014 Master Plan with a focus on:

- 10 Earl Avenue: Operational and Traffic Services
- 400 Grand River Avenue: Fleet and Transit Services
- 1 Sherwood Drive: Parks and Recreation Services
- 24 Catharine Avenue: Parks and Recreation materials storage yard

These sites represent the majority of locations that Parks Services and Operational Services staff use as a base of operations.

The *Works Yards Facilities Masterplan Update* contains short- and long-term recommendations for these groups including site future building and site development requirements.

The details of that review are not summarized in this report. However, that report appears to have been developed using a robust approach and is well researched and consistent with feedback provided by stakeholders engaged during our review. Stakeholders also noted that that document provides an accurate summary of current equipment and activities located/conducted at these sites.

No evidence was presented to the Optimus SBR team to suggest that the Corporation should not continue with the proposed masterplan that involves the modified-decentralized solution for City yard works functions and uses all four of the above sites.

Equipment

For the purposes of this review, discussions with stakeholders, and review of documentation attempted to identify potential vehicles or equipment that could be shared across Operational Services and Parks Services.

Current vehicle and equipment includes:

Table 13: Parks Vehicle Fleet Inventory

Vehicle	Operational Services	Parks							
		Cemeteries	Aquatics	Arenas	Forestry	Horticulture	Turf	Maintenance	Parks Totals
Pick Up Trucks	25	2	1	2	3	8	9	12	37
Dump Trucks- (plow, crane, roll off)	27								0
Buck Truck					2				2
Trailers	11	1				9	5	1	16
Sweepers	3								0
Backhoe	0	1						1	2
Backhoe (Summer rental - April-November)	4								0
Loader	3								0
Loader (winter rental - December - April)	1								0
Grader	1								0
Loader (winter rental - December - April)	1								0
Trackless	3								0
Loader (winter rental - December - April)	8								0
Traffic specific (sign, bucket)	4								0

Vehicle	Operational Services	Parks							
		Cemeteries	Aquatics	Arenas	Forestry	Horticulture	Turf	Maintenance	Parks Totals
Tractors	0						3	2	5
<i>Tractors (winter rentals)</i>	4								0
Roller	5								0
Mower	1	5				1	18	2	26
Non-Mower Turf Equipment (Aerator, Slicer, Top Dresser, Roller, etc.)							9		9
Gator/Utility Vehicle	1	3					2	5	10
SUV	1								0
Van		1				1	1		3
Fork Lift				1					1
Platform Lift				1					1
Ice Equipment (Resurfacer, edger, painter)				8				2	10
Chipper					2				2
Leaf Blower							1		1
Skid Steer/Bobcat							1	1	2
Groomer								3	3

At this time, there does not appear to be any quick win or obvious opportunities when potential for sharing or fleet rationalization is discussed with stakeholders.

Parks Tractors were considered as a potential sharing opportunity for use by Operational Services during winter months (Operational Services currently rents tractors for winter control operations), however the required tractors appear to be significantly different in terms of specifications (i.e. size).

Within Parks Services, three pickup trucks (two Ford F250 with Turf and one Ford F550 with Dump Box with Maintenance) have been identified as having low annual usage compared to the department average (less than half). One of the Ford F250 is a new unit (2019). A strategy appears to be in place to reduce fleet inventory by replacing four pickup trucks that have reached their replacement age (including one of the under-utilized Ford F250 vehicles) with two new vehicles. Parks Services should move forward with this and monitor units to ensure no under-utilized vehicles remain in the Turf Department.

Issues, Gaps and Recommendations

Issues and Gaps

- As identified in the Works Yards Facilities Masterplan Update,
 - There are a number of concerns regarding the facilities at the Sherwood Ave yard, which is the main base of Parks Services operations;
 - The current state of yards is unlikely to accommodate anticipated growth in the demand on City services as the City expands; and
 - A highly decentralized approach to yards planning can result in duplication of services across sites (e.g. fleet services).
- Utilization of vehicles by season (winter/summer) is not currently known/was not provided. This prevents a deeper review of fleet inventory to identify if there are opportunities to use any of Parks Service fleet during winter months.
- By operating out of two separate yards, it is more difficult to plan for the day-to-day sharing of any equipment (pickup trucks, generators, etc.).
- There is little to no significant history or culture of sharing equipment between Operational Services and Parks Services. Previously these groups operated as separate Commissions, and a desire/need to keep budgets independent was cited as factor for limited sharing of equipment. This is no longer a factor, and cost-centres should not be a justification to prevent the more efficient use of City resources.

Recommendations

As already noted above in Recommendation 2.4 (Fleet Services) - Continue with the 2019 Works Yards Facilities Master Plan implementation, the Corporation should continue with the currently established plan. This implementation plan aligns well with recommendations made elsewhere in this report including suggested modifications to the structure of Operational Services and Parks Services (centralization of administrative support staff will facilitate more efficient resource sharing; centralization of field staff will facilitate day-to-day sharing of vehicles and equipment). *See Recommendation 2.4 for additional details.*

Recommendation #2.6: Improve the tracking of equipment and vehicle utilization to better understand where opportunities for consolidation or sharing may exist and further develop a culture of collaboration across groups	
Current State	<p>It is not clear how frequently items such as compressors, generators, pumps, chain saws, leaf blowers, etc. that may be used by both Operational Services and Parks Services are used.</p> <p>The Utilization of vehicles by season (winter/summer) is not currently known/was not provided. This prevents a deeper review of fleet inventory to identify if there are opportunities to use any of Parks Service fleet during winter months.</p>
Proposed Change	<p>At a minimum, practices should be implemented so that when there is a need to replace this equipment that may be used by both groups, discussions across Departments are held to ensure that there is an actual need to replace equipment rather than identifying an arrangement to share existing assets. While these items are not likely to total a significant value (or level of savings) compared to overall budgets (or the cost of vehicles), all opportunities should be considered.</p> <p>While monitoring of vehicle usage has improved in recent years, no information was provided on seasonal usage. This should be tracked and monitored more closely to ensure that all vehicles remain utilized year-round, and if not, to identify where they can better support the activities of Public Works.</p>
Anticipated Financial Impact	<ul style="list-style-type: none"> Minimal staff time is estimated to be required to support practices to increase collaboration/sharing of equipment needs (i.e. regular meetings/updates on upcoming procurement needs, etc.).
Expected Benefits of the Change	<ul style="list-style-type: none"> Potential opportunity to avoid duplicate procurement of non-fleet equipment Improved culture of collaboration and 'one-team' mindset across Parks Services and Operational Services

Recommendation #2.6: Improve the tracking of equipment and vehicle utilization to better understand where opportunities for consolidation or sharing may exist and further develop a culture of collaboration across groups

**Risks Associated
with the Change**

3.5 Cross-Over Staff Use

Current State Analysis

Review Focus

A review of the Cross-Over position has been included as a component of this review. The Optimus SBR team has been tasked with understanding the activities and tasks completed by these staff members, the benefits of the position, and specific challenges within both Operational Services and Parks Services.

Key Findings

- This role was originally developed to reduce reliance on seasonal staff and the reoccurring recruitment of these individuals.
- The nature of this position is that it has become an entry point to the Corporation, and as a result frequently contains a high number of new employees
- Cross-Over Staff transfer between departments during busy periods.
 - This creates challenges related to vacation allotments between the teams.
- Concerns related to team culture differences between Operational Services and Parks Services, with fears that positive team cultures will be damaged by negative team cultures during transitions.

Roles and Responsibilities

Staff in the Cross-Over position are full time employees who split their time between Operational Services and Parks Services. These staff spend four months (December 1 – March 31) with Operational Services, and eight months (April 1 – November 30) with Parks Services. These time periods reflect the busy period for both groups.

The position was created approximately 6-7 years ago. Prior to this position, both Operational Services and Parks Services used seasonal staff to fill gaps in the varying seasonal work loads. The establishment of the Cross-Over position as an attempt to provide staff with full time positions, rather than rely on seasonal hires followed by lay offs. It has been described as an attempt to offer these individuals a “more fair terms of employment” by multiple stakeholders. This also aligned with an organizational restructuring that occurred at the time where approximately 10 staff from Operational Services were transitioned to the Water Department. Cross-Over staff were a solution to this reduction in employee levels.

There are currently 10 Cross-Over staff positions.

During the summer months while Cross-Over staff support Parks Services, the staff report to one of the Parks Services Supervisors and support one of two teams: Parks Maintenance (five Cross-Over staff) or Horticulture and Turf Maintenance (five Cross-Over staff):

- *Parks Maintenance:* Duties and activities include:
 - Sports field preparation (e.g. line painting) and irrigation
 - Garbage and litter collection
 - Cleaning of washrooms

These staff work a variety of shifts, including day shift, afternoon shift, and weekend shift. This is to meet the needs of the public with respect to ensuring facilities are open, clean, and ready for scheduled events.

- *Horticulture and Turf Maintenance:* Duties and activities include:
 - Grass cutting
 - Collection of leaves
 - Yard/lawn maintenance
 - Assorted horticulture tasks

Cross-Over staff working with Horticulture and Turf Maintenance work a consistent Monday to Friday day shift.

For both teams in Parks Services, Cross-Over staff are expected to operate all vehicles and equipment necessary to complete these tasks including, but not limited to pickup trucks/trailering equipment and lawnmowers.

During the winter months (December to March), Cross-Over staff transition to the Operational Services team. Within Operational Services, the Cross-Over staff are involved in:

- Garbage and litter collection (i.e. Downtown core);
- Checking/monitoring floodgates; and,
- Snow removal in areas where larger equipment cannot be used (Downtown area, tight streets, etc.), including use of hand shovels where required.

During the winter months, staff are assigned to a shift that reflects the 24/7 operations of Operational Services

During discussions with Cross-Over staff, they indicated that they are comfortable with the training and orientation they receive from both Operational Services and Parks Services; feel policies and procedures are adequately documented; and enjoy the diversity in work and full time status. However, some staff did note that the Cross-Over position is the “only way” to “get into” Operational Services or Parks Services and some Cross-Over staff will take a permanent position within one of these Divisions once one becomes available.

Issues, Gaps and Recommendations

Issues and Gaps

While the Cross-Over staff position was created in an attempt to provide the Corporation with flexibility in meeting seasonal workload fluctuations across Divisions and to provide a more fair employment option to staff, numerous issues and challenges were raised with respect to the

position. Specifically, issues and challenges were raised by the Directors, Managers, and Supervisors involved in overseeing this position. These include:

- *Timing of the Cross-Over staff transition:* Staff transition between Operational Services and Parks Services based on the calendar dates and not weather conditions. Early or late winter storms that occur when Cross-Over staff are still with Parks Services can cause staffing issues for Operational Services as they are not able to use these 10 staff members.
- *Vacation Time and Banked Overtime Hours:* In the winter months, it is common for Cross-Over staff to bank overtime hours. This can result in situations where staff may then want to take time off once they are back in Parks Services during the summer months. In addition to typical increases in vacation requests during the summer months, this can cause scheduling/logistics concerns for Parks Services. Alternatively, if staff are not able to take overtime lieu time during the summer months, there is a considerable volume of time off requests upon their return to Operational Services for the winter. Vacation and time off scheduling for these staff members was cited as an issue by leadership of both Operational Services and Parks Services.
- *Staff Retention and Turnover:* Both Operational Services and Parks Services Managers and Supervisors noted that there is considerable annual turnover in the Cross-Over position (3-6 per year out of 10). Consequently, supervisors spend considerable time recruiting and interviewing for new recruits. This also results in significant time spent on orientation and training of employees. As many employees may be new, there is often a requirement for additional supervision in some cases to ensure standards are achieved.
- *Staff Culture:* Stakeholders noted that there were significant cultural differences and concerns between the Operational Services and Parks Services (e.g. It was noted to our team that the new Director of the Operational Services team was selected in large part due to his HR background with a mandate to focus on culture development). Specific to the use of Cross-Over staff, a concern that was raised multiple times was that these staff may bring over negative cultures from one team to the other.

Leadership from both Operational Services and Parks Services expressed an interest in reducing the use of Cross-Over staff. As part of the Optimus SBR team's jurisdictional research, it was noted by another municipality that they have ended their use of cross-over/hybrid staff because of the same issues summarized above. Staff in these positions were reassigned to remain within a single group, and were given the ability to select their preference based on seniority.

Recommendations

Recommendation #2.7: Transition the Cross-Over Position to a Permanent Position within Parks Services - Restructure the current Cross-Over staff to be full members of Parks Services and provide responsibilities for winter months	
Current State	Cross-Over staff were intended to reduce a need for the ongoing recruitment of new employees, provide year-round hours to staff, and respond to the busy seasons of Operational Services and Parks Services. However, there was general consensus among stakeholders that desired goals of this position are not being achieved (currently issues of transition timing, vacation scheduling, retention and turnover, staff culture, etc.), and an alternative model should be implemented.
Proposed Change	<p>Restructure the current Cross-Over staff to be full members of Parks Services. Confirm Winter Control activities currently the responsibility of Operational Services (i.e. those actioned by Cross Over staff today), and transition these to Parks. This transfer of responsibilities should ensure that 1) Parks Services staff remain fully utilized throughout the winter months and 2) Operational Services is not negatively impacted (i.e. the reduction in staff volume for winter months needs to be matched by an offsetting reduction in workload). The following activities are currently recommended for consideration to transition to Parks Services during winter months:</p> <ul style="list-style-type: none"> a. Downtown sidewalk snow clearing (and clearing of any areas requiring hand shoveling, small plows/equipment) b. Downtown litter collection and cleanliness c. Snow clearing and winter control/maintenance activities on City trails d. Snow clearing of City owned parking lots e. It may also be beneficial to explore the possibility of transitioning snow clearing responsibilities for the Windrow Program to Parks Services from Operational Services (currently provided by a third-party vendor) <p>Equipment required to complete these activities that is currently operated by Operational Services will need to also be transitioned to Parks Services.</p> <p>The recommendation above to in-source forestry operations may provide Parks Services with additional staff that could support these activities during winter months. Discussions with peer municipalities indicated that trail maintenance is a common winter activity for these staff members.</p>

Recommendation #2.7: Transition the Cross-Over Position to a Permanent Position within Parks Services - Restructure the current Cross-Over staff to be full members of Parks Services and provide responsibilities for winter months	
Anticipated Financial Impact	<ul style="list-style-type: none"> ○ Across Public Works, this recommendation is anticipated to be cost-neutral. No changes in FTE count are associated with this recommendation. A result of positioning Cross-Over staff as year round employees of Parks Services will be the transition of the proportional Operational Services budget share currently allocated to Cross-Over staff to Parks Services, along with equipment associated with the responsibilities transferred to Parks Services.
Expected Benefits of the Change	<ul style="list-style-type: none"> ○ Increased staff retention ○ Elimination of challenges associated with vacation and overtime hours shared across multiple teams with competing busy seasons ○ Greater consistency in resource levels across Operational Services and Parks Services to meet service expectations (i.e. not short staffed to respond to early/late season snowfall)
Risks Associated with the Change	<p>An implementation consideration for this recommendation is that Parks Services currently does not operate a 24/7 staffing model similar to Operational Services. Therefore, a winter storm may impact the City outside of the working hours for Parks Services staff. However, the tasks outlined above are not subject to minimum maintenance standards of less than 48 hours, which would provide time for staff to begin clearing activities. Stakeholders also noted, at if necessary, overtime could be authorized to begin clearing activities, and this would be preferable to the current Cross-Over staff structure. Unfortunately, data is not available to a level of detail that would allow for an analysis/model to estimate the potential overtime implications of this structure based on historical snow events.</p>

3.6 KPIs for Maintenance Activities and Minimum Maintenance Standards

Current State Analysis

Review Focus and Limitations

A review of Minimum maintenance standards, and Key Performance Indicators (KPIs) related to Operational Services and Parks Services was included in the scope of our review. This originally included a request to review the Corporation's performance on Minimum Maintenance Standards set by the Province (O. Reg. 239/02: Minimum Maintenance Standards for Municipal Highways). The aim was to identify areas where the Corporation may not be currently achieving standards (either those set by the Province, or internally) and identify potential process modifications that could improve this.

However, as indicated during Project Discovery activities, and updates with the Project Sponsor, this task would require that metrics and performance indicators be available. A lack of metrics, or data to indicate performance was identified as a risk to completing this analysis.

Key Findings

- A culture that does not value the use of data in driving decision-making or to support continuous improvement activities.
- Limited staff resources related to data capture and application.

Current Practices and Use of Data

Currently, no information has been provided (nor is it expected) outlining performance against Minimum Maintenance Standards. Furthermore, very few examples of performance targets or metrics beyond the Minimum Maintenance Standards (e.g. internal Corporation specific targets) have been identified during the review. While activity data has been provided to the Optimus SBR team for some services/tasks, it does not contain any reference to targets or metrics.

There does not currently appear to be a culture that embraces the use of data, or rigor in processes to use data in decision making. This was a common theme in many discussions with stakeholders in both Operational Services and Parks Services. It was also a theme identified in discussions with member of Council, where it was noted that Council is not presented with many KPI reports or performance scorecards. While our review focused on Operational Services and Parks Services, through discussions we heard anecdotal comments that suggest this finding may be applicable to the wide Public Works group and Corporation as a whole. However, a deep-dive into this would be required before drawing specific conclusions.

Staff Resources

There appears to be limited staff resources across Operational Services and Parks Services focused on the collection, management, or reporting of key data elements necessary to support the use of data in decision making (i.e. metric development and monitoring). Operational Services has a single Senior Program Manager Technical Operations and Compliance. The job description of this position includes references to the coordination and implementation of

“Business Process Improvements, Standard Operating Procedures, Road Patrol, Provincial Minimum Maintenance Standards (MMS) Compliance, Quality Control, Work Order Systems, GPS/AVL programs/projects, Customer Service Systems, Parking Management Systems and Data Management.”

Additional responsibilities related to special projects; employee/contractor/consultant performance and customer service commitment; and tender/quotation preparation have been included.

During discussion with Parks Service it was not apparent that there was resource identified as the lead for KPI or performance data collection/management.

Stakeholder consultations related to this role identified that while the above areas are included in the Senior Program Manager’s job description, they have not been a priority. Instead, most time has been spent supporting the implementation of the Corporation’s new Work Order System; process improvement activities to reduce reliance on paper-based activities; and supporting invoicing for Operational Services jobs. Numerous stakeholders did note that the new Work Order System will support the better collection of data across Public Works. The resources reporting to the Senior Program Manager Technical Operations and Compliance are also not focused on data management, KPIs or compliance monitoring.

Consequently, it is not possible, at this time, to conduct a detailed analysis of the performance of Operational Services or Parks Services as it relates to achieving set targets.

Issues, Gaps and Recommendations

Issues and Gaps

- There is no clear focus or priority on using data or evidence to monitor performance (including mandated standards) or make decisions. There is no culture of evidence-informed decision making. Performance data does not appear to be used to identify areas/opportunities for improvement on an ongoing basis.
- Reports outlining performance against Provincial Minimum Maintenance Standards are not prepared on a regular basis or regularly reviewed.
- Few performance targets for services/activities not covered by Minimum Maintenance Standards have been set, and minimal regular reporting of these occurs. Reporting that does occur today tends to be activity based (e.g. trail count volume, number of Window program customers served, etc.).
- Performance reports/data is not made available to Council on a regular basis, nor to the general public.
- Based on discussions with stakeholders, and a review of manager responsibilities, there does not appear to be a focused effort, or priority, on supporting the collection, management, and analysis of data that would be used to inform regular performance reports. Individuals who have these responsibilities currently, have numerous other responsibilities and initiatives that are viewed as more urgent or a higher priority.

- Vendor performance management/reporting is not integrated into performance reporting. Furthermore, time allocated to inspections of assets and work completed is not viewed by Department leadership as sufficient for the volume of activities taking place. This issue was discussed with more prominence among Operational Services stakeholders, however Parks Services did note that while they have made progress in moving inspection information to digital databases, inspection schedules are not always met and may be skipped in some cases.

Recommendations

Recommendation #2.8 Alter the structure of Operational Services to ensure dedicated focuses on:

- a. Vendor/Contract Management and Inspections
- b. Decision Support (KPI Monitoring and Reporting)

Current Situation and Proposed Change

Vendor/Contract Management and Inspections

Currently, Operational Services Supervisors play an extensive role in developing and issuing tenders, managing contracts, and supporting inspections. This prevents their ability to monitor the day-to-day operations of staff and spend time ‘in the field’ supervising staff.

Vendor/contract management is an important component of ensuring success in the outsourcing of services and activities. Organizations must budget for this function when considering outsourcing of services. Costs associated with contract administration in the public sector have been estimated at between 10%-20% of contractor costs.⁶ Using an estimate of 15%, and an Operational Services total contract value of approximately \$3.2M, it is estimated that costs associated with vendor/contract management would fall within a range of \$450,000-\$500,000 annually.

Responsibility for the development of tenders, contracts, and ongoing management of vendor performance (including tracking of service levels, etc.) should be transferred to a new Operational Services group. Relevant supervisors would be engaged to provide a supporting role in these activities as required (i.e. support specification drafting, etc.). A contract analyst or clerk position will be required to fully enable this function. Consideration should be given to exploring the possibility of transitioning a current clerk from the Technical Operations and Compliance group to this new Vendor/Contract Management and Inspections Group. Stakeholders noted that Technical Operations and Compliance currently does provide some support to contract developments, this function would be formally be transitioned out of this group – however it is unclear what level of resource effort is currently provided.

Once established for Operational Services, this group should expand to provide vendor/contract management support to Parks Services (i.e. via a share service to support tree cutting contracts, trail maintenance, etc.).

⁶ How to Compare Costs Between In-House & Contract Services; by Dr. Lawrence L Martin;
<https://www.mackinac.org/PM1993-04>

The new Vendor/Contract Management and Inspections group should also be responsible for inspection activities currently performed by Operational Services. The Operational Services Inspectors and Utility Inspectors should be included in this team. This information will be used to monitor vendor performance, and feed data collection activities associated with KPIs.

The implementation of this recommendation could be accomplished by repurposing the current vacant Manager position (Manager Traffic & Parking Operations) to instead focus on contract/vendor management and inspections.

Decision Support

As noted above, KPIs with defined targets are not well defined, and performance not well known. There is limited use of data to drive ongoing improvement activities or decision making.

A robust decision support function should be developed to support Operational Services. Investments should be made into staff resources capable of managing, analysing, and reporting Operational Service data as the core function of their role. This Decision Support Analyst would work with the inspection functions and data input into Operational Services systems (focus on the new AIMS work order system) to prepare regular reports, identify performance trends, and clearly report performance against established targets (provincial Minimum Maintenance Standards and internal Corporation targets). This will require the establishment of targets for other key activities such as those related to customer service expectations (e.g. resolution time for specific service requests).

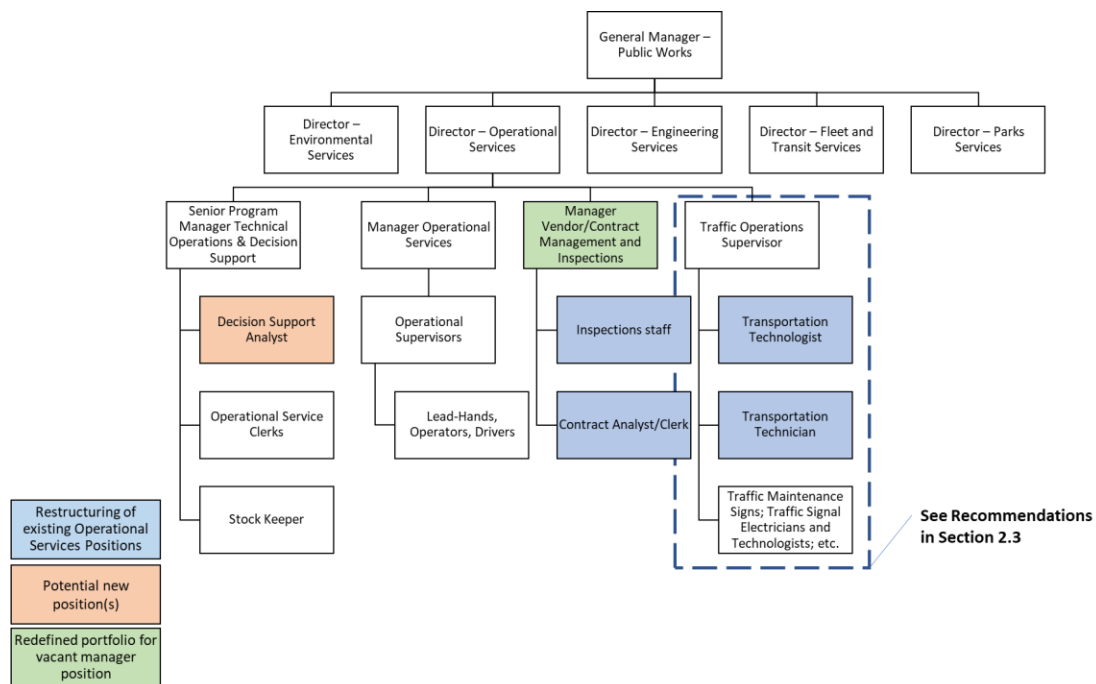


Figure 3 Conceptual overview of recommended Operational Services realignment

Anticipated Financial Impact

The development of an enhanced Decision Support function within Public Works should include a comprehensive business case process to understand technical and human resource requirements, and their associated costs. This would include a detailed review of existing data collection processes; governance frameworks; reporting; and system implications. At a minimum It is anticipated that such a business case would result in structural changes that would require the addition of at least one new resource to support an enhancement in Decision Support capabilities. Employee costs for this position are estimated at \$85,000-\$100,000 annually. Investing in this function is a critical enabler to enhancing data collection, monitoring, and reporting on many of the activities identified throughout this report for which data currently does not exist. Additional system, technology, and process costs would be anticipated. For Public Works to move forward with a culture of data-driven decision making, this investment should be considered crucial.

Recommendation #2.9: Monitor the impact of the recent Public Works restructure and adjust administrative support levels as needed; reduce reliance on manual processes.	
Current State	<p>The recent (October 13, 2020) reorganization of Public Works has resulted in changes to the structure, and staffing, of Parks Services. This change was implemented in mid-November.</p> <p>As roles and responsibilities have shifted across public works, management is still evaluating the impact on administrative functions and requirements. It is understood that management is documenting any gaps in administrative support they may experience for consideration on the need for further refinements to the structure of public works.</p>
Proposed Change	<p>Administrative support requirements should be formally documented (e.g. gaps in current roles/responsibilities and/or excess capacity). Any gaps should be reviewed with the leadership team after an appropriate implementation period for the new organizational structure (e.g. early 2021). Gaps in administrative functions should be reviewed to determine if they can be supported via excess capacity elsewhere in Public Works, or addressed through improved process efficiency.</p> <p>The new Public Works structure had not been implemented at the time of current state review activities completed for this Report. Furthermore, as of the submission date for this Report, the new Public Works structure had been in place for less than two weeks. Consequently, the Optimus SBR team is not in a position to recommend further changes, beyond monitoring the current structure and addressing verified gaps.</p> <p>Based on stakeholder discussions, the overall need for administrative support could be reduced through some enhancements to operational processes such as:</p> <ul style="list-style-type: none"> • Electronic timesheet entry – at least some staff complete physical timesheets that are copied into time tracking systems by administrative support staff. This is a low-value activity given the availability of electronic solutions. Serious consideration should be given to increasing the automation of this task – especially the transcription of timesheets • May be opportunity to work with Finance to centralize some functions, such as AP, through a transfer of resources to centralize skillsets/expertise.
Anticipated Financial Impact	N/A

Recommendation #2.9: Monitor the impact of the recent Public Works restructure and adjust administrative support levels as needed; reduce reliance on manual processes.	
Expected Benefits of the Change	<ul style="list-style-type: none"> ○ Opportunity for leadership to review and discuss administrative support functions and potential for enhanced resource sharing ○ Opportunity to identify process inefficiencies and implement enhancements
Risks Associated with the Change	

4.0 Wayne Gretzky Sports Centre Review

4.1 Program Offerings

Review Focus

As part of the Optimus SBR engagement, it was requested that a detailed review take place of the programming offered within the WGSC. There were four main programming review aspects considered as part of this review:

1. Inventorying services and programs offered, and determining costs of services with general revenues;
2. Identifying programs that result in a net budget deficit and are offered at a comparable cost in non-municipal facilities (i.e., by the private sector);
3. Identifying programs that result in a net budget deficit and to provide recommendations on how to increase registration and attendance; and,
4. Benchmarking appropriate day ice rink rates.

4.1.1 Current Program Inventory

Review Focus

As noted above, the Optimus SBR team was requested to review full complement of programming offered at the WGSC, and to review the costs of services with general revenues. This was designed to support the Corporation in understanding the breadth and depth of programming, and to begin identifying those programs that are seen as strong performers.

Key Findings

The following is a summary of key findings when reviewing the program inventory:

- The multi-use facility allows for a wide breadth and scope of programs to be offered across the facility.
- Revenue data provided is generally presented at a higher, aggregated level, making detailed analysis challenging.
- Data limitations prevent the ability to review the full scope of expenses and their impact on registered program revenues, as these are not considered to date.
- No data is kept on drop in programming to understand its expenses or revenues.

The current program inventory at the Wayne Gretzky Sports Centre utilizes a range of facilities including four NHL size rinks, 65m, 25m hydrotherapy and warm water pools, sauna, waterslide, aquatic climbing wall, dryland training room, gymnasium, and fitness centre. Programs are in place that use single and multiple facilities (i.e. swimming lessons and Tri-athlete program), and can be scheduled according to pre-determined Winter, Spring, March Break, Summer and Fall sessions, day and facility pass programs, and single event admissions.

Aquatics

The top revenue contribution to the Aquatics area is through Swimming Lessons. With over \$565,000 of revenue in 2019 based through Swim Lesson Registrations, 5,567 participants have enrolled with the City for the swimming lesson programs. Historical registration rates were not provided as part of this review. The frequency and breadth of lesson offerings differ slightly from season to season; however, the lesson schedule is set through the publication of the City's Leisure Activity Guides 4 times a year.

Lessons are individually priced based on the program staffing and supervisory planning costs including a burden rate, a share of supplies and equipment cost, and administrative fees and badges. It should be noted that there was no clear manner by which utility or capital reserve fund requirements are incorporated into the pricing of classes.

Each course has stated minimum and maximum registration counts, with the resulting expected profit or loss based on the Registration Fees per Participant. All lesson pricing is set such that with the minimum registrations counts met, the course makes a net profit. It was noted in stakeholder interviews that minimum and maximum staff numbers are set by provincial bodies.

Staff explained the process by which courses were either added or removed from rotation, however, no examples of courses being added or dropped were provided to our study. Stakeholders noted that no courses are run if they do not meet the minimum registration threshold. In cases where the registration number is not met, those participants are offered enrollment of other available open timeslots. The schedule of courses then run for the duration of the season, with any slight changes to the overall lesson offerings made to the Leisure Activity Guide for the next season.

Error! Not a valid bookmark self-reference.**Error! Reference source not found.** below outlines the various aquatics lessons provided, their 2019 registration count, and revenues associated.

Table 14: WGSC Aquatic Registered Lesson Programming, Registration, and Revenues for 2019

Description	Average classes per week	2019 Registrations	2019 Revenue	2019 Percentage of Aquatic Lesson Revenue
Parent & Tot 1 (4 to 12 months)	7	151	\$12,276.30	2%
Parent & Tot 1-3	2	93	\$7,560.90	1%
Parent & Tot 2 (12 to 24 months)	8	252	\$24,585.12	4%
Parent & Tot 3 (2 to 3 years)	8	298	\$24,227.40	4%
Preschool 1	33	567	\$46,097.10	8%
Preschool 2	36	557	\$45,284.10	8%
Preschool 3	25	399	\$32,438.70	6%
Preschool 4	18	167	\$13,577.10	2%
Preschool 5	13	97	\$7,886.10	1%
Swimmer 1	25	471	\$38,763.30	7%
Swimmer 2	26	462	\$38,022.60	6%
Swimmer 3	14	386	\$34,740.00	6%
Swimmer 4	12	316	\$28,440.00	5%
Swimmer 5	9	222	\$19,980.00	3%
Swimmer 6	8	150	\$13,500.00	2%
Swimmer 7 / Rookie Patrol	4	109	\$11,717.50	2%
Swimmer 8 / Ranger Patrol	3	72	\$7,740.00	1%
Swimmer 9 / Star Patrol	3	63	\$8,127.00	1%
Private	51	335	\$85,425.00	15%
Adult Swimming Lessons Level 1	3	41	\$4,407.50	1%
Adult Swimming Lessons Level 2	2	27	\$2,902.50	0%
March Break Lessons	daily	57	\$2,565.00	0%
Bronze Cross	2	47	\$6,345.00	1%
Bronze Medallion	2	78	\$14,508.00	2%
Bronze Star	2	60	\$6,900.00	1%
National Lifeguard	varies	123	\$28,228.50	5%
LSS instructors	1	46	\$9,936.00	2%
Standard First Aid	varies	28	\$6,426.00	1%

As noted in Table 15 below, the second highest revenue producer for the Aquatics area is the rental of pool time to affiliated sports groups including Brant Aquatic Club, Artistic Swimming, and Special Olympics organization. \$304,356 was collected from these organizations, however the rent history, time allocation, and utilization of the pools to these organizations was not available for review by the Optimus SBR team. Use by schools in their program registrations was also an area where times and participation statistics would be beneficial in understanding the full utilization of the pool facilities.

This theme is found again when examining swimming passes. While a total of approximately 40,600 swimming general admissions were taken in 2019 (for \$153,483 in revenue), and almost 6,000 pool Punch cards were sold (for \$263,759 in revenue), the historical data for utilization of the public drop-in pools sessions and participation numbers were not available. This lack of historical utilization data was noted as a gap.

Table 15: Overview of WGSC Aquatics Revenues and Expenses for 2019

GRETZKY CENTRE AQUATICS	
REVENUES	
PASSES	(\$263,758.84)
SWIM LESSON REGISTRATION	(\$565,434.51)
AQUATIC RENTALS	(\$304,355.97)
Other revenues	(\$386,122.12)
	(\$1,519,671.44)
EXPENSES	
FULL-TIME REG EARNINGS	\$240,855.79
PART-TIME REG EARNINGS	\$899,969.04
EMPLOYEE BENEFITS	\$178,586.14
Other expenses	\$129,890.29
	\$1,449,301.26
GRETZKY CENTRE AQUATICS	(\$70,370.18)

Fitness and Gym

The fitness amenities include a wide variety of land and water fitness classes, fully equipped weight room, spin studio, yoga, and personal training. This area was of significant focus for the Corporation, as it was noted that there is significant private sector competition to attract users.

Enrollments in Registered Fitness Classes provided most of the participation numbers for the Fitness and Gym area; however, these classes only provide \$68,111 (or less than 15%) of the total revenue for Fitness and Gym. Similar to the Aquatic section, the registered courses are priced and cost justified through program calculations of labour, supervision, and supply costs to indicate minimum and full capacity enrollment profit potential. The gap of not including utilities or capital reserve fund requirements was once again identified in fitness programs offered.

Again, while changes to course offerings from season to season and year to year were not provided, we were told that programs are not run that do not meet the minimum threshold for enrollment, and therefore, programs that are not profitable are not being run. **Error! Reference source not found.** below outlines the various program offerings and associated registrations and revenues for the WGSC.

Table 16: WGSC Registered Dryland Fitness Offerings, Registrations, and Revenue for 2019

Description	Average classes per week	2019 Registrations	2019 Revenue	2019 Percentage of Fitness Registration Fees
<u>Dry Land Training</u>				
Kid Fit	1	30	\$2,910.00	4%
Little Ninjas 1	1	28	\$1,855.00	3%
Little Ninjas 2	1	8	\$618.00	1%
Small Group Training	2	41	\$4,100.00	6%
<u>Fitness Studio</u>				
Creative Dance	1	76	\$6,004.00	9%
<u>Gymnasium</u>				
Adapted Fit	1	28	\$2,268.00	3%
Beginners Acro	1	52	\$3,900.00	6%
Parent and Child Dance, Music and Movement	1	76	\$3,724.00	5%
Parent and Child Explore Sports	1	40	\$2,640.00	4%
Parent and Child Strollerfit 1	1	29	\$2,494.00	4%
Parent and Child Strollerfit 2	1	16	\$1,376.00	2%
Parent and Child Tumble Fun	1	41	\$3,167.25	5%
ROLE Basketball Rookies	1	40	\$3,090.00	4%
ROLE Basketball Sophomores	1	79	\$6,794.00	10%
<u>Gymnasium / Pool</u>				
Parent and Child Pool Fitness	3	190	\$9,310.00	13%
<u>Pool</u>				
Adult Triathlon Swim Level 1	1	22	\$2,200.00	3%
Adult Triathlon Swim Level 2	1	25	\$2,500.00	4%
<u>Spin Studio</u>				

Description	Average classes per week	2019 Registrations	2019 Revenue	2019 Percentage of Fitness Registration Fees
Parent and Child Yoga	1	17	\$1,122.00	2%
Prenatal Yoga	1	8	\$688.00	1%
Preschool Ballet	2	77	\$5,101.25	7%
Zumba with Baby	1	17	\$1,122.00	2%
Adult Triathlon Bike and Run	1	19	\$1,467.75	2%
Youth Triathlon	2	6	\$1,063.50	2%

The table below examines the various revenue streams for the WGSC. This table demonstrates that the largest revenue stream for the Fitness and Gym area is through the sale of Passes to either of Fitness or the Gymnasium facilities and General Admission. These provided over \$357,000 in revenue for 2019. While this provides the most revenue, a significant gap is that there are no participation or utilization rates provided for the many Drop-In fitness classes offered (as shown in **Error! Reference source not found.** and **Error! Reference source not found.** below).

Table 17: WGSC Fitness and Gym Revenues and Expenses for 2019

GRETZKY CENTRE FITNESS & GYM	
REVENUES	
ADMISSIONS	(\$40,341.64)
PASSES	(\$316,591.30)
REGISTRATION FEES COLLECTED	(\$68,111.14)
Other revenues	(\$37,605.95)
	(\$462,650.03)
EXPENSES	
FULL-TIME REG EARNINGS	\$89,685.01
PART-TIME REG EARNINGS	\$291,088.93
EMPLOYEE BENEFITS	\$68,987.37
Other expenses	\$51,184.12
	\$500,945.43
GRETZKY CENTRE FITNESS & GYM	\$38,295.40

Table 18: Drop in Fitness Classes Offered in 2019 at the WGSC

Land Fitness	Pool Fitness	Spin Fitness	Yoga & Pilates
Cardio & Tone	Aqua Bootcamp	Beginner Spin	Parent & Baby Yoga
Full Body Strength	Aquafit	Spin & Tone	Prenatal Yoga
Women on Weights	Aqua Yoga	Morning Spin	Pilates
Zumba	Warm Water Workout		Yoga Flow
	Triathlon Programs		

Table 19: Additional Drop-in Fitness Classes Offered in 2019 at the WGSC

Circuit Training	50+ Fitness	Gymnasium	Team Training
Beginner Circuit	Zoomer Fitness	Drop in Programs	Programs developed based on team goals
Full Body	Mindful Mobility	Basketball, Badminton, Volleyball, Pickleball	
High Intensity Interval	Sit & Fit	Kid's Programs	
Small Group Training		Tumble Fun	
		Explore Sports	

It was noted that the Fitness and Gym area focussed on a more senior and family sector of the population. Fitness general admission were reported to be predominantly adult and senior (78%), however for the Gym general admission this dropped to 33% (30% adult and 3% seniors) with 59% youth in 2019.

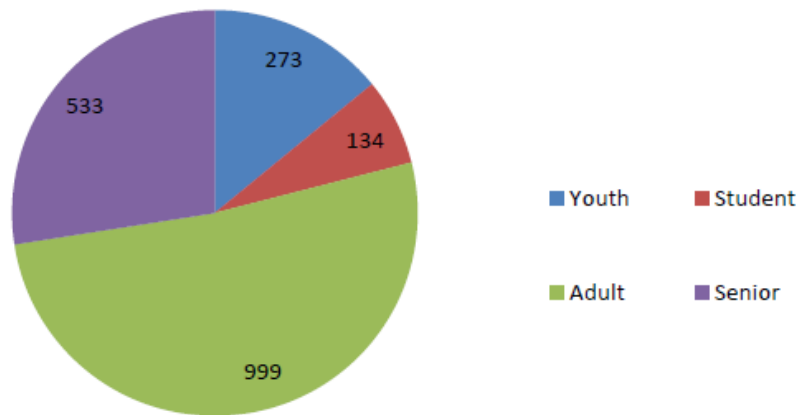


Figure 4: Fitness General Admission Demographic Information as Found in the 2019 WGSC Marketing Plan

Arena and Ice Pads

The Arena and Ice Pads area has 4 NHL-sized rinks with an additional goalie warm-up area. Scheduled use of the ice facilities was stated as being fully utilized from 4pm to 10pm on weekdays and all day on Saturday and Sunday. Actual utilization of the individual rinks was not available and a breakdown between the various groups and programs was not provided.

The area where revenue generation has the least impact on the financials is the Public Admissions section. Attendance figures were provided for some aspects of these programs, and is presented in **Error! Reference source not found.** below.

Table 20: WGSC Arena and Ice Pads - Public Admissions Programming, Admissions, and Revenue for 2019

Description	Average per week	2019 Admissions	2019 Revenue
Public Skating	2	2,416	\$16,244.00
Shinny		544	
Stick n' Puck (with child <5yrs)		692	
Adult Skate	2	1,250	
Parent and Tot Skate	2	325	
Family Skate		300	

As noted in Table 21 below, rentals of the ice pads are the highest single revenue source for the Wayne Gretzky Sports Centre at \$1,408,590, however, no supporting data was provided to indicate utilization of the ice pads, the breakdown of minor hockey, school use, affiliated groups, adult and private rentals. This creates a gap in understanding how ice time is allocated.

Ice-time allocation to the various groups appears to be determined on a seniority basis (priority given to groups that have rented ice multiple for seasons) however, no statement or process to

determine that priority was provided. In addition, ice usage by local residents and “non-locals” was expressed as an issue that requires attention.

Registration Fees noted in the financials for \$76,891 relate to the organized Adult Hockey Leagues that have scheduled weeknight programs. There were 18 teams registered for the Fall session in 2019 and 10 teams for the summer session.

Table 21: WGSC - Revenues and Expenses 2019

GRETZKY CENTRE ARENA	
REVENUES	
ADMISSIONS	(\$16,244.27)
REGISTRATION FEES COLLECTED	(\$76,890.99)
RENTALS	(\$1,408,590.25)
Other revenues	(\$10,783.16)
	(\$1,512,508.67)
EXPENSES	
FULL-TIME REG EARNINGS	\$481,603.95
PART-TIME REG EARNINGS	\$101,847.35
EMPLOYEE BENEFITS	\$160,969.55
Other expenses	\$211,108.33
	\$955,529.18
GRETZKY CENTRE ARENA	(\$556,979.49)

Administration

The Administration section run the two main service desks to the facility – one for pool and fitness and the other for the arena operation. The staff are responsible for taking all payments and handling admissions to the various programs and facility passes. The staff also places bookings for the different sports facilities and classes. The service desks are stationed from 5am to 1030pm.

This team also provides the financial back-office to the WGSC in support of all payroll, accounts payable and receivable processing. There was no reference to the allocation of these administrative costs to the different sports activities within the WGSC. An overview of the Administration team’s revenues and expenses can be found in Table 22 below. More information related to this team can be found in Section 4.2.1: Customer Service Staffing.

Table 22: WGSC - Revenues and Expenses 2019

GRETZKY CENTRE ADMIN	
REVENUES	
RECOVERIES	(\$36,826.91)
LEASES	(\$98,952.80)
SALE OF ADVERTISING	(\$40,517.66)
Other revenues	(\$34,567.74)
	(\$210,865.11)
COST OF GOODS SOLD	
	\$4,934.58
EXPENSES	
FULL-TIME REG EARNINGS	\$521,241.17
PART-TIME REG EARNINGS	\$253,326.50
EMPLOYEE BENEFITS	\$192,171.25
Other expenses	\$49,241.60
	\$1,015,980.52
GRETZKY CENTRE ADMIN	\$810,049.99

WGSC Facilities

The Facilities team at the WGSC capture over \$2,742,900 in expenses to operate and maintain the sports centre for the City. Electricity is by far the largest expense at \$1,088,335 with staff and equipment repair and maintenance cost following. With these major expenses itemized, there is \$1,054,885 in expenses listed in multiple cost centres including natural gas, building repair and maintenance, and water and sewer.

In reviewing the costs associated with running this facility, stakeholder interviews noted that the allocation of the overall costs of the facility was only approximately accounted for back to the Arena, Aquatics, and Fitness/Gymnasium programs. Profits and/or losses for individual programs

or sports activities were not specifically reviewed in terms of the full costs of operating the facility and the capital costs involved in major renovation or improvements.

Table 23: 2019 WGSC Facilities Revenues and Expenses

below outlines the revenue and expense line items as listed in the Facilities team budget.

Table 21: 2019 WGSC Facilities Revenues and Expenses

GRETZKY CENTRE FACILITIES	
REVENUES	
RECOVERIES	(\$145,297.46)
WAGE RECOVERY	(\$2,261.70)
	(\$147,559.16)
EXPENSES	
FULL-TIME REG EARNINGS	\$378,545.37
ELECTRICITY	\$1,088,334.81
EQUIPMENT R&M	\$220,701.63
Other expenses	\$1,054,884.55
	\$2,742,466.36
GRETZKY CENTRE FACILITIES	\$2,594,907.20

4.1.2 Market Analysis

Review Focus

The Optimus SBR team was requested to identify programs that result in a net budget deficit and are offered at a comparable cost in non-municipal facilities (i.e., by the private sector). The focus of this review was to understand which programs are being offered out of the WGSC that compete with private sector providers, while contributing to deficits for the Centre as a whole.

Additionally, the Optimus SBR team was tasked with providing a comparison of the day ice rink rates of the WGSC with other providers in nearby municipalities, understanding if the rates offered by the Corporation are competitive or not.

Key Findings

- As noted in 4.1.1, data limitations negatively impact our ability to understand how operations and facilities costs should impact program costs
- Current fitness costs for the WGSC are competitive with private sector organizations operating in the region.
 - The WGSC is cheaper than some providers, and more expensive than two “budget” gyms.
- The ability to offer both dry-land and aquatic fitness activities in one location is an asset for the WGSC.
- Rink rates were competitive with other municipalities.

The WGSC is unique in its ability to offer Aquatic, Fitness and Gym, and Hockey and Skating facilities all in one complex. The ability to have multiple programs and facilities available to the public, all from one location, provides a competitive edge that the City uses in its marketing of the extensive program catalogue of recreation activities. With its wealth of possible program offerings, the WGSC looks to cater to families, and especially those with young children, as well as the senior population.

While the previous section’s financial analysis of the WGSC programming identifies gaps in our ability to determine if any one individual program operates at a net budget deficit, the following market analysis of the Brantford sports and fitness describes the facility’s competition in the three areas of program offered by the WGSC.

Additional note: as review of these facilities was during the COVID-19 pandemic, information from websites and other facilities was not always available, program schedules were inconsistently provided or cancelled, and pricing for fitness memberships were in a state of change as the industry reacted to regional shutdowns and resumptions.

Aquatics

The Aquatics program and facility did not have competing facility in Brantford until the Laurier Brantford YMCA opened in September 2018. The YMCA is centrally located across from Town Hall and offers both pool and fitness facilities. Swimming lessons are provided as well, with lessons offered from pre-school through student and to the adult categories. Rates for classes are comparable to WGSC, with a collection of family discounts plus day passes, public swim and aquafit passes, however, there appears to be no senior rates for day passes.

Fitness and Gym

There have been several “big box” style fitness facilities that have opened in the Brantford area. Each facility targets different segments of the population with rates higher and lower than those offered by the WGSC. In these times of the COVID-19 pandemic, there are many additional factors than just price that customers are expecting from their facility such as cleanliness, social distancing, disinfecting schedules, and hours of operation. Social media comments regarding the facilities often range even within the same business. Financial pressures may be affecting the ratings and comments as the membership costs, limits to access, and ability to cancel memberships.

The prices that follow are for adult membership access to the facilities for ease of comparison:

- The WGSC offers a \$41.50 per month access to both fitness and public swimming, for a one-year commitment. They also offer a pass costing \$206 for 3 months, or a one-time yearly fee of \$453. Note, registered courses would incur additional costs.
- The Brantford YMCA offers access for \$25 bi-weekly (approx. \$50 per month) or \$593 annual membership. They advertise that there is no contract with the membership. There is also a one-time Building fee of \$100 applied to the membership.
- Crunch Fitness offers a heavily discounted rate of \$9.95 per month for access to the facility. For access to group fitness, hydro massage and tanning the cost is \$21.95, with their access to advanced High Intensity Impact Training classes at \$29.95.
- Fit4Less provides a comparable low base rate of \$5 biweekly that includes 30 minute express circuit, virtual fitness and virtual cycling. The Black Card program (\$11 biweekly) provides access to 50+ pieces of cardio equipment, a variety of strength training equipment and a large free weight area (5 lb to 75 lb dumbbells).
- A different pricing model is used at the Fitness Centre, where base aerobics classes for 3-months is \$142, or offered annually for \$450. Access to the weight room is an additional \$200 for 3-months and annual \$730, or limiting access to weight room and hydraulic cardio without classes is \$142 for 3-months and \$450 annually.
- Other centres in the area provided few details include Anytime Fitness with only one rate shown as \$18.99 biweekly. World Gym does not post rates. Similarly, Movati Athletic does not post rates but offers squash courts.
- Goodlife Fitness does not have a facility in Brantford, with the nearest option available in Ancaster.

Taken together, it is apparent that the WGSC’s rates are competitive to other locations in the region, and with its ability to offer both dry-land and aquatic programming, the Centre can be seen as a competitive and enticing option for residents. Other locations (i.e., Crunch Fitness and Fit4Less) may be cheaper for fitness access, but does not offer the same range of programming.

Arenas

Ice Rental rates are displayed in **Error! Reference source not found.** below. Rates are based on what is posted public websites or in discussion with personnel of during our Jurisdictional Review activities (as identified for City of Waterloo and City of Vaughan facilities noted in Appendix). As these are posted rates, there may be further discounts and/or incentive rates applied based on long term commitment to the rental, differences in prime and

non-prime timing (i.e. some arenas provide ice time beyond the 10:30 closing of the WGSC), and commitments to minor and school hockey programs.

Table 22: Comparison of Ice Rental Rates

Jurisdiction and Facility	Adult Prime	Youth Prime	Adult non-prime	Youth Non-Prime
City of Waterloo – Manulife Sportsplex	\$240.49		\$147.23	
City of Vaughan - SportsVillage	\$265.00			
City of Peterborough – Memorial Centre	\$210.25	\$178.73	\$133.85	
City of Woodstock – Civic Centre / Reeve's	\$198.00		\$150.00	
City of Oshawa – Campus Ice Centre	\$231.04	\$182.80	\$155.74	\$124.08
City of Brantford – Wayne Gretzky SC	\$211.02	\$175.35	\$137.17	\$113.98

4.1.3 Program Recommendations

Review Focus

As noted at the outset of this section, a focus of this review was identifying net budget deficit programs that are offered by non-municipal bodies, and to provide recommendations to increase registration and attendance for these programs.

Key Findings

- Given the current data limitations we are unable to identify which programs operate in a net budget deficit.
- Registration-based program data provided a snapshot of the 2019 registration figures, however, it is not clear the number of sessions that programs were offered, or if they were cancelled after only one session.
- Increasing attendance and fill rates for drop-in programming will be critical to identifying which programs should either continue or stop.
- The goals and principles for the operation of the WGSC are not well defined, preventing a principles based approach to program decision-making

As outlined in section 4.1.1, the data provided prevents our ability to understand the profitability of programs offered at the WGSC, specifically as it relates to drop in programming. While stakeholder interviews noted that those programs requiring registration have their registration and attendance numbers closely monitored, identifying which programs should or should not be offered in subsequent sessions as a result of poor performance, this type of analysis is not conducted for drop in programming. There is no clear understanding of user metrics, attendance, class fill rates, costs of operating programs (either direct or indirect), or revenues associated with drop in programming. This information at best is captured in general admissions data provided by the WGSC.

Marketing will be discussed further in Section 4.2.3 below, however, as was noted in Section 4.1.1.2, staff often remarked that programs were targeted towards seniors and young children (with the intent that parents would purchase memberships as a result of frequenting the Centre). Data provided shows that while seniors are stated as the key demographic for fitness programming, it is actually adults who are almost 50% of the General Admissions members.

While it may be tempting to suggest that some programs that are clearly offered by the private sector for comparable rates and quality should be eliminated – this may be an early conclusion to draw. There is no clear justification for such decisions at this time as we are not able to quantify the financial position of the program, nor is it clear that an alternative ‘community-building’ opportunity/program repurposing the space (at an unknown cost/financial impact to the Corporation) is aligned to WGSC objectives.

As a result of the lack of data to assess program profits or expenses, undefined principle or goals of the WGSC, and challenges related to marketing compared to target demographic capture, we are unable to make definitive recommendations about programs that should or should not be stopped or continued. Rather, recommendations will focus on how to effectively capture this data to make decisions in the future.

4.2 Operations and Staffing

4.2.1 Customer Service Staffing

Review Focus

Optimus SBR was requested to review the customer service desk staffing and alignment, understanding key roles, responsibilities, and to identify potential improvement opportunities for more efficient or effective service.

Key Findings

- A lack of staffing metrics negatively impacts our ability to understand overall staff levels, activities, or items that are more or less time consuming throughout the week.
- Differing opinions on the benefits of young part-time staff, with some stakeholders feeling they brought a fresh energy, and others believing they could be slightly immature for the setting.
- A lack of integration with Corporation-wide software resulting in inefficient manual processes.

Note: No staffing metrics or details were provided to our team (e.g., utilization metrics, tenure with the Corporation, shifts per week, or exact number of staff), and as such, all comments made below are primarily developed using qualitative feedback provided during stakeholder interviews.

Customer Service for the WGSC is most often handled by the Service Desk staff, who are positioned near the front entrance in the lobby. This group staffs the desk from 5:00 AM to 10:30 PM each night. There are two service desks available, with one focused on arenas, and the other focused on fitness and aquatics. Staff on the Service Desk are cross trained to support either desk. These individuals are primarily part-time staff, mainly consisting of young adults who work as they are completing their education. While some interviews noted that this demographic brings an energy and curiosity to the role, others noted that their young age can sometimes lack the maturity required to handle tense or difficult situations.

This group is responsible for acting as the frontline for resident questions or concerns. As such, interviews noted that Service Desk staff are required to have a full understanding of the programming available, as well as the programming running at any moment in time, should a resident have a question. Furthermore, this group is responsible to support residents if they would like to register for a program in person, or will walk residents through the process on the phone should they call in and want to know how to register online. A part of their role is then handling payments received to ensure a balanced ledger at the end of the shift.

Service Desk staff will provide tours of the facility if a resident is interested, prior to supporting membership sign-up or other activities as appropriate. Lastly, during the current COVID-19 pandemic, the Service Desk staff are responsible for handling all screening and sanitization, as well as maintaining control of the flow of people through the lobby.

In the event that a resident wishes to book a pool or ice time, the Service Desk staff would put them in touch with the appropriate Supervisors, who handle scheduling of these facilities. Service Desk staff can support by actually booking the venue once instructed by a Supervisor. Lastly, Service Desk staff are able to book gymnasiums or party rooms without consulting other departments.

To better understand the strengths and weaknesses of the Customer Service Staffing aspect of the WGSC review, we have identified strengths and areas of opportunity across three major factors:

- People;
- Processes; and,
- Technology.

Understanding these three lenses provide for a holistic view into the operations of this particular area and support the development of targeted recommendations that will address challenges with this and other areas under review.

People

The following were identified as strengths:

- Staff who were engaged during this review appear dedicated to their roles and want to provide the best services possible for residents and visitors alike.
- Based on responsibilities as described during interviews, staff act as ambassadors for the Corporation when addressing resident queries or concerns.
- Stakeholders noted that staff are generally willing to “go the extra mile” to ensure residents/visitors have a pleasant customer service.
- Complaints are handled in a thoughtful, deliberate process in which key issues or concerns are captured and passed on to the appropriate Supervisory staff members to be addressed.

The following were identified as areas of opportunity:

- As Service Desk staff are most often young adults working part-time as they complete their education, some stakeholders noted that a younger workforce can result in challenges with staff professionalism and maturity when handling difficult customers or situations.
- Stakeholders offered contrary opinions regarding staff’s knowledge of programming and operations of the WGSC, with some examples including:
 - An emergency taking place in one of the facility’s arenas and Service Desk staff being unsure who to contact to address the situation.
 - Resident complaints that Service Desk staff do not know the programs being offered, including their descriptions or number of weeks offered.
- Some interviews noted that staff culture was a challenge, largely because of the maturity of staff members., creating unprofessional environments.
- Due to a lack of data provided by the WGSC, no inferences on overarching staff utilization could be drawn to determine optimal levels of staffing.

Processes

The following were identified as strengths:

- No complaints were raised regarding the majority of staff processes.
- Interviews suggested that training provided to new staff members is thorough, and teaches core processes to staff members

The following were identified as areas of opportunity:

- No formalized or documented processes/procedures were provided to our team during this review, negatively impacting our ability to review these/comment on their quality/completeness.
- Interviews noted that the majority of processes were handled manually, which may negatively impact staff's efficiency and effectiveness.
- A specific process concern was raised regarding the handling of cash, with a stakeholder being unsure if these were properly taught, well known, and strictly followed.
 - It should be noted that no mention of accounting challenges related to cash handling were reported to the Optimus SBR team during the course of our review.

Technology

The following were identified as strengths:

- The use of ActiveNet is generally fairly standardized across the Corporation, however, there are nuances dependent on which team is using the system.

The following were identified as areas of opportunity:

- Many processes are manual, not taking advantage of either Corporation-wide systems.
- Some systems that are in place in the WGSC differ from those used in the broader Corporation, resulting in duplication of activities across two different groups.
- A key example that demonstrates both a lack of technology and process duplication includes the Time Entry process for WGSC staff:
 - Staff will enter their time using paper worksheets, which are then provided to a Service Desk Clerk. The Service Desk Clerk will review entries and enter these into a file for the Corporation's Finance team.
 - Staff in Finance will receive the time entry notification, review and sign off on the information, and will then enter it into the JDE financial system used by the broader Corporation.

4.2.2 Facilities Management

Review Focus

Optimus SBR was requested to understand the current strengths and weaknesses associated with the facilities management function of the WGSC. The overarching goal was to identify opportunities to improve the functioning of the service to support cost containment and preventative maintenance activities.

Key Findings

- A service with ample opportunity to mature and support effective business decision-making.
- Challenges related to the organizational structure installed in 2019 do not appear to have normalized, based on the perceptions of some stakeholders.
- No formalized asset management plan was provided, suggesting this operates as a reactive service with minimal preventative maintenance activities taking place.
- No capital asset reserve fund had been created to at least partially support funding of anticipated or unanticipated repairs or replacements.

Facilities Management for the WGSC is currently the responsibility of the Supervisor of Operations. This role reports into the Manager of the WGSC, and oversees arena maintenance, pool maintenance, pool technical oversight, and general repairs for the WGSC. This role is unique, as other locations within the City have grouped the Facilities Management and broader programming functions into a single individual. Interviews noted that some staff were confused as to the reporting lines for this role, both in terms of who this role reports to both formally and informally, and who reports into the Supervisor of Operations compared to Program Supervisors.

Interviews with staff noted that the current structure is one that is mainly reactive to the various needs of the facility, with only a small percentage of the work being conducted focused on preventative maintenance. This is largely due to there being no tangible Facilities Maintenance plan. Staff noted that such a plan had been developed years ago, however, it was not able to be located and shared with our team to assess its quality and completeness for this review. Conversations noted that the plan included some information, such as the manufacturers of various assets (e.g., boilers, chillers, etc.) as well as some suggested maintenance/replacement timelines for various components. However, the plan lacked specific information, including:

- Preventative maintenance activities/routines (e.g., oiling belts);
- Did not include all assets, but rather focused on only the major items related to the various facilities; and,
- No mention of a Capital Reserve Fund, or a structured payment plan to said fund that would ensure repairs/replacements were proactively planned for and financed without requiring additional funding from Council (either emergency funding or budgeted funding).

Some stakeholders noted that the Supervisor of Operations attends a weekly meeting of all WGSC Supervisors, ensuring all groups understand the activities and needs of each other, and allows the Programs and Operations to find mutually beneficial times for repairs/maintenance. These stakeholders noted that this was beneficial and was improving overall relationships between the two groups. As a result of these meetings, it was noted that it was understood that most Facilities Management activities could realistically happen during “quieter” hours of approximately 1:00 PM – 4:00 PM. Other stakeholders noted that the Supervisor of Operations does not regularly attend these meetings, and that the only regular meeting for this role is weekly one-on-ones with the Manager of the WGSC. It was unclear which set of statements was more accurate.

When asked about the broader Facilities Management team in the Corporation (beyond the WGSC), staff noted that this group was taking a larger role for the various Community and Recreation centres for the Corporation, however, were not yet fully managing these activities. Some staff members questioned their role, as they did not understand the division of roles and responsibilities.

It should be noted that newly announced staffing changes (approved October 13 by Council) will change the reporting structure of this group, who will now report into the Facilities Management team, and a Corporation-wide function will be created to maintain all facilities-related repairs. Some concern was raised that this would include regular custodial duties, which staff felt would fit better with those managing the day-to-day operations of these centres. This type of a change was seen as a positive move, as it would centralize Facilities competencies and skillsets for the Corporation, allowing for backfilling positions, vacation coverage, and building economies of scale through knowledge transfer.

A challenge the Facilities team has is that there is no clear understanding of how the costs of utilities and repair and maintenance activities impact the services being provided, or how services/programs should be charged to offset costs. Furthermore, as there is no clear funding plan for capital assets, there is no clear understanding that programs should be contributing even a portion to a capital asset reserve fund.

To better understand the strengths and weaknesses of the Facilities Management aspect of the WGSC review, we have identified strengths and areas of opportunity across three major factors:

- People;
- Processes; and,
- Technology.

Understanding these three lenses provide for a holistic view into the operations of this particular area, and support the development of targeted recommendations that will address challenges with this and other areas under review.

People

The following were identified as strengths of the Facilities Management aspect of this review:

- Stakeholders noted that working relationships between the programming function and the Facilities function have improved through the inclusion of the Facilities Supervisor into broader leadership team meetings.

- There is a strong team mentality amongst staff, creating a culture in which staff work together to address challenges together.
- The Facilities Supervisor appeared to have strong relationships with the custodial and maintenance staff, and had a clear understanding that it was the responsibility of the Supervisor to train, oversee, and support staff operations as necessary.
- While no formal job descriptions were provided, organizational charts provided did outline key responsibilities of the Facilities Supervisor, and the specific individuals that report into this role.
- Staffing changes approved by Council on October 13, 2020 appeared to align with some the goals of select stakeholder groups.

The following were identified as areas of opportunity:

- Interviews noted that there had been historical culture challenges related to a divide in the management of the centre.
 - However, most stakeholders noted that this has largely been addressed through there being a single Manager of the WGSC.
- It was noted that there may be some lack of clarity into the reporting relationships of the various Facilities staff, with some not being clear why some personnel report to program supervisors (e.g., Zamboni drivers reporting to the Arenas Supervisor), while other staff report to the Facilities Supervisor (i.e., rink operators).
 - It was noted that this change was enacted in 2019, and has caused some challenges since then.
 - It was further noted that for the effective day-to-day operations, changes that are being currently proposed should look to have custodial staff under the supervision of program Supervisors, who can then ensure immediate needs are met.
 - Staff noted that the longer-term, preventative and capital maintenance activities should be part of the Facilities Management team.
- While not provided to our team for review, it was noted in interviews that the job description for the Supervisor of Operations was outdated due to new reporting relationships and responsibilities.

Processes

The following were identified as strengths:

- Supervisory staff appeared to have a good understanding of the WGSC's operations, including those areas that require ongoing maintenance and monitoring to ensure a safe and functional facility.
- New operating structures and team meetings between supervisors has resulted in more effective working relationships between departments, including more efficient and effective maintenance processes.
- The Supervisor of Operations was noted as having a strong working knowledge of the operations of the WGSC, its mechanical underpinnings, and that this is being leveraged by the broader Facilities Management team as they take an increasing role in the operations of the WGSC and other Community Centres.
- Interviews noted that a plan was developed to document key preventative maintenance activities, and it was customized to the assets within the WGSC.

- This plan included information such as listing key assets in the WGSC, manufacturer's warranties, and other related timelines that were listed when the assets were purchased.

The following were identified as areas of opportunity:

- The preventative maintenance plan discussed above was not able to be shared as it was not located in time for this review, despite repeated requests.
 - The plan (as described) included some information to support decision-making, however, it lacked an overview of the key processes required to ensure preventative maintenance activities were completed.
 - The plan (as described) did not include any considerations for capital reserve funding, or how repairs/maintenance activities would be funded in the future.
- No processes appeared to be documented when it comes to the Facilities function, including one-off activities, or periodic/cyclical activities.

Technology

No specific technologies were identified during interviews with staff to support the Facilities Management function. As a result, there are no major strengths, and there is an opportunity to better leverage this in the future.

4.2.3 Marketing

Review Focus

Optimus SBR was tasked with understanding the current state of operations for marketing of the WGSC, including its facilities, programs, and other activities. The goal was defined as identifying opportunities to improve the overarching ability to market the WGSC offerings.

Key Findings

- A department of one staff member that supports the marketing activities of eight Corporation facilities.
- A role that is spread thin between some core activities (e.g., development of marketing plans and collateral), tangential responsibilities (e.g., oversight and operations of seven social media accounts), and responsibilities beyond the role's focus or skillset (e.g., finding vendors to advertise, contract administration, or handling payments).
- A positive and team oriented staff member who works with Supervisors to collect key metrics to detail the annual results of various Corporation facilities.
- Loose marketing plans to focus on key demographics (likely due to additional responsibilities required).

Marketing of the WGSC is largely coordinated and conducted by a single staff member whose role is broad, includes tasks beyond marketing, and supports multiple teams within the Corporation. This staff member works closely with Supervisors and other leadership staff from across WGSC to coordinate and develop plans for future marketing campaigns, to consolidate various metrics related to WGSC users, and to ensure that partnerships are made with the appropriate bodies from across the city.

When looking at the scope of the Marketing staff person, their job description appears to be outdated and requires a refresh, as it was last reviewed in 2017 when an administrative staff person was part of the marketing team. That said, conversations with the staff member outlined the following major responsibilities:

- Manages 7 social media accounts for various Corporation entities;
 - These often require near 24/7 monitoring and immediate response times, to ensure the Corporation is able to “get ahead” of any potential issues.
- Is responsible for sourcing vendors to advertise on various WGSC areas, including the City's Leisure and Activities Guides and brochures;
 - In addition to sourcing vendors this staff member is responsible for the contract administration and collection of payments for advertising agreements.
- Managing physical bulletin boards, television screens placed around the WGSC, and the electric signage that is stationed near the roadways;
 - These all require staff to be on-site to manage these, due to technology limitations.
- Development of an annual marketing plans, which require working closely with leaders from across the Corporation.
 - In the development of the WGSC Marketing Plan, it was noted that the Marketing staff member works closely with Supervisors and the Service Desk to collect metrics related to:

- Overall usage of facility;
- Revenues generated through various activities;
- The demographics of users;
- Comparison of year over year statistics to allow for trend analysis.
- Marketing plans are developed for eight teams within the Corporation, and 2020 plans were provided for the following departments:
 - The WGSC;
 - The Beckett Adult Leisure Centre;
 - Earl Haig Water Park;
 - The Bell Homestead;
 - Harmony Square (2019); and,
 - Woodman Park & Pool.

Development of the Marketing Plans involves identifying target demographics and creating plans to attract these individuals. Throughout conversations with the Marketing staff person, as well as other WGSC stakeholders, it was noted that a target demographic of the Centre, particularly for fitness and aquatics, was seniors. Stakeholders routinely noted that the WGSC offered a different fitness environment compared to local private gyms, which may not be accessible or as welcoming to this demographic. A review of demographics for general memberships, however, noted that seniors were only approximately one quarter of those who attended the WGSC.

Staff did often note that a second key demographic was young children (particularly through swimming lessons), and that a secondary goal was to attract their parents to join the WGSC as a result of frequenting the premises so often.

The role requires coordination with the Corporation's Communications team, but currently is separate from this team. As part of the October 13 organizational restructure, it has been announced that this role will be transferring from the WGSC team to the broader Communications team under the Office of the CAO. No further details on role and scope changes have been announced at this time with the Optimus SBR review team.

To better understand the strengths and weaknesses of the Marketing aspect of the WGSC review, we have identified strengths and areas of opportunity across three major factors:

- People;
- Processes; and,
- Technology.

Understanding these three lenses provide for a holistic view into the operations of this particular area, and support the development of targeted recommendations that will address challenges with this and other areas under review.

People

The following were identified as strengths:

- An eager, team-oriented staff member who appears to do their best to work with other departments as appropriate to develop effective marketing collateral.
- An understanding that there needs to be a concerted focus on the marketing aspect of the Corporation's various assets in order to drive decision-making and support revenue generation.
- A desire to partner with broader Communications department staff to ensure that the Corporation's brand is maintained and that overall messaging aligns.

The following were identified as areas of opportunity:

- An extremely lean staffing complement of only one individual can be challenging to ensure that all teams have fair access to the Marketing staff member.
- The role is required to undertake multiple tasks that are not directly related to the marketing skillset, including procuring vendors for advertising, developing and administering contracts, and collection of payments.
- While the Marketing staff member works well and with other teams, and is able to pull together professional looking documentation, there is no formal graphics design staff in place to support these activities.
- The full complement of staffing responsibilities with respect to the Sports Hall are not well understood, and can take a significant portion of time.
- While justification for various marketing channels are used, it appears to not capture the target demographic (seniors) in comparison to others.
- It is not well understood how effective marketing is at capturing certain demographics. While Marketing Plans will identify the approximate demographic breakdown of who viewed a social media post or other information, it is not clear if the seniors who use the WGSC's fitness facilities represent a significant or small portion of seniors in the Brantford community.

Processes

The following were identified as strengths:

- Stakeholders noted that the Marketing staff person is easy to access, produces good work, and is proactive in reaching out to provide support.
- There appears to be an understanding that certain activities, such as social media responses, will require prioritization to proactively handle potential challenges or concerns.

The following were identified as areas of opportunity:

- No formalized or documented processes/procedures were provided to our team during this review, negatively impacting the ability of staff to step in and support this role.
- The large portfolio of this role requires multiple processes to be managed, including some sensitive processes such as handling payments from vendors.
- Some of the processes require staff to be on-site to handle (e.g., the management of television screens or the electric signage), as their control systems are located in the WGSC, reducing the mobility of the role.

Technology

The following were identified as strengths:

- The staff member involved appears to have a strong understanding of various technologies and software packages, from social media accounts through to desktop publishing programs.
- The website is managed internally to support efficient uploading and changing of information.

The following were identified as areas of opportunity:

- Acting as the sole staff person responsible for seven social media accounts can be challenging and can negatively impact the ability for staff to focus on other activities, as the role is reactive in nature.
- There is likely a need for other skillsets on the team, including formal graphic artists to support communications development.

4.2.4 Staffing Levels and Staffing Model

Review Focus

Optimus SBR was tasked with reviewing the current staffing levels to determine if those staff members based in the WGSC could support other Corporation facilities. This included the goal of identifying duplicated activities to make recommendations to improve service delivery.

Key Findings

- A lack of staffing metrics makes the assessment of staff utilization nearly impossible, save for qualitative feedback provided by staff.
- Staff metrics at the management levels focused almost solely on revenue generation, with little to no productivity metrics identified.
- Staff below the management level had no metrics associated with their role whatsoever, providing no insights into their roles, activities, or potential areas of duplication.
- An engaged and outcomes-driven team culture that works together to support the effective functioning of the WGSC.

No staff performance indicators or metrics were provided to the Optimus SBR review team, as a result, all statements and findings are based on stakeholder interviews and qualitative feedback.

The staff at the WGSC, outside of the management levels, are almost exclusively part-time staff members. Interviews noted that the Corporation chooses part-time staff instead of full-time staff for multiple reasons, including:

- The positions do not have enough activity to warrant them being made full-time staff;
- The pay band of staff are set up in a manner that promotes part-time staff to support overall cost-saving measures by the Corporation (i.e., not being required to offer benefits, vacation pay, or other items); and,
- No direct benefit has been identified to keeping a full-time staff member to handle the role, when compared to the current structure of multiple part-time staff members.

However, conversations with staff noted that there are part-time staff members who have been working for the Corporation for extended periods of time (often noting over 10 years), and whose hours per week and/or responsibilities are such that they realistically could/should be viewed as full-time staff.

At a management level, stakeholders often noted that they felt stretched and as though they were responsible for broad portfolios. Staff portfolios have continued to expand, including the role of the Manager. This has created a challenge as staff do not want to “burden” their Manager with questions related to service provision.

Staff noted often that their only formal performance metric was related to revenue, however, did not have the scope of responsibilities to address other contributing factors, such as costs of enrolling in programs at the WGSC.

Due to a lack of formal metrics and indicators, we are unable to make any definitive statements related to the staffing levels at the WGSC. While qualitative feedback suggests that staff may be fully utilized or beyond full capacity, the lack of data results in our team being unable to verify or dispute these claims. As the Corporation ideally wants to have Supervisors support other community centres, this lack of utilization information will continue to be a challenge that inhibits this possibility.

To better understand the strengths and weaknesses of the Marketing aspect of the WGSC review, we have identified strengths and areas of opportunity across three major factors:

- People;
- Processes; and,
- Technology.

Understanding these three lenses provide for a holistic view into the operations of this particular area, and support the development of targeted recommendations that will address challenges with this and other areas under review.

People

The following were identified as strengths:

- Staff engaged throughout this review were team-oriented and eager to work together to support continuous improvement efforts within the WGSC.
- The structure of the WGSC staff, mainly using part-time staff outside of management-level positions, is similar to other municipalities and aligned with leading practices.
- Staff noted that culture has been improving overall across the WGSC, despite the fairly consistent organizational changes.
- Staff noted that they felt the current staffing complement was really starting to work well together and hit their stride to ensure a pleasant experience for all visitors and users of the Centre.

The following were identified as areas of opportunity:

- No staffing metrics were available for review to determine if/how staff are being deployed across the WGSC.
 - This negatively impacts the ability to draw conclusions on staff utilization, production, or their impact on the WGSC's operations.
- The only metrics that were noted as being of value to Corporation-leadership were revenue targets, with no consideration being given to the factors that drive these numbers (e.g., registration, class fill rates, lesson/class price points, etc.).
- Fairly large and consistent staffing changes have continued to impact the organizational structure at the WGSC, with some staff members feeling like "an island", while others feel overwhelmed with the scope of added responsibilities under their purview.
- Consistent questions related to what changes were coming next for the WGSC that negatively impact staff morale and can create a negative culture for staff, which can impact customer experience.

Processes

The following were identified as strengths:

- Almost all supervisors were able to clearly explain various processes and activities they regularly undertake. These ranged from day-to-day operations to longer-term planning activities.
- Through proactive planning processes, supervisors are able to identify general staffing needs for each session, and the WGSC as a whole.
- Despite large portfolios for some staff members, no one raised any concerns with “how” to complete a task.

The following were identified as areas of opportunity:

- No formalized or documented processes/procedures were provided to our team during this review, which creates risks for the WGSC in the event of a planned or unplanned vacancy for staff.
- A lack of clearly defined process results in a lack of performance or utilization metrics, negatively.
 - This then results in a reliance on revenue metrics, which can be challenging for staff as they may have limited ability to impact these figures.

Technology

The following were identified as strengths:

- The systems that are in use at the WGSC appear to be well understood and generally support staff’s operations.

The following were identified as areas of opportunity:

- The use of technology more broadly should be further enhanced to:
 - Support staff in more efficiently conducting key processes;
 - Developing efficient process flows;
 - Developing and tracking key metrics;
 - Supporting decision-making; and,
 - Aligning more broadly with the Corporation.
- Multiple departments rely on their own Excel sheets or other tools to support decision-making, but this often results in a lack of historical information consistently being maintained and available to support the Corporation.

4.2.5 Operations and Staffing Recommendations

The above sections outline the very specific aspects of the WGSC's functioning that have been the focal points of our review. To support the Corporation as it looks to improve its overall service delivery, the Optimus SBR team has developed the following recommendations. Recommendations have been grouped below to focus on specific areas under review, however, recommendations made in one section likely will have impacts on other aspects of the functioning of the WGSC.

Core question to consider:

The following observations/recommendations are not part of the direct scope of this engagement; however, it is our opinion that addressing these topics will support the Corporation's decision-making as it relates to the WGSC. Ultimately, the decisions made here should be paired with evidence and data, but in the absence of clear data defined priorities can act as a guiding light.

Recommendation 3.1: Clearly Define the Goal of the WGSC

The Corporation's leadership, including Council, should determine the goal of the WGSC. The four goals outlined below summarize the various viewpoints stakeholders described throughout our engagements to date:

1. Some stakeholders feel that the WGSC should be providing a public service by subsidizing programs to ensure these are accessible and affordable, such as swimming lessons or general fitness. (Note: This was also described as a community hub approach).
2. Other stakeholders feel that the WGSC should be focused on generating profits, or at least operating at a breakeven level.
3. Some stakeholders believe that the WGSC should be used to drive tourism, considering the number of sports tournaments that it attracts each year.
4. Others believe that the WGSC should be used as a high-performance athlete training centre for the region, in addition to supporting broader community access to high quality facilities.

Determining the core goal of the WGSC will support the Corporation as it looks to make decisions related to its programming and use of space. This goal should align with broader strategies but can take many forms. We will describe each of goals in more detail here:

Providing Subsidized Programming (Community Hub Approach)

This model looks to ensure that residents of Brantford (or nearby municipalities) have access to subsidized programming that would otherwise be expensive and/or difficult to find. This can include all the facilities of the WGSC, ice pads, aquatic facilities, and dry-land training areas/general fitness.

This model can support decision-making on the programming offered by focusing on questions such as:

- Who uses the programming?
- Is this programming offered elsewhere?
- Do we have a unique sub-culture of users that other centres or competitors does not cater to?

Revenue Generation and/or Breakeven

This model looks to ensure that the programming offered by the WGSC is operating in a manner that at the very least breaks even, if not ideally results in a revenue surplus. For this goal, the programs will need to have a solid understanding of the full range of costs (i.e., indirect and direct) that impacts their profitability. The performance metrics of these programs would be important factors in determining if these programs were continued or if they would be replaced with other options.

This model can support decision-making on the programming offered by focusing on questions such as:

- What are the costs associated with this program?
- What revenues does this program generate for the Centre?
- Does this program feed into other programs?

Tourism Asset for the City

This model looks to capitalize on the facility's amenities and name brand to drive tourism and bring groups together. Brantford and this Centre are the only ones in Ontario able to boast the name Wayne Gretzky, and this looks to use that to a competitive advantage. The programming offered can be flexible in this model, but ultimately the use of the space becomes more important. Drawing on other Gretzky-branded items (e.g., restaurants, wine, etc.) would help to make this a destination. As the WGSC already attracts dozens of tournaments each year, this would look to build on this audience and try to entice them to stay longer or come back another time.

This model can support decision-making on the use of space of the facility by focusing on questions such as:

- Are we taking full advantage of the "Gretzky" brand?
- Is there the opportunity to transform the space to help draw more people (either athletes, residents, families, or other visitors) into the building?
- Are the facilities kept up to the "Gretzky" standard?

High-Performance Training Centre

Similar to the tourism option, this model looks to build on Gretzky brand. This time, instead of becoming a tourism destination, focusing on building and supporting elite athletes. While the programming can still offer some subsidized programs, the facilities themselves become focused on ensuring that high performing athletes have the facilities they'd need to perform their best. The infrastructure in place can support this type of a goal, however, scheduling of the facility would need to take into account the needs of this different group.

This model can support decision-making on the use of space and programming by focusing on questions such as:

- Are there nearby secondary or post-secondary institutions with athletes who need space to train?
- Are there other amenities that would further entice high-performance athletes to make the WGSC their training centre of choice (e.g., a sport medicine clinic)?
- Are there specific times that would be dedicated for these athletes to use select parts of the facilities (e.g., blocking access to the dry-land training area)?

To date no overarching recreation strategy or WGSC strategy has been provided to the Optimus SBR review team, and as a result, decisions are often made in a vacuum, without a clear understanding of the broader purpose that they are driving towards. Creating a clear goal for the Centre will support its leadership in defining goals, performance indicators, and taking the appropriate steps and measures to move the towards these.

Recommendation 3.2: Define the Use of the WGSC

While the Goal of the WGSC sets the target and strategy, the Use is designed to support the achievement of this goal. Similar to the above recommendation, there are multiple uses currently available to the Centre. Some of the options include:

- Providing subsidized programs that are seen as a “public service” (e.g., providing affordable swimming lessons).
- Providing only programs that generate revenue surpluses.
- Becoming a shared tourism and recreation asset.
- Providing the supports required to help develop the next generation of elite athletes.

While these are similar to the Goals defined above, these are different in that they are not mutually exclusive. Rather, these uses can be blended, but they need to be done in a way that still drives towards the goal of the Centre. For example, the goal of the WGSC can be to be providing subsidized programming, however, still have the use of focusing on revenue generating programming and use of space. In this model, improving the restaurant facility and drawing on the Wayne Gretzky restaurant and winery brands can help to attract people to the Centre, generate profits in concession sales, which can then be reinvested in providing the subsidized programming for the City.

A second example would having a goal of the Centre be focused on high-performance athletes, but still having time and space available to offer subsidized programs, such as swim lessons. A common challenge of recreation centres is filling the space, and a combination of these focus areas can result in a beneficial partnership where the space is almost always in use.

Whatever the goal is defined as, the various uses should be reviewed to ensure they are complimentary, and that they will continue to support the WGSC as it moves forward. While some options were alluded to earlier, the following revenue generating opportunities can and should be further reviewed:

- Updating the restaurant to be a “Wayne Gretzky” restaurant.
 - Wayne Gretzky had a restaurant in central Toronto until fairly recently when it was closed to become a condominium development.
 - The WGSC currently has a restaurant, however, conversations with staff noted that the facility is routinely noted as being underwhelming for those who eat there (e.g., parents attending tournaments with their children).
 - There is an opportunity to further invest in the Wayne Gretzky brand and revamp the existing restaurant.
 - This would create a marked change from “arena food” to more of a destination, which could further entice visitors and support revenue generation activities.
- Aligning with the Wayne Gretzky Estates winery.
 - Similar to the above opportunity, Wayne Gretzky Estates draws in thousands of visitors each year, selling wine, Irish Cream Whiskey, and other alcoholic beverages.
 - Having the WGSC able to sell these to parents or visitors while they are in the Centre would support making the location more of a destination, potentially increasing revenues for the entirety of the Centre.
- Investing in a full sports medicine clinic
 - Building on the recommendations provided above, the WGSC has a brand unlike any other centre nearby or across Ontario, which can be further explored.
 - As the centre is currently a hub of aquatic, fitness and sports activities, there should be some consideration given to the implementation of a true sports medicine clinic.
 - Currently the WGSC leases out some space for a physio and massage clinic, however, this could be further enhanced.
 - There are other instances of field houses that have invested in sport medicine clinics that have been able to be revenue generating. A key example would be [Sport Manitoba’s Clinic](#), which sees thousands of visitors each year.
 - Implementing an improved sport medicine centre would help to solidify the WGSC as a sports destination for the City and those municipalities around it, becoming a true hub for athletes and casual fitness enthusiasts alike.

Defining the goal of the WGSC and making conscious decisions about the use of the space and its programs will support the Corporation as it looks to enhance its service delivery for the public. Regardless of the selected goal or uses, this will help move the Corporation forward in a single direction, together.

Programming and Operations recommendations

As noted in Section 4.1, the leadership team at the WGSC were able to describe a clear process by which they review the performance of registration-based programming to determine if this should continue to be offered, or if it should be stopped. While no formal process documentation was provided to validate this, it appeared to be commonly applied based on interview findings. A gap, however, was understanding the popularity and profitability of drop in programming, which had no metrics associated with its operations.

Furthermore, staff have a loose approximation of the building's utilities and facility costs, however, do not apply these to the costs of programs being offered by the Corporation. To this end, we have developed the following recommendations:

Recommendation #3.3: Revise the existing program cost calculator to take into account a more robust set of direct and indirect costs for programs. Outline information such as: <ul style="list-style-type: none"> • Specific equipment costs including applicable amortization; • Costs associated with general wear and tear; • The incorporation of utilities and repair and maintenance costs; and, • The incorporation of capital asset reserve fund contributions. 	
Current State	<p>The current program cost calculator takes into account some of the required pieces of information, however, has some significant gaps that negatively impact the ability to fully understand the revenue required to breakeven on programming offered. Specifically, the current calculator does not include programs related to arenas or drop-in fitness programming (note: Arenas was noted as being an improvement intended for the medium-term).</p> <p>The cost calculator does include a general line for equipment, however, this does not appear to be tailored to unique equipment (e.g., spin bikes, steps for aerobics classes, any aquafit-specific materials, etc.). Furthermore, there is no consideration given to facility costs, including wear and tear, understanding of the utilities associated with programming, or ensuring that a portion of program costs are invested into a capital reserve fund to support future maintenance or repairs.</p>
Proposed Change	<ul style="list-style-type: none"> ○ Review and update the existing program cost calculator so that it is applicable to all programming, and includes both direct and indirect costs. ○ The calculator should specifically include considerations for drop-in programming, as there is currently no way to determine the success of these programs. ○ Including the costs of specific equipment will help to ensure that program costs are more accurate. ○ This will require a more granular understanding of the costs of utilities and how these break out across the Centre.
Anticipated Financial Impact	<ul style="list-style-type: none"> ○ Minimal costs are anticipated with respect to updating the program cost calculator. ○ The major cost drivers are expected to be the staff time and effort associated with better understanding the costs of programming.

Recommendation #3.3: Revise the existing program cost calculator to take into account a more robust set of direct and indirect costs for programs. Outline information such as:

- Specific equipment costs including applicable amortization;
- Costs associated with general wear and tear;
- The incorporation of utilities and repair and maintenance costs; and,
- The incorporation of capital asset reserve fund contributions.

**Expected
Benefits of the
Change**

- Increased clarity on the exact cost of running various services within the WGSC.
- A better understanding of the various indirect costs across the entirety of the WGSC, which can support programming and space usage decisions.
- Increased ability of staff to determine which programs should or should not be offered.

**Risks Associated
with the Change**

- Minimal risks are anticipated in the development of an updated program cost calculator.

Recommendation #3.4: Develop a concerted plan to collect usage metrics for drop-in programming, allowing programming to be critically reviewed.	
Current State	<p>Drop-in programming is currently not well understood at the WGSC. While there are a plethora of programs offered, there is no objective way to review and evaluate their “success”, as no performance targets are defined, and no metrics are kept on their usage.</p> <p>Additionally, there is no readily available information that outlines the cost of the equipment used in these programs, their current conditions, or the various costs associated with staffing and running programs. As a result of this lack of information, there is no way to formally define the breakeven point for a class.</p>
Proposed Change	<ul style="list-style-type: none"> ○ The WGSC should begin the collection of key information such as the indirect and direct costs to run these programs, including information such as: <ul style="list-style-type: none"> ○ Cost of equipment (amortized over a realistic time period) <ul style="list-style-type: none"> ▪ Including specialty equipment, such as spin bikes, aerobic steps, buoyancy belts for aquafit, etc. ○ Cost to maintain (or periodically replace) equipment ○ Staffing costs to run programming <ul style="list-style-type: none"> ▪ This can build on the existing program cost calculator and should include both the physical staffing time, but also the planning time required. ○ Utilities and repair and maintenance costs ○ This should include key metrics such as attendance and fill rates, in order to better understand if classes are resulting in net profits or deficits. <ul style="list-style-type: none"> ○ A plan to collect these figures will be required and will need to be applied consistently to all programs. ○ While the exact plan can be determined at a later date, options can include: <ul style="list-style-type: none"> ▪ Having users sign-up for the free drop-in programming in advance. ▪ Having users declare to the service desk what they intend to do when they are checking in ▪ Having staff walk around at the start of every class to gain rough numbers. ▪ Having those leading the class keep detailed metrics. ○ Once an understanding of the costs related to drop-in programming is developed, the definition of a breakeven point must be developed.

Recommendation #3.4: Develop a concerted plan to collect usage metrics for drop-in programming, allowing programming to be critically reviewed.	
Anticipated Financial Impact	<ul style="list-style-type: none"> ○ Better defining the full scope of costs and developing performance indicators for each program is expected to have a moderate financial impact. ○ The main cost driver for this recommendation will be staff time and effort required to achieve this goal.
Expected Benefits of the Change	<ul style="list-style-type: none"> ○ The ability of the WGSC to have a fuller understanding of the program costs for all drop-in programs. ○ The ability to formally evaluate the performance of drop-in programming, to determine if programs should be maintained, enhanced, or reduced/eliminated. ○ The ability for staff to better understand how they compare to others in the fitness landscape of Brantford and its surrounding municipalities.
Risks Associated with the Change	<ul style="list-style-type: none"> ○ Minimal risks are associated with this recommendation. ○ The main risk includes a lack of staff time to complete this task within a reasonable timeframe.

Recommendation #3.5: Incorporate operational costs (i.e., utilities, repairs, capital reserve fund contributions) into the costs of programming to more accurately identify break even points and revenues vs. expenses.	
Current State	<p>Utilities costs are not well understood at the WGSC, as these generally all come into a single budgetary line item. This then negatively impacts the ability of the team to understand where their main cost drivers are (i.e., is it the chillers required for the ice pads, boilers or pumps for the pool, etc.). The cost to operate these assets is not incorporated into programming costs, ultimately not setting a clear base to recover costs.</p> <p>Repairs happen now in a reactive manner, with some minimal preventative maintenance taking place. These costs are not directly associated to any programming, and as such are not formally included in planning.</p> <p>No capital asset reserve fund exists for the WGSC, which negatively impacts the ability of the Centre to build its own reserves to pay for emergency or planned repairs. This means that the WGSC needs to request additional funds from Council whenever repairs are needed.</p>
Proposed Change	<ul style="list-style-type: none"> ○ Determine if it is possible to further split out utilities costs to understand how these impact the WGSC's various facilities. If it is not possible, then develop a formal and realistic rule of thumb to split out these costs. ○ Use technology (including time tracking and asset management software programs) to understand what is being repaired, how often, and when. If and as possible, create charge-back programs to the various facility areas. ○ Establish a dedicated capital asset reserve fund and include a portion of all programming costs to be deposited into the fund.
Anticipated Financial Impact	<ul style="list-style-type: none"> ○ This recommendation will have moderate financial impacts on the WGSC's operations. ○ The actual work to incorporate these into program costs will require dedicated staff time and effort to create, estimate, and set up. ○ The larger impact will be on the program costs once they are fully incorporated by the Corporation.
Expected Benefits of the Change	<ul style="list-style-type: none"> ○ A full understanding of program costs for the WGSC. ○ The ability to more proactively plan for and fund repairs or maintenance, without a need to request additional funds from Council (once the fund is fully funded and has a base to draw from).
Risks Associated with the Change	<ul style="list-style-type: none"> ○ Minimal risks are associated with this recommendation.

Staffing recommendations

Understanding staff utilization is a challenge, as outlined in the sections above. Without an ability to properly understand where staff are spending their time, the activities that make up the majority of their days, and the inability to track activities via clear performance or productivity metrics, it is not possible to determine if staff and staffing levels are adequately utilized.

What has been identified through this review is that staff members are often taking on a wide variety of tasks, including some that can be seen as core to their role, and some that likely should be completed by others who are focused on similar tasks.

To that end, the following staffing recommendations have been developed:

Recommendation #3.6: Review the role descriptions and key responsibilities of key staff members to ensure that these are realistic and set staff up for success.	
Current State	Staff often described roles that were wide ranging, include multiple functions, and ultimately take away from core responsibilities that would be expected. This often results in staff members performing activities that are beyond their functions, such as having non-finance staff collecting payments from vendors. While it has not negatively impacted staff's ability to work, it is unclear if/how staff performance could improve if they were able to focus on their core responsibilities.
Proposed Change	<ul style="list-style-type: none"> ○ Conduct a detailed review of the role descriptions to determine if these are aligned with the actual responsibilities of staff members. <ul style="list-style-type: none"> ○ This should include understanding if the various activities undertaken are: <ul style="list-style-type: none"> ▪ Complementary functions or if they require totally different skillsets. ▪ If functions/activities are duplicated across staff members. ▪ If there are other positions that are better positioned to handle specific activities/functions. ○ When reviewing the roles of staff, there should be a dedicated effort to understand the specific activities and the approximate amount of time these take to complete. <ul style="list-style-type: none"> ○ This can ensure that senior staff members have the time required to effectively handle their core activities, without needing to download critical tasks to other staff members (i.e., part-time staff) due to capacity constraints.
Anticipated Financial Impact	<ul style="list-style-type: none"> ○ The process of reviewing job descriptions will have a minimal to moderate financial impact on the WGSC. ○ The main cost driver will be the staff time required to complete these tasks. ○ The outcome of the recommendation may have a greater financial impact, depending on the results of the review.

Recommendation #3.6: Review the role descriptions and key responsibilities of key staff members to ensure that these are realistic and set staff up for success.	
Expected Benefits of the Change	<ul style="list-style-type: none"> ○ Senior staff members will have their time and capacity protected to ensure that they perform the critical functions required for their roles. ○ Non-management staff will be empowered, as appropriate, to support broader functioning. ○ Staff will focus on the core of their roles, with the ability to draw on shared services more effectively for the Corporation to offload specific activities (e.g., procurement or finance).
Risks Associated with the Change	<ul style="list-style-type: none"> ○ Minimal risks are associated with this recommendation.

Recommendation #3.7: Once staff member responsibilities have been formalized, develop productivity metrics that are unique to each specific position, capturing critical activities and allowing management the opportunity to critically review staffing levels to determine if more or less staffing is required for specific functions.	
Current State	No staff productivity metrics exist for any staff members, making it difficult to understand if there is capacity to support other Corporation assets. Furthermore, this makes it impossible to understand how effectively staff are completing their jobs, reducing the ability of the Corporation to identify high performing individuals, which has the potential to negatively impact staff retention.
Proposed Change	<ul style="list-style-type: none"> ○ For each position determine the key activities that can be used to identify if a staff member is successfully achieving goals. ○ Productivity metrics should include a mixture of outcomes-based goals and transactional metrics, allowing for the full scope of the role's activities to be properly appreciated by leadership. ○ A clear link should be drawn from productivity/performance metric to their job description and core responsibilities.
Anticipated Financial Impact	<ul style="list-style-type: none"> ○ The recommendation of developing metrics will have a moderate financial impact on the Corporation. ○ The main cost drivers will be the time required to develop productivity metrics, which will scale depending on the number of metrics developed per role, and number of roles reviewed. ○ The result of this activity will be that the WGSC will be able to better manage their staff and identify how they are contributing to the Centre's success. ○ An approximate cost for this activity could be \$30,000 - \$50,000.
Expected Benefits of the Change	<ul style="list-style-type: none"> ○ Staff will have greater clarity on their roles, expected activities, and how they are expected to influence the success of the WGSC. ○ Leadership will have the ability to better understand how effectively staff are performing their activities. ○ The ability to understand if staff have capacity to support other Corporation facilities/assets.
Risks Associated with the Change	<ul style="list-style-type: none"> ○ Minimal risks are associated with this recommendation.

Recommendation #3.8: Continue to foster strong working relationships between teams, including having facilities staff meeting regularly with programming staff, building an understanding of each other's roles, needs, and jointly solving problems/concerns.	
Current State	Working relationships were recently put in place where the Supervisor of Operations attended joint meetings with Supervisors across the various program areas. This allowed the two groups to form tighter working relationships. While not always conducted, these meetings were seen as effective for both sides of the staff, so long as the agendas and goals were clearly defined.
Proposed Change	<ul style="list-style-type: none"> ○ Maintain the informal working structures, so that staff members are able to continue building relationships with one another. ○ While not necessary every week, having a regular forum to discuss upcoming needs or recurring trends/themes in facility care requirements will ensure that both groups have a shared appreciation of problems, needs, and can jointly solution these together.
Anticipated Financial Impact	<ul style="list-style-type: none"> ○ The recommendation of developing metrics will a minimal impact on the operations of the WGSC. ○ The only cost driver will be staff time to attend meetings. ○ These should be seen as normal business operations, and as such no costs are being provided.
Expected Benefits of the Change	<ul style="list-style-type: none"> ○ Teams will be able to work together to address ongoing challenges related to the operation of the WGSC <ul style="list-style-type: none"> ○ This will include reviewing issues related to cleanliness, routine maintenance, and other daily tasks. ○ Furthermore, this will allow for the two groups to proactively plan for more major repairs or maintenance activities.
Risks Associated with the Change	<ul style="list-style-type: none"> ○ Minimal risks are associated with this recommendation.

Customer experience recommendations

Understanding the customer experience is critical when operating a facility such as the WGSC. As the WGSC looks to provide services to the community, and ultimately hopes to operate in a manner that is not a financial burden to the Corporation, there is a need to determine overarching satisfaction and pain points, beyond transactional metrics. While some solid foundational work has started here, and is referenced in the WGSC Marketing Plan, this should be expanded upon to support broader operations.

Potential customer service recommendations include:

Recommendation #3.9: Develop a broader customer service strategy and associated metrics.	
Current State	<p>The WGSC Marketing Plan outlines some transactional customer service metrics that are used to gauge the efficiency and effectiveness of staff when dealing with the public. These are a good foundation that can be further expanded upon through the development of outcomes-based indicators.</p> <p>No overarching customer experience strategy was known to stakeholders who were interviewed, nor was one provided to the Optimus SBR team for review.</p>
Proposed Change	<ul style="list-style-type: none"> ○ Develop performance indicators and metrics that align with user needs at the WGSC. These can potentially include concepts such as: <ul style="list-style-type: none"> ○ Number of complaints received ○ Number of complaints actioned and closed within 1 week of receipt ○ Percent of calls where residents had their needs addressed ○ Number of questions about City programming that are able to be addressed at the initial point of contact. ○ To develop these customer service indicators/metrics, the WGSC should undertake a structured process in which: <ol style="list-style-type: none"> 1. The core activities associated with customer service are identified 2. Indicator concepts are developed based on the core activities identified 3. Refined indicators are created to support tracking of information <ol style="list-style-type: none"> a. This should also include the data capture process. 4. Set performance targets that are realistic yet “stretch” staff to ensure a continuous improvement mindset. <ol style="list-style-type: none"> a. These should be based on historical performance, where possible. b. In the event historical figures are not available, staff should develop these on best estimates, and refine these in future years as required. <p>Track performance and then conduct a report back process to the Corporation and public, explaining why targets were met, exceeded, or missed, as appropriate.</p>

Recommendation #3.9: Develop a broader customer service strategy and associated metrics.	
Anticipated Financial Impact	<ul style="list-style-type: none"> ○ The recommendation of developing customer service indicators/metrics will have a moderate financial impact on the WGSC. ○ The only cost driver will be staff or third-party time to identify and develop the indicators. ○ The cost of this activity is dependent on multiple variables, including the number of indicators to be developed, how indicator concepts are defined, and/or the availability of historical data. ○ A potential cost for this type of project could be approximately \$25,000 - \$45,000.
Expected Benefits of the Change	<ul style="list-style-type: none"> ○ The ability of the WGSC to track its customer service activities to ensure that the best service possible is offered to visitors/users. ○ The ability of the WGSC to compare itself to other municipalities. ○ The ability to enter a continuous improvement mindset through tracking of real information and data. ○ There is the ability to tie this activity to the development of a Corporation-wide Customer Experience Strategy, ensuring that residents have similar experiences regardless of who they interact with in the City.
Risks Associated with the Change	<ul style="list-style-type: none"> ○ Minimal risks are associated with this recommendation.

Facilities Management Recommendations

The WGSC is an asset of the Corporation, and ultimately requires proactive maintenance to ensure that it can continue to operate in good standing for years to come. In order to achieve this goal, the Corporation needs to have a solid understanding of the various components, facilities, and assets in the building. This review did not find that there are proactive asset management processes put in place, which results in a reactive culture from the maintenance activities through to the budgeting for repairs. To that end, the following recommendation was developed:

Recommendation #3.10: Develop a Capital Asset Management Plan to cover the WGSC, including its various major capital assets and facilities generally.	
Current State	<p>There is currently no Capital Asset Management Plan in place to guide the broader facilities maintenance activities of the WGSC. This negatively impacts the ability of the team to proactively plan for and finance expected preventative maintenance activities. Furthermore, this negatively impacts the ability of the team to identify potentially worrisome trends in the facility's overall upkeep.</p> <p>Note: while staff were able to discuss a plan that was once created to consolidate information related to various assets (i.e., manufacturer, warranty, preventative maintenance timelines, etc.) this was not located in order for the Optimus SBR team to review its contents.</p>
Proposed Change	<ul style="list-style-type: none"> ○ Create a clear, straightforward Capital Asset management Plan that will include core pieces of information, such as: <ul style="list-style-type: none"> ○ The specific facility in reference (i.e., pools, arenas, gymnasium, dry-land fitness centre, etc.) ○ The major assets of the specific facility (e.g., chillers, boilers, pumps, HVAC systems, etc.) ○ The materials used in the construction (e.g., type of flooring used in the gymnasium, piping used in pool showers, etc.) ○ Manufacturer timelines and recommendations for upkeep, preventative maintenance, repair, and replacement. ○ Expected lifetime of assets/materials to allow for future planning of replacements.
Anticipated Financial Impact	<ul style="list-style-type: none"> ○ This recommendation will have a moderate to high financial impact for the Corporation, as it will drastically improve the sustainability of the WGSC. ○ To effectively complete this task the WGSC will need the expertise of the Facilities team and/or external consultants with detailed engineering/construction expertise.
Expected Benefits of the Change	<ul style="list-style-type: none"> ○ Improved maintenance ability of the Corporation as it looks to maintain the WGSC asset. ○ The ability to proactively plan maintenance activities, including both major and minor renovations/repairs. ○ The ability to identify trends related to facility status and upkeep.
Risks Associated with the Change	<ul style="list-style-type: none"> ○ Risks associated with this recommendation are minimal, as it will support the WGSC in identifying issues and planning work.

Recommendation #3.11: Aligned to the Capital Asset Management Plan, but important enough to serve as its own recommendation, the Corporation should develop a capital asset reserve fund and determine the annual contributions required to ensure that repair/replacement costs are accounted for within their required timelines	
Current State	<p>No capital asset reserve fund is in place for the WGSC or other, similar assets in the City. As a result, there is limited ability of the WGSC to properly save required capital to conduct necessary maintenance. The result is that when there are challenges, Council must be requested to provide additional funds to support maintenance activities.</p> <p>This is not aligned with leading practices in infrastructure development.</p>
Proposed Change	<ul style="list-style-type: none"> ○ Develop a capital reserve fund for the WGSC, which should be funded through the various registration costs of users of the Centre. ○ The WGSC leadership, in conjunction with the Facilities team and/or third-party experts, should review facility to determine the appropriate baseline amount for the reserve fund, including timelines to build this fund. <ul style="list-style-type: none"> ○ These figures should be accounted for in the registration costs for the various programs offered. ○ For drop in programming/general membership programs, it should be known what percentage of the pass will contribute to the capital asset reserve fund.
Anticipated Financial Impact	<ul style="list-style-type: none"> ○ This recommendation will have a high financial impact on the operations of the WGSC. ○ The initial study to determine the size of fund required will require external expertise, which can cost anywhere from \$50,000 - \$100,000, or more. ○ Once implemented, this will impact program costs, resulting in continued financial impacts for the WGSC and the Corporation. ○ This will make the WGSC more resilient to challenges that occur, allowing it to maintain its own operations as required.
Expected Benefits of the Change	<ul style="list-style-type: none"> ○ Improved financial resilience of the WGSC in addressing facility needs. ○ Alignment with leading practices in infrastructure and asset management.
Risks Associated with the Change	<ul style="list-style-type: none"> ○ Risks associated with this recommendation are minimal.

Recommendation #3.13: Ensure an agreement is in place between the Facilities and Programming teams at the WGSC to allow Program staff the ability to request Facilities staff (i.e., custodians, arena or pool operators) to conduct tasks that will be essential to the Centre's ongoing operations.	
Current State	<p>Organizational structure changes made on November 16, 2020 placed all Facilities Staff into a single team, and no longer under the various program areas. Initial comments from stakeholders indicated they are unsure at how this will impact operations.</p> <p>Previous working structures had arena staff (i.e., Zamboni drivers) under the purview of Program Supervisors, to direct activities as it best suited the programming.</p>
Proposed Change	<ul style="list-style-type: none"> ○ Create clear working structures and agreements between the Facilities and Program Supervisors, ensuring that Facilities staff will be available to work with program staff to ensure the ongoing operations of the WGSC. <ul style="list-style-type: none"> ○ The ultimate goal of both the programming staff and facilities staff is the same – a well run and clean facility that welcomes those who visit and use its facilities. ○ As a result, there should be a clearly understood agreement – either formally defined or informally defined – in which program staff are able to partner with and direct custodial staff to ensure that the facility remains in good order.
Anticipated Financial Impact	<ul style="list-style-type: none"> ○ There are no anticipated financial impacts of this recommendation, as the activities are expected activities of the Facilities team role.
Expected Benefits of the Change	<ul style="list-style-type: none"> ○ Staff will have a clear understanding of the updated organizational structure, while still understanding their unique role in maintaining the good standing and operations of the WGSC, including its programming. ○ Increased staff confidence that programming will continue to operate smoothly despite having no direct oversight of Facilities staff members. ○ An understanding that Facilities staff are a shared service, with all teams working for the same goal of a well functioning and clean WGSC.
Risks Associated with the Change	<ul style="list-style-type: none"> ○ Risks associated with this recommendation are minimal.

5.0 Next Steps

This draft Final Report has been developed for submission prior to the December 1 Committee of the Whole – Operations and Administration meeting. Comments and feedback received at that meeting will then be reviewed, considered, and addressed as required to finalize this draft report for staff. The Optimus SBR team will then work with staff to develop implementation considerations in support of more detailed staff planning to occur in early 2021.

6.0 Appendix

6.1 Comparator Scan

6.1.1 Introduction

Optimus SBR has been engaged by the Corporation of the City of Brantford to conduct a review of the organizational structure of Operational Services and Parks Services (“the Review”), and how this impacts the service delivery. As part of this engagement, it was agreed that the Optimus SBR team would conduct a Comparative Study (the “Study”) to support Stream 2 and Stream 3. The Study will attempt to provide insights (i.e., best practices, lessons learned, opportunities, etc.) to help inform recommendations for the Corporation. The findings from the comparator scan have been incorporated throughout the report.

6.1.2 Methodology Overview

The following methodology was used to conduct the Study for the Organization Review of Operational Services & Park Services:



The Study will be further augmented based on the service Stream, outlined below:

1. Parks Services and Operational Services Alignment and Development of KPIs (Stream 2)
2. Wayne Gretzky Sports Centre (Stream 3)

6.1.3 Identification of Comparators

Through the discovery process, 11 potential comparator Municipalities were identified. Criteria for identification included:

- Being an Ontario single-tier municipality;
- Having a population similar to the City;
- Being an independent City surrounded by a County; and/or,
- Being a historical comparator for the City.

It was further determined that comparator Municipalities could be “mixed and matched” based on Stream to ensure sufficient information and evidence was gathered, for each Stream, to inform the Review.

The following comparator Municipalities were identified:

- City of Guelph
- City of Peterborough
- City of Barrie
- City of Windsor

- City of Kingston
- City of Thunder Bay
- City of Cambridge
- City of Waterloo
- City of Vaughan
- City of Brampton
- City of Mississauga

After conducting preliminary online/desk research into the above 11 Municipalities, a final three were selected for each Stream. Municipalities were determined based on being a strong fit for each Stream's research questions (i.e., Stream 2 – strong applicability in Operations and Parks Services and Stream 3 – comparable multi-use sports Centre). Based on these criteria, the six Municipalities were selected:

For Stream 2 the three Municipalities selected were:

Jurisdiction	Population ¹	Area Square KM ¹	Households ¹
City of Guelph	131,794	87.2 Km ²	55,927
City of Cambridge	129,920	113.01 Km ²	49,388
City of Barrie	197,059	898.02 Km ²	72,534
City of Brantford	97,496	72.44Km ²	39,215

- **City of Guelph** – Preliminary research identified similar teams in their organizational structure (Parks and Operations being separate teams). We were able to find evidence of outsourced services, as well as some initial KPIs to review.
- **City of Cambridge** – Located within a close geographic proximity to the City, preliminary research identified similar branches in their organizational structure. We were also able to find evidence of outsourced services, as well as some initial KPIs to review.
- **City of Barrie** – Preliminary research identified similar branches in their organizational structure. We were also able to find evidence of outsourced services.

For Stream 3 the three Municipalities selected were:

Jurisdiction	Population ¹	Area Square KM ¹	Households ¹
City of Vaughan	306,233	273.56Km ²	96,657
City of Waterloo	104,986	64.02Km ²	46,096
City of Windsor	217,188	146.38 Km ²	91,632
City of Brantford	97,496	72.44Km ²	39,215

- **City of Vaughan** – Preliminary research identified similar facilities in one building complex, which is operated using a unique model - a Public-Private Partnership between the City and the Mentana Group (investigated to understand impact on revenues vs. expenses).
- **City of Waterloo** – Preliminary research identified similar facilities in one building complex, which was also located within the surrounding area of the City.
- **City of Windsor** – identified similar facilities in one building complex, as well as food services offered by a third party vendor.

6.1.4 Research Questions

The next section outlines the key research questions for each Stream.

Outlined below, were the key research question developed based on the objectives and goals of the Study. The research questions led the online research component, and were further explored during key informant interviews, as needed, for each identified Municipality.

Stream 2: Parks Services and Operational Services Alignment and Development of KPIs

1. What services/functions are Parks responsible for?
 2. What services/functions are Operations responsible for?
 3. For the following specific services:
 - Forestry
 - Grass cutting
 - Flower Production and horticulture
 - Road maintenance
 - Hard surface repairs
 - Utility repairs
 - Parking Operations
- a. What services are performed in-house?
 - b. What services are outsourced?
 - c. What services are a mixed-model?
 - d. What are the benefits of the current delivery model?
 - e. Are there any shortcomings of the current delivery model?
 - f. Are there any KPIs or metrics that you document to monitor performance?

4. What metrics do you use to determine the quality of service you are offering?
 - a. What resources, tools and processes are supporting these drivers?
5. What are some of the issues being faced in each service area that are diminishing service delivery effectiveness?
 - a. What are the impacts of these issues and how are they being addressed?

Stream 3: Wayne Gretzky Sports Centre

1. How do you determine which programs and services you offer?
2. How do you determine fees?
3. What marketing do you do for each program and service?
4. What is the current customer service, staffing model?
 - a. What are some strengths of this model?
 - b. What are some weaknesses?

6.1.5 Result of Online Research

Desk research consisted of the Optimus SBR team reviewing publicly available information that was posted online for each municipality, and included a mix of qualitative and quantitative analysis to understand the performance of comparator municipalities and to identify opportunities to enhance how the Town delivers its Parks and Operational Services. The qualitative analysis focused on reviewing key reports from each jurisdiction and conducting unstructured interviews with key jurisdictional stakeholders, where necessary to provide a broad understanding of the key research questions. Quantitative data was gathered from the Municipal Financial Information Return (FIR), and analyzed for more in-depth financial insights⁷.

Stream 2: Parks Services and Operational Services Alignment and Development of KPIs

Jurisdiction	How are Parks Services and Operational Services organized within the Municipalities organizational structures	What services/functions are Parks responsible for?	What services/functions are Operations responsible for?	Service Delivery Model and Key Systems	Metrics/KPIs
City of Guelph	Public Services <ul style="list-style-type: none"> • Culture and Recreation • Fire Services • Guelph Wellington Paramedic Services • Guelph Transit • Operations • Parks 	Parks <ul style="list-style-type: none"> • Parks Design and Planning <ul style="list-style-type: none"> ○ Grass Maintenance • Outdoor Sports planning (facilities within parks) 	Operations: <ul style="list-style-type: none"> • Forestry – trees • Drainage – storm sewers, culverts • Roadway Maintenance • Sidewalk and curb maintenance • Traffic controls • Parking 	Evidence of outsourcing	Please see Section 7.1.6.

⁷ Source: Municipal Financial Information Returns 2019 (Schedule 40 and 80)

Jurisdiction	How are Parks Services and Operational Services organized within the Municipalities organizational structures	What services/functions are Parks responsible for?	What services/functions are Operations responsible for?	Service Delivery Model and Key Systems	Metrics/KPIs
City of Barrie	<p>Infrastructure & Growth Management</p> <ul style="list-style-type: none"> • Building Services • Business Performance & Environmental Sustainability • Corporate Asset Management • Development Services • Economic & Creative Development • Infrastructure • Operations <ul style="list-style-type: none"> ○ Operations Administrative Support Services & Inventory Management ○ Roads, Stormwater & Rail Operations ○ Fleet Services ○ Traffic Services & ROWA ○ Parks & Forestry Operations ○ Solid Waste Operations 	<p>Key Responsibilities include:</p> <ul style="list-style-type: none"> • parking signs, meters, pay & display machines • traffic lights & signs • roads, curbs & sidewalks • winter control • storm ponds, ditches, sewers • street sweeping • parks maintenance & operations • playground equipment & park furniture • waterfront & beach maintenance • forestry • horticulture • fleet management 		<p>Service Delivery Models:</p> <ul style="list-style-type: none"> • Park Maintenance <ul style="list-style-type: none"> ○ In house • Greenhouse Maintenance <ul style="list-style-type: none"> ○ In House • Forestry <ul style="list-style-type: none"> ○ Hybrid: 60% In-house and 40% outsourced <ul style="list-style-type: none"> ▪ Stumping: in-house with two seasonal crews and a large contract ▪ Five vendor roster for unplanned emergency work • Horticultural <ul style="list-style-type: none"> ○ In-house (recent change) <ul style="list-style-type: none"> ▪ Business Cases were developed to outline key 	

Jurisdiction	How are Parks Services and Operational Services organized within the Municipalities organizational structures	What services/functions are Parks responsible for?	What services/functions are Operations responsible for?	Service Delivery Model and Key Systems	Metrics/KPIs
				<p>drivers (i.e. revenue)</p> <ul style="list-style-type: none"> • Sidewalk Maintenance <ul style="list-style-type: none"> ○ In-house by Roads Division <ul style="list-style-type: none"> ▪ 'On-Call' list to help reduce backfill • Traffic Operations <ul style="list-style-type: none"> ○ 90% outsourced <p>Key System:</p> <ul style="list-style-type: none"> • Use CityWorks for requests which is linked to the Call Centre and supported by key policies. Service Barrie monitors the status of requests and is linked to GIS Mapping. 	
City of Cambridge	<p>Community Development Department</p> <ul style="list-style-type: none"> • Public Works 	<ul style="list-style-type: none"> • Operations of: <ul style="list-style-type: none"> ○ parks and recreation, ○ aquatics, ○ cemeteries, ○ horticulture, 	<ul style="list-style-type: none"> • Public Works <ul style="list-style-type: none"> ○ Road maintenance ○ Wastewater operations 	Evidence of outsourcing	

Jurisdiction	How are Parks Services and Operational Services organized within the Municipalities organizational structures	What services/functions are Parks responsible for?	What services/functions are Operations responsible for?	Service Delivery Model and Key Systems	Metrics/KPIs
	<ul style="list-style-type: none"> • Engineering and Transportation Services • Parks, Recreation, Culture (parks, aquatics, cemetery, horticulture) • Planning Services • Building Service • Administration 				

Stream 3: Wayne Gretzky Sports Centre

Jurisdiction	Sports Complex	Overview & Service Model	Facilities	Current Offerings	Fees Charged	Marketing Initiatives
City of Vaughan	The Sports Village	The Sports Village is a multi-sport recreation and park facility that also hosts a private educational academy for high performance athletes. In 1999, the City of Vaughan entered into a public private partnership (PPP) with the Mentana Group to develop the "Sports Village Complex" on a 33 acre site. Pursuant to the 1999 agreement, the City maintains ownership of the land with a portion leased to the Mentana Group until June 30, 2040. When this date is reached, total control of the property reverts to the City, including the existing building which is owned and operated by the private partner during the term of the lease to June 30, 2040. Municipal capital facility agreements (section	<p>Athletic Facilities:</p> <ul style="list-style-type: none"> Ice Arenas (4) Outdoor Sports Park – 30,000 square feet <ul style="list-style-type: none"> Beach Volleyball Courts (5) 30 ft. Chameleon Rock Climbing Tower 3-on-3 basketball courts Unique in-line skating path, converting to ice skating in winter Baseball diamonds Gym <p>Food Services:</p> <ul style="list-style-type: none"> Hot Shots Bar & Grill <ul style="list-style-type: none"> Full-service restaurant for seating up to 250 people Outdoor Patio Concessions 	<p>Facility Rentals:</p> <ul style="list-style-type: none"> Facility rentals for corporate events and parties. <p>Facilities include:</p> <ul style="list-style-type: none"> Arenas Meeting Rooms Restaurant Sports Park Food and beverage options are also offered for parties and facility rentals <p>Sports Programming:</p> <ul style="list-style-type: none"> SVHL Adult Hockey League Youth Hockey League Kidz on Ice Skills/Training Camps Beach Volley Ball Club 	<p>Facility Rentals</p> <ul style="list-style-type: none"> Arena - \$265/HR Meeting Rooms- \$135/HR Sports Park - \$250/ for 2 hours of court time and 1.5 hours in a meeting room 	<ul style="list-style-type: none"> The Sports Village offers venue advertising, venue advertisers, and rink sponsorship. <ul style="list-style-type: none"> Rink sponsors include companies that pay to have their logo on the ice rink (i.e. Hyundai, RBC etc.) Venue advertisers include hockey schools, skills clubs, and private companies. The also uses various social media marketing platforms including Facebook,

Jurisdiction	Sports Complex	Overview & Service Model	Facilities	Current Offerings	Fees Charged	Marketing Initiatives
		110 of the Municipal Act) are a commonly used agreement that allow municipalities to provide financial or other assistance to any person who is providing a capital facility and who has entered into the agreement with the Municipality.	<p>Meeting Rooms:</p> <ul style="list-style-type: none"> • Molson Canadian Room – 30 Capacity • North and South Room – 40 Capacity <p>Full-Service Retail Sports Store</p> <p>Interactive Games</p>	<ul style="list-style-type: none"> • Specialty Programming • Customized programming 		Twitter, YouTube, and Instagram to advertise programs and increase community reach.
City of Waterloo	RIM Park/ Manulife Sportsplex and Healthy Living Centre	<p>RIM Park is a 500-acre (2 km²) city park facility offering both outdoor and indoor amenities. Key facilities and features include the Manulife Financial Sportsplex and Healthy Living Centre, the heritage Elam Martin farmstead, The Benchwarmer sports bar, and the Grey Silo Golf Course.</p> <p>A Mississauga-based company, MFP Financial Services (now Renasant Financial Partners) provided financing for the</p>	<p>Athletic Facilities:</p> <ul style="list-style-type: none"> • Arenas (4) <ul style="list-style-type: none"> ○ 100'x200' ○ 250-500 Capacity • Field House (1) <ul style="list-style-type: none"> ○ Astroturf Field • Gymnasium (2) <ul style="list-style-type: none"> ○ Divided into 4 single gyms ○ 600 Capacity • Outdoor Sports Field (6) <ul style="list-style-type: none"> ○ International sized turf fields (2) ○ Natural grass fields (4) • Baseball Diamonds (6) 	<p>Facility Rentals:</p> <ul style="list-style-type: none"> • Facility rentals for corporate events, weddings, and parties. Facilities include: <ul style="list-style-type: none"> ○ Arenas ○ Meeting Rooms ○ Restaurant ○ Food and beverage options are also offered for parties and facility rentals <p>Sports Programming:</p>	<p>Facility Rentals:</p> <ul style="list-style-type: none"> • Meeting Rooms <ul style="list-style-type: none"> ○ Forbes Hall \$213.68 ○ Meeting Rooms \$40.70-\$81.40 • Gym <ul style="list-style-type: none"> ○ Single Gym \$61.86 ○ Double Gym \$122.60 ○ Full Gym \$242.96 • Field House \$50.26 • Outdoor Turf \$97.89 	<ul style="list-style-type: none"> • Limited information on marketing initiatives. (Note: advertised on City's main website). • Facebook Account • Program fees and bookings offered through a separate website (#Active Waterloo)

Jurisdiction	Sports Complex	Overview & Service Model	Facilities	Current Offerings	Fees Charged	Marketing Initiatives
		<p>park. In 2000, Waterloo council unanimously approved a lease-style loan of \$48.3 million after being told that the interest rate was 4.73 per cent, and the total payout over 30 years was \$112.9 million. More than six months after the deal closed, after an investigation, the city found out that the real interest rate was 9.2 per cent and that its total payout would be \$227.7 million.</p> <p>In June 2001, the City of Waterloo filed suit against MFP, one of its sales representatives, and two companies that bought part of the debt from MFP: Clarica —now Sun Life Financial—and Maritime Life. The matter was settled out of court in 2002, reducing the city's payments to \$145.7 million over 30 years.</p>	<ul style="list-style-type: none"> Outdoor Beach Volleyball <p>Food Services:</p> <ul style="list-style-type: none"> Benchwarmer Sports Bar <ul style="list-style-type: none"> Full-service restaurant Outdoor Patio Concessions Coffee Shop <p>Meeting Rooms:</p> <ul style="list-style-type: none"> Meeting Rooms (9) <ul style="list-style-type: none"> 30-80 Capacity Banquet Hall <ul style="list-style-type: none"> Forbes Family Hall – 10,000 Square Foot & 500 Capacity 	<ul style="list-style-type: none"> Badminton Basketball Hockey Pickleball Skating Shinny Soccer <p>Note: The City developed and uses an innovative web application to support physical fitness and team sports in the community – Pickup Hub.</p>	<ul style="list-style-type: none"> Beach Volleyball \$38.19 Arena <ul style="list-style-type: none"> Prime Time (5PM-Close) \$240.49 Non-Prime Time \$147.23 <p><i>Prices reflect 2019 rates</i></p> <p><i>Per 50 minutes</i></p>	

Jurisdiction	Sports Complex	Overview & Service Model	Facilities	Current Offerings	Fees Charged	Marketing Initiatives
City of Windsor	Windsor Family Credit Union Centre	<p><u>WFCU Centre</u></p> <p>The WFCU Centre is a 6,500 seat Entertainment and Sports Facility, with an accompanied two-story adjacent Community Centre. Both are used for public recreation and private rental. The WFCU Centre welcomes major concerts, Broadway shows, family shows and sporting events. It is a \$72 million multi-purpose sports and entertainment complex managed by Spectra Venue Management. The Centre is home to the OHL's Windsor Spitfires.</p> <p>Global Spectrum (Spectra) responded to an RFP issued by the City for Event Management and Food and Beverage services at the WFCU Centre. The City entered into three separate agreements:</p>	<p>WFCU Centre features:</p> <ul style="list-style-type: none"> • 6,500 seat facility • 31 luxury suites • 5 concession stands with full-service catering team • Dressing rooms • Audio visual capabilities <p>WFCU Centre Community Centre Features:</p> <p>Athletic Facilities</p> <ul style="list-style-type: none"> • Gyms <ul style="list-style-type: none"> ○ Sports Gym (1) – 7,400 square feet ○ Leisure Gym (1) – 2,900 square feet • Pools <ul style="list-style-type: none"> ○ 25 Meter Pool (1) ○ Therapy Pool (1) • Community Rinks (3) <p>Meeting Spaces</p> <ul style="list-style-type: none"> • Meeting Rooms (8) <ul style="list-style-type: none"> ○ Capacity range 40-400 • Outdoor Meeting Space (1) 	<p><u>WFCU Centre Offerings</u></p> <p>Previous entertainment offerings include:</p> <ul style="list-style-type: none"> • Tenant teams Windsor Spitefires (OHL) • Windsor Express (NLB) • Family Shows <ul style="list-style-type: none"> ○ Harlem Globetrotters ○ Stars on Ice ○ Dodge Rodeo ○ Super Dogs ○ Impact Wrestling ○ Rock out the Lock Out <p><i>(Note: Currently halted due to COVID-19.)</i></p> <p><u>WCFU Centre Community Centre</u></p> <p>Using the Community Centre's facilities, community members have access to the</p>	<p>Note: Fees are not disclosed on the website.</p>	<ul style="list-style-type: none"> • City uses a third-party vendor "Spectra Venue Management" to manage the venue which includes marketing, advertising, branding, and event planning. • Sponsorship marketing through Windsor Spitfires Hockey Team (OHL).

Jurisdiction	Sports Complex	Overview & Service Model	Facilities	Current Offerings	Fees Charged	Marketing Initiatives
		<ul style="list-style-type: none"> • Event Management • Ovations Food Services • New Era Box Office Tickets <p>For a 20 year term.</p> <p>The goal of this model was to bring together a strong recreation, sports, and entertainment management model for the WFCU Centre.</p>	<ul style="list-style-type: none"> ○ 50 Capacity 	<p>following recreation programs:</p> <ul style="list-style-type: none"> • Skating • Swimming • Recreational programs • Sports <ul style="list-style-type: none"> ○ Basketball ○ Volleyball ○ Racquet Sports <p>The City also offers facility rentals (i.e. meeting rooms and sports facilities) for:</p> <ul style="list-style-type: none"> • Weddings • Banquets and Corporate Events • Parties 		

6.1.6 Additional Key Findings

In addition to the online findings and supplemental interviews, the Optimus SBR team conducted additional analysis to gain deeper insights, for each stream, into the following areas:

- The expenses across each sub-service;
- The contracted sub-service spend;
- The percentage of contract service spend; and,
- Dollar-cost Analysis.

For each area of additional analysis, key findings were outlined below.

Stream 2: Parks Services and Operational Services Alignment and Development of KPIs

Overview Of Expenses Across Each Sub-Service

The table below summarizes the magnitude of spending after adjustments for each sub-service across the comparator jurisdictions.

Jurisdictions	Brantford	Barrie	Cambridge	Guelph
Parks	8,824,772.0	9,794,680.0	8,395,763.0	13,107,843.0
Recreation Programs	7,578,493.0	8,136,790.0	5,043,544.0	4,757,151.0
Roads - Bridges and Culverts	1,496,300.0	797,805.0	-	13,183.0
Roads - Traffic Operations & Roadside	7,450,279.0	8,716,907.0	256,406.0	7,349,716.0
Roads - Unpaved	-	-	-	31,023.0
Roads-Paved	12,130,655.0	18,154,897.0	17,599,109.0	17,464,252.0
Winter Control - Except sidewalks, Parking Lots	4,386,537.0	8,874,431.0	2,186,246.0	3,954,481.0
Winter Control - Sidewalks, Parking Lots Only	445,745.0	-	1,109,494.0	1,262,894.0
Total Expenses After Adjustment 2019	42,312,781.0	54,475,510.0	34,590,562.0	47,940,543.0

Brantford is in the mid-range for total sub-service expenses (\$42,312,781.00) in 2019 compared to other jurisdictions.

- Overall, Brantford is comparable to its peers for expenditures across an average of the above sub-services. For a breakdown of key analysis across sub-services, see below.

Overview Of Contracted Sub-Service Spend

The table below summarizes the magnitude of spending for contracted services for each sub-service across the comparator jurisdictions.

Jurisdictions	Brantford	Barrie	Cambridge	Guelph
Parks	512,392.0	1,154,425.0	522,636.0	873,696.0
Recreation Programs	39,754.0	325,974.0	301,023.0	361,556.0
Roads - Bridges and Culverts	112,447.0	349,708.0	N/A	10,752.0
Roads - Traffic Operations & Roadside	505,380.0	2,251,081.0	N/A	1,630,959.0
Roads - Unpaved	N/A	N/A	N/A	5,700.0
Roads-Paved	531,397.0	1,891,262.0	1,014,339.0	1,528,468.0
Winter Control - Except sidewalks, Parking Lots	997,002.0	3,256,429.0	N/A	167,671.0
Winter Control - Sidewalks, Parking Lots Only	42,058.0	N/A	788,368.0	30,423.0
Total Contracted Services Spend 2019	2,740,430.0	9,228,879.0	2,626,366.0	4,609,225.0

Brantford is in the low-range for total contracted service spend (\$2,740,430.0) in 2019 compared to other jurisdictions. See below for a summary of key themes, based on the analysis below:

- **Paved Roads:** Notably, Brantford's dollar contract spend for paved roads is lower than the average and yields a 79.6% "Good to Very Good" using the Road Classification System. Brantford, therefore outsources cost-efficient road maintenance compared to its comparators.
- **Unpaved Roads:** Brantford has one of the lowest unpaved lane KM when compared to the other municipalities, resulting in low spending.
- **Winter Control:** Brantford has the second-highest total lane KM maintenance in the winter when compared to other municipalities, which could be resulting in the higher spend.

Percentage of Contract Service Spend

The percentage of contract sub-service spend, for each Municipality, is calculated by dividing the total number dollar amount for contract services by the total dollar amount of total expenses after adjustment.

The table below illustrates the percentage of contract service spend across each sub-service in 2019.

% of Contract Service Spend	Brantford	Barrie	Cambridge	Guelph
Parks	5.8%	11.8%	6.2%	6.7%
Roads-Paved	4.4%	10.4%	5.8%	8.8%
Roads - Unpaved	6.8%	25.8%	0.0%	22.2%
Winter Control - Except sidewalks, Parking Lots	22.7%	36.7%	0.0%	4.2%
Bridges and Culverts	7.5%	43.8%	0%	81.6%

Below is a summary of key findings and analysis:

- Brantford has the lowest percentage spend on park services (5.8%) amongst the comparator jurisdictions.
- Brantford has the lowest percentage spend on paved roads (4.4%) among the comparator jurisdictions, suggesting efficient service delivery.
- Brantford has the lowest percentage spend on unpaved roads (6.8%) among the comparator jurisdictions. (Note: Cambridge does not provide information on the dollar value of contracted unpaved road maintenance services).
- Brantford has the second-highest percentage spend for winter control, excluding parking lots and sidewalks (22.7%), among the comparator jurisdictions. (Note: Cambridge does not provide information on the dollar value of contracted winter control services).
- Brantford has the lowest percentage spend (7.5%) for bridges and culverts among the comparator jurisdictions. (Note: Cambridge does not provide information on the dollar value of contracted bridge and culvert maintenance services).

Dollar-Cost Analysis – Total Expense Spend

The dollar cost of the sub-service expense spend, for each Municipality, is calculated by dividing the total area (KM or SM²) by the total expenses after adjustment.

The table below illustrates the dollar cost per sub-service area for total expenses after adjustment.

Total Expense Spend Per KM or SM²	Brantford	Barrie	Cambridge	Guelph
Roads-Paved	\$10,567	\$11,447	\$ 17,390	\$15,663
Winter Control	\$ 3,821	\$5,592	\$ 2,171	\$3,500
Bridges and Culverts	\$0.02	\$0.02	N/A	\$1.24

Below is a summary of key findings and analysis:

- Brantford has the lowest total expense per-KM for paved roads (\$10,567) among the comparator jurisdictions.
- Brantford is in the mid-range for winter control expense per-KM (3,821) among the comparator jurisdictions.
- Brantford is comparable to Barrie for total expense per SM², and significantly lower than Guelph. (Note: Cambridge does not provide information on total expenses after adjustment).

Dollar-Cost Analysis – Contracted Sub-Service Spend

The dollar cost of the sub-service contractor expense spend, for each Municipality, is calculated by dividing the total area (KM or SM²) by the contractor services amount.

Spend Per KM or SM²	Brantford	Barrie	Cambridge	Guelph
Roads-Paved	\$463	\$1,192	\$1,002	\$1,371
Winter Control	\$868	\$2,052	N/A	\$148
Bridges and Culverts	\$0.26	\$0.05	N/A	\$1.52

Below is a summary of key findings and analysis:

- Brantford has the lowest contractor expense per-KM for paved roads (\$463) among the comparator jurisdictions.
- Brantford is in the mid to high range for winter control contractor expenses per-KM (\$868) among the comparator jurisdictions. (Note: Cambridge does not provide information on contractor expenses for Winter Control.)
- Brantford has the lowest dollar cost for bridge and culvert contractor expenses (\$0.26) compared to other jurisdictions. (Note: Cambridge does not provide information on total expenses after adjustment).

Stream 3: Wayne Gretzky Sports Centre

Overview of Expenses – Recreation Programs

The table below summarizes the magnitude of spending after adjustments for recreation programs across the comparator jurisdictions.

Jurisdictions	Brantford	Waterloo	Windsor	Vaughan
Recreation Programs	\$7,578,493.0	\$5,641,996.0	\$4,079,806.0	N/A

Brantford has the highest spending for recreation programs (\$7,578,493.0) in 2019 compared to other jurisdictions.

- High costs may be due to increased population growth, as the City looks to offer more programs and services to a growing resident population.

Overview of Contracted Sub-Service Spend – Recreation Programs

The table below summarizes the magnitude of spending on contracted services for recreational programs across the comparator jurisdictions.

Jurisdictions	Brantford	Waterloo	Windsor	Vaughan
Recreation Programs	\$39,754.0	\$13,633.0	\$95,113.0	N/A

Brantford is in the mid-range for recreation program contracted service spend (\$39,754.0) in 2019 compared to other jurisdictions.

- There may be opportunities to rethink service delivery models and levels to meet the demands of a consistently growing population.

Percentage of Contract Service Spend – Recreation Programs

The percentage of contract service spend, for each Municipality, is calculated by dividing the total number dollar amount for contract services by the total dollar amount of total expenses after adjustment.

The table below illustrates the percentage of contract service spend for maintaining recreation programs in 2019.

Contracted Services 2019	Brantford	Vaughan	Waterloo	Windsor
Recreation Programs	0.5%	N/A	0.2%	2.3%

Brantford is in the mid-range for percentage spend (0.5%) among the comparator jurisdictions. (Note: Vaughan does not provide information on the dollar value of contracted recreational program maintenance services).

- Compared to peers, Brantford has one of the lowest indoor and outdoor total surface area (SM²), suggesting there may be opportunities to enhance efficiency for maintain recreational programs.

Dollar-Cost Analysis – Total Expense Spend Recreation Programs

The dollar cost of recreational programming expense spend, for each Municipality, is calculated by dividing the total area (SM²) by the total expenses after adjustment.

The table below illustrates the dollar cost per sub-service area for total expenses after adjustment.

Total Expense Spend Per SM ²	Brantford	Vaughan	Waterloo	Windsor
Indoor Recreation Programs	\$165	N/A	\$71	\$37
Outdoor Recreation Programs	\$294	N/A	\$11,585 ⁸	\$30

Below is a summary of key themes and analysis:

- Brantford has the highest total expense after adjustments for indoor (\$165) and outdoor (\$294) recreation programs, compared to other jurisdictions.

Dollar-Cost Analysis – Contracted Recreation Program Spend

The dollar cost of the sub-service contractor expense spend, for each Municipality, is calculated by dividing the total area (KM or SM²) by the contractor services amount.

Total Expense Spend Per SM ²	Brantford	Vaughan	Waterloo	Windsor
Indoor Recreation Programs	\$1	N/A	\$ 0.17	\$1
Outdoor Recreation Programs	\$2	N/A	\$ 28 ⁹	\$1

Below is a summary of key themes and analysis:

- Brantford has similar indoor costs (\$1) contracted costs for recreational programs per-SM² compared to other jurisdictions. However, Brantford's outdoor contracted costs for recreational programs are double per-SM² compared to other jurisdictions.

⁸ Disclaimer: Although taken directly from the FIR data, this number appears to be an outlier, suggesting an issue with this data point.

⁹ Disclaimer: Although taken directly from the FIR data, this number appears to be an outlier, suggesting an issue with this data point.