The Town of Pelham – Recreation, Culture and Wellness Organizational Review

Final Report

November 2nd, 2022

KPMG

Disclaimer

This report has been prepared by KPMG LLP ("KPMG") for the Town of Pelham (the "Town", or "Client") pursuant to the terms of our engagement agreement with Client dated April 20, 2022 (the "Engagement Agreement"). KPMG neither warrants nor represents that the information contained in this report is accurate, complete, sufficient or appropriate for use by any person or entity other than Client or for any purpose other than set out in the Engagement Agreement. This report may not be relied upon by any person or entity other than Client or for any purpose other than set out in the Engagement Agreement. This report may not be relied upon by any person or entity other than Client, and KPMG hereby expressly disclaims any and all responsibility or liability to any person or entity other than Client in connection with their use of this report.

The information provided to us by Client was determined to be sound to support the analysis. Notwithstanding that determination, it is possible that the findings contained could change based on new or more complete information. KPMG reserves the right (but will be under no obligation) to review all calculations or analysis included or referred to and, if we consider necessary, to review our conclusions in light of any information existing at the document date which becomes known to us after that date. Analysis contained in this document includes financial projections. The projections are based on assumptions and data provided by Client. Significant assumptions are included in the document and must be read to interpret the information presented. As with any future-oriented financial information, projections will differ from actual results and such differences may be material. KPMG accepts no responsibility for loss or damages to any party as a result of decisions based on the information presented. Parties using this information assume all responsibility for any decisions made based on the information.

No reliance should be placed by Client on additional oral remarks provided during the presentation, unless these are confirmed in writing by KPMG.

KPMG have indicated within this report the sources of the information provided. We have not sought to independently verify those sources unless otherwise noted within the report.

KPMG is under no obligation in any circumstance to update this report, in either oral or written form, for events occurring after the report has been issued in final form.

Table of Contents

KPMG contacts:

Bruce Peever
Partner
Tel: 905-523-2224
bpeever@kpmg.ca

Sana Malik
Senior Manager
Tel: 905-523-6914
sanamalik@kpmg.ca

Ethan Church
Consultant
Tel: 519-251-5244
ethanchurch@kpmg.ca

Project Overview

Town of Pelham
Recreation, Culture and Wellness Organizational Review
Final Report

Project Overview

Project Objectives

KPMG was engaged to assist in an organizational review of the Recreation, Culture and Wellness department ("RCW" or the "the Department"). The review will help inform recommendations for an effective organizational structure and the optimization of facility space.

The key objectives included the collection, review and analysis of the following:

- Current facility operations of the Meridian Community Centre ("MCC") and parks
- Comparative information for similar municipal operations within the Niagara Region;
- Current organizational structure for the division, including staffing, the delivery of programming, services, and facility operations;
- Current building space utilization with a view to the maximization of space utilization;
- Comparative analysis of other municipalities' internal capacity to apply for grants;
- Customer service capacity of the Department and Town.

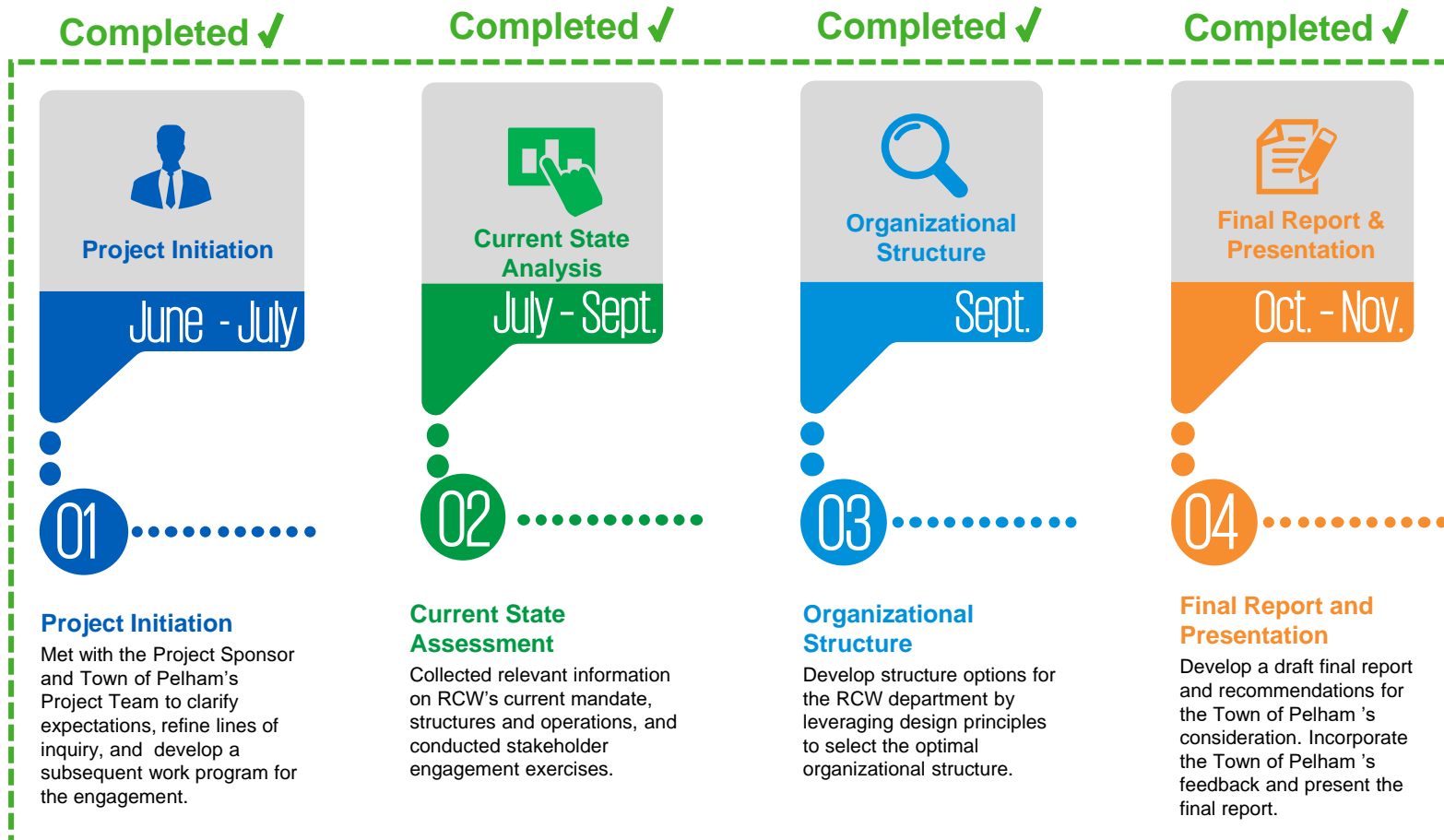Overall, strengths, weaknesses and gaps were identified to determine opportunities for re-alignment.

Project Timing

The project commenced on June 30th, 2022 and the organizational review will be completed when presented to Council.

Work Plan and Progress

KPMG conducted the project according to the following work plan. The team performed key activities and deliverables using a 4-phased methodology. This report summarizes our activities from Phase 4, which includes the following:

- Summarize the current state assessment
- Identify and discuss potential opportunities including recommended organizational structure
- Outline a high-level implementation plan

Completed ✓   **Completed ✓**   **Completed ✓**   **Completed ✓**

Project Initiation	**Current State Analysis**	**Organizational Structure**	**Final Report & Presentation**
June - July	July – Sept.	Sept.	Oct. - Nov.
01	02	03	04

Project Initiation

Met with the Project Sponsor and Town of Pelham's Project Team to clarify expectations, refine lines of inquiry, and develop a subsequent work program for the engagement.

Current State Assessment

Collected relevant information on RCW's current mandate, structures and operations, and conducted stakeholder engagement exercises.

Organizational Structure

Develop structure options for the RCW department by leveraging design principles to select the optimal organizational structure.

Final Report and Presentation

Develop a draft final report and recommendations for the Town of Pelham 's consideration. Incorporate the Town of Pelham 's feedback and present the final report.

Summary of Findings from Consultations

Town of Pelham
Recreation, Culture and Wellness Organizational Review
Final Report

Stakeholder Engagement

The Engagement Process

As part of the project, 16 interviews and were conducted with the following stakeholders:

- Senior leadership

  - o CAO
  - o Mayor
  - o Three Councillors
  - o Treasurer

- RCW department

  - o Director of RCW
  - o Supervisor, Recreational Programs and Facilities
  - o Recreation Facilities Coordinator
  - o Programmer, Culture & Community Enhancement
  - o Programmer, Special Events & Festivals
  - o Programmer, Active Living
  - o Facilities Booking Associate
  - o Senior Facilities Operator

- Other Pelham employees

  - o Manager, Public Works
  - o Tradesperson
  - o Human Resources

Key themes from the interviews and focus group are organized into six domains as a means of analyzing and understanding the current state of the Town's services.
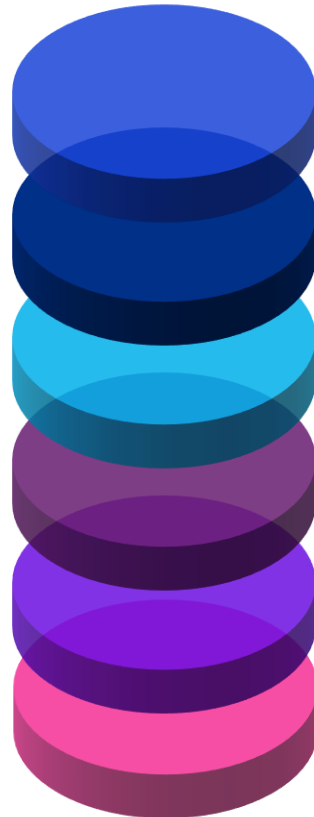
01 Governance and Strategy

The manner in which strategic direction is provided throughout the Town and how collaboration between departments and external stakeholders are established and maintained

02 Service Standard

The service standards which dictate how services are delivered; this includes regulatory requirements, Council or management direction and industry best practices.

03 Process and Delivery Model

The core operations, processes, and approaches to deliver Town's services

04 Data and Technology

The information technology required to manage information / data and support service delivery.

05 Equipment and Infrastructure

The equipment and infrastructure that enable operations and processes.

06 People

The structure, reporting and accountability hierarchy, composition, capabilities, and skills of Town employees to meet service standards.

Themes from Stakeholder Consultations

Key themes from the stakeholder interviews are summarized here

Key Theme Messages:

– A recreational master plan will allow RCW to cater for evolving community needs

– The department does not have formalized performance measures

Governance & Strategy

- The RCW department is in the process of developing a Recreational Master Plan to define action items and develop a road map based on evolving community demographics.

- RCW measures performance based on budget utilization throughout the year (i.e., monitoring budget versus actual expenditures). However, the department does not have KPIs to continually monitor performance.

- Many stakeholders acknowledge the inherent spontaneity (e.g., one-off events) of the department and the challenges it poses to long-term planning.

- Multiple interviewees suggested that improvement in cross-departmental communication is needed to improve planning and delivery of services.

- Most RCW staff mentioned that priorities and short-term tasks of RCW shift seasonally due to the natural scope of services provided (e.g., facilitate predominantly outdoor programs during the summer, increase in indoor event bookings during the winter).

Themes from Stakeholder Consultations

Key themes from the stakeholder interviews are summarized here

Key Theme Messages:

– The department performs at a high service standard with respect to community demand

Service Standard

- Council recognizes the high service level delivered by RCW based on the scope and quality of programs and events e.g., Summerfest. RCW's efforts and performance during/after the pandemic were recognized.

- Multiple interviewees observed a change in the Town's demographics and believe that there is an opportunity for RCW to reevaluate programming to ensure it continually meets community needs. For example, there is a community perception that programming is tailored towards sports activities.

- The department has ramped up culture related activities in recent years; however a clear understanding and activities related to "wellness" needs to be better defined/clarified.

- As COVID restrictions have reduced/removed and people feel more comfortable attending large events, the aggregate demand for festivals, events, and programs is reportedly higher than anticipated and historical averages. Additionally, without a local Business Improvement Area, RCW takes on some of their role/activities as well.

- The majority of employees feel confident that the services provided by the Town are at or above quality expectations of the community.

- Stakeholders noted that there is an opportunity to maximize advertisement revenue and determine how to optimally utilize the additional revenue.

- Facility maintenance: Multiple respondents observed that facilities supervisor, operators, and attendants are consistently fully utilized.

- Events: Several employees mentioned difficulties in coordinating events given recent vendor supply-chain and procurement challenges.

Themes from Stakeholder Consultations

Key themes from the stakeholder interviews are summarized here

Key Theme Messages:

– Documentation of procedures and processes needs improvement

– Understanding of Finance and Procurement requirements within RCW could be enhanced

Process & Delivery Model

- Stakeholders noted that the department recognizes the need for formalized standard operating procedures and has commenced the process for developing them.

- Stakeholders noted that more advance planning for events and festivals may result in less reactive and more organized procurement. The Town is also updating its procurement policy and purchasing limits in September 2022.

- The Town's asset management plan has not been updated to reflect recreation facility assets and operational maintenance of the assets.

- Staff reported a high degree of leniency towards residents with late applications and requests (e.g., soccer and minor baseball have no hard deadline for requests) contributing to increased planning workload.

- RCW write and manage grant applications and noted an opportunity to streamline the grant application process.

Interviewees observed improvements to service delivery models that resulted in increased efficiency:

- Ice rink booking: Optimizing ice maintenance has reduced gap between ice pad booking to 15 minutes allowing for higher utilization.

- ActiveNet: While most believe ActiveNet is not user-friendly, some interviewees indicated that the tool has been useful in planning events e.g., Christmas market, Summerfest

Data & Technology

- Stakeholders identified challenges with using ActiveNet, specifically the payments and POS system. Challenges also included issues with customer service to support system glitches and limited vendor support. Stakeholders believed that further training may be useful in better use of the system.

- Most RCW staff track their expenses and budget manually and noted training around financial management may be helpful. Questica budgeting software is not used consistently due to limited training and access. RCW staff observed that data in Questica is not always updated timely, among other issues such as challenges in tracking payment status. Back-end adjustments may be required to tailor the software to the department's needs.

- Stakeholders noted challenges with using iCity for managing procurement. The Town is implementing SAP Concur in December 2022 that is expected to streamline procurement activities (the system will be used to create requisitions, purchase orders and invoices to assist A/P and procurement).

Themes from Stakeholder Consultations

Key themes from the stakeholder interviews are summarized here

Key Theme Messages:

– Clarity between responsibilities of RCW and Public Works is needed

– RCW staff work well together and often exceed service delivery levels

Equipment & Infrastructure

- RCW is responsible for facility maintenance of all recreation facilities and rely on Public Works for tasks that require specialized support. Stakeholders noted a formal arrangement would assist in providing more clarity on roles and responsibilities between the two departments.

- Stakeholders noted that there is an opportunity for the department to assess feasibility of renting versus purchasing event related materials (for example portable stage, Audio Visual equipment).

- Portable POS Stations are available to be utilized around the building depending on the event taking place eliminating an otherwise manual transaction process.

People

- It was frequently mentioned by internal stakeholders and Council members that the RCW team work well together, assisting one another when necessary.

- Stakeholders noted that job descriptions for multiple positions are not reflective of the actual duties performed and require updates. There is also an opportunity to update job descriptions with relevant skills and flexibility of hours required for the role.

- All stakeholders unanimously agreed that RCW puts in their best efforts to meet service delivery standards; often times putting in more time and effort than required from the role.

- In light of recent short term absences (i.e., maternity leaves), there has been a need for constant onboarding and training.

- Stakeholders noted there is benefit in professional development and training of RCW staff. Staff also noted a need for corporate wide training and onboarding to understand the Town's overall strategic priorities.

- Given the increased service levels (for example more events and programs) with the same staffing complement and increased administrative responsibilities, staff has little time to plan ahead.

- The use of a student intern was beneficial in completing administrative tasks and for providing case-by-case project support.

- All stakeholders noted that RCW needs a strong succession plan for the various roles.

- There was a middle management gap identified between the Director and the supervisors resulting in increased workload for both.

- Stakeholders also noted that facility management within RCW could benefit from operational support to meet service levels.

Jurisdictional Review

Town of Pelham
Recreation, Culture and Wellness Organizational Review
Final Report

Jurisdictional Analysis – Why Compare to Other Communities

For the purposes of the project, four (4) comparator communities were selected as municipal comparators by Pelham based on characteristics such as population growth, urban/rural characteristics and geography.
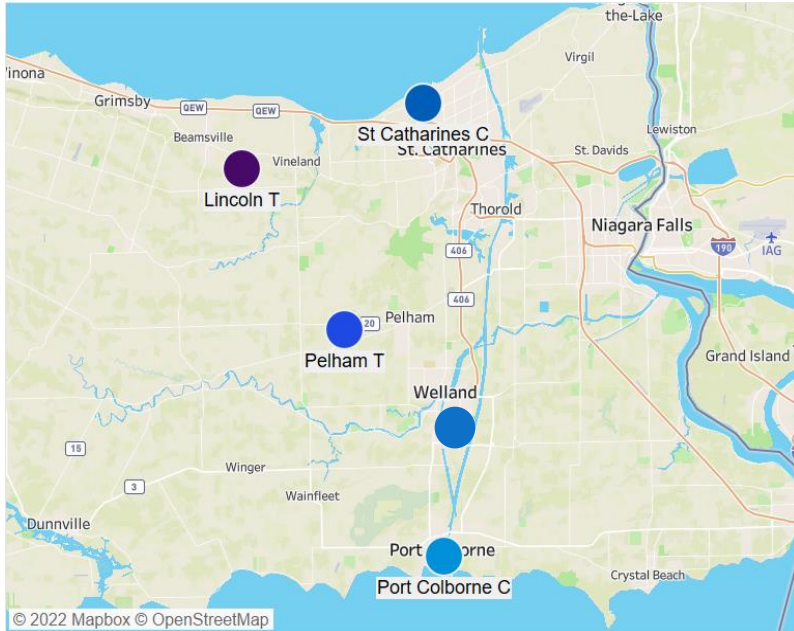
Town/City	Population[1]	Households[2]	Area Square KM[3]
Town of Pelham	17,110	7,287	126.35
City of St. Catharines	133,113	60,012	96.20
City of Port Colborne	18,306	8,913	121.99
Town of Lincoln	23,787	9,608	162.74
City of Welland	52,393	23,323	81.16

[1] 2020 FIR (2016 census data). 2021 FIR data is due to Ministry report as of this report date; hence, 2021 Statistics Canada 2021 census data is not used
[2] MPAC data reported in the 2020 FIR
[3] Statistics Canada data

The primary purpose of the jurisdictional scan is to understand the performance of comparator municipalities and to identify opportunities to change how the Town delivers municipal services, for example:

- Communities with similar financial benchmarks/service levels offer insight into operating efficiencies.
- Communities with different financial benchmarks/service levels offer opportunities to change existing processes to reflect common service levels.

Comparing financial performance and taxation levels has both benefits and risks:

- Provides insight into affordability issues; what a peer municipality can achieve with the same resources.
- Assumes that all variables are the same (assessment base, non-taxation revenues).
- Assumes that taxation and service levels in other communities are 'right'.

Jurisdictional Scan Summary

The Interview Process

As part of the review, KPMG conducted interviews with five select comparator municipalities identified by Pelham. Comparators interviewed were:

1. City of St Catharines
2. City of Port Colborne
3. Town of Lincoln
4. City of Welland

For the purposes of the project, the findings of the Jurisdictional Scan have been organized into the following four (4) sections:
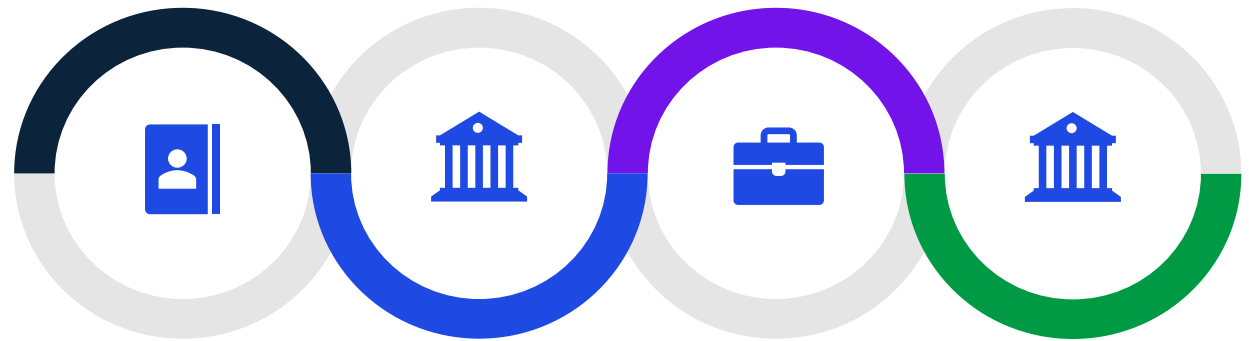
1. Organizational Model

The structure and number of employees were compared.

2. Strategic Direction

Strategic priorities set by the departments were identified.

3. Service Delivery

The scope of services offered across the jurisdictions (i.e., programs and events) and the facilities available to their residents.

4. Target Operating Model Elements

Identify various elements of the operating model such as governance and strategy, data and technology, and people.
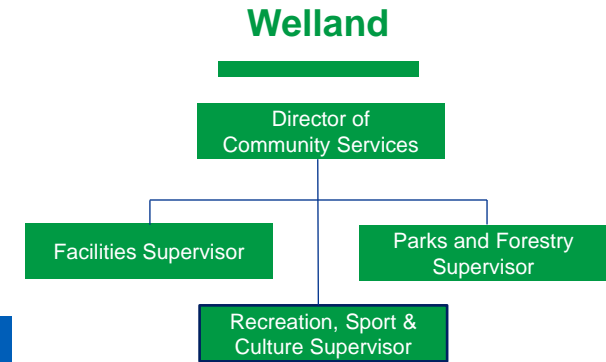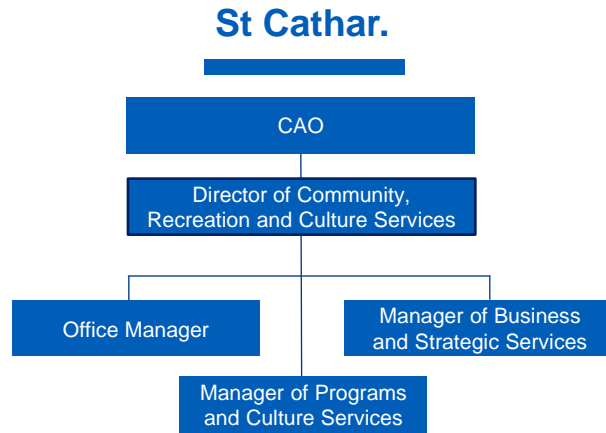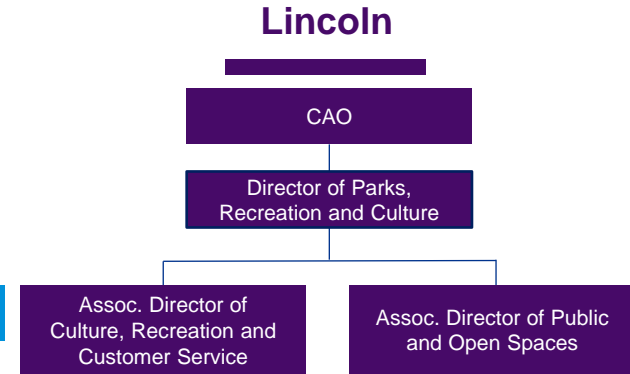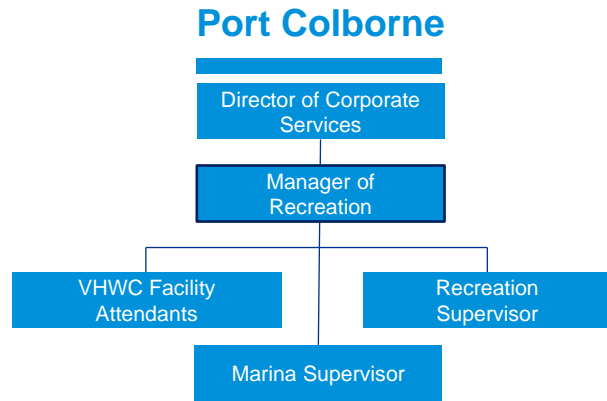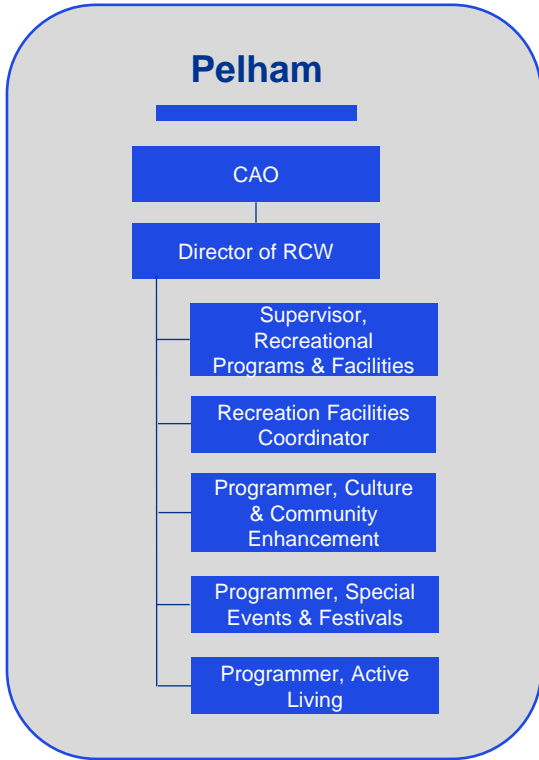
01
Organizational Model

Town of Pelham

Recreation, Culture and Wellness Organizational Review

Final Report

Organizational Model

This slide provides a high-level overview of each comparator's organizational structure.

Port Colborne

- Director of Corporate Services
  - Manager of Recreation
    - VHWC Facility Attendants
    - Recreation Supervisor
    - Marina Supervisor

Lincoln

- CAO
  - Director of Parks, Recreation and Culture
    - Assoc. Director of Culture, Recreation and Customer Service
    - Assoc. Director of Public and Open Spaces

Pelham

- CAO
  - Director of RCW
    - Supervisor, Recreational Programs & Facilities
    - Recreation Facilities Coordinator
    - Programmer, Culture & Community Enhancement
    - Programmer, Special Events & Festivals
    - Programmer, Active Living

St Cathar.

- CAO
  - Director of Community, Recreation and Culture Services
    - Office Manager
    - Manager of Business and Strategic Services
    - Manager of Programs and Culture Services

Welland

- Director of Community Services
  - Facilities Supervisor
  - Parks and Forestry Supervisor
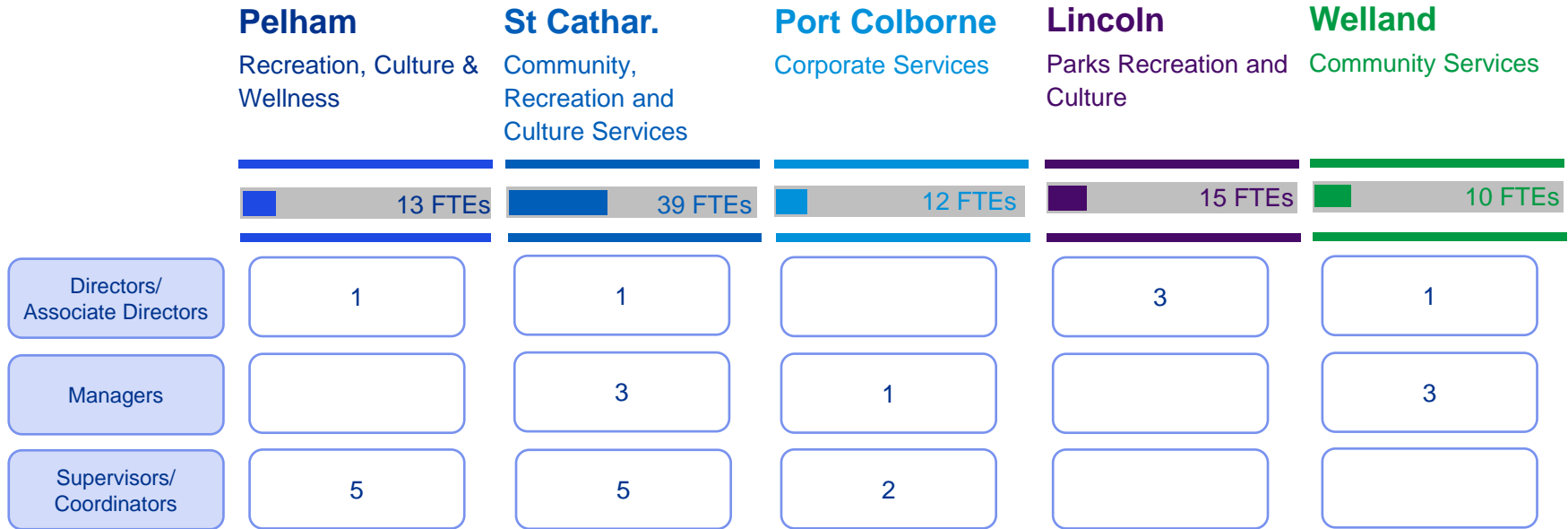 - Recreation, Sport & Culture Supervisor

- The Town of Port Colborne and Welland have structured recreation services under the Corporate Services and Community Services departments respectively. The other two municipalities have their recreation departments reporting directly to the CAO.
- The Town of Pelham has a generally flatter structure than the comparators. There are five direct reports to the Director whereas the comparators delegate responsibilities to two to three supervisors/managers/associate directors.

Organizational Model

This slide identifies how the leadership roles and responsibilities of comparable Department services are organized.

	Pelham Recreation, Culture & Wellness	St Cathar. Community, Recreation and Culture Services	Port Colborne Corporate Services	Lincoln Parks Recreation and Culture	Welland Community Services
	13 FTEs	39 FTEs	12 FTEs	15 FTEs	10 FTEs
Directors/ Associate Directors	1	1		3	1
Managers		3	1		3
Supervisors/ Coordinators	5	5	2		

Compared to other municipalities, Pelham has a wider gap between senior leadership and supervisory positions.

Lincoln has appointed a director of community services as well as two associate directors responsible for (1) Culture, Recreation, and Customer Services, and (2) Public and Open Spaces.

Organizational Model

The responsibilities of the Community, Recreation, and Culture Services (CRCS) Department are divided amongst three managers. Two of which deal with business-level and strategic decisions while one focuses directly on programs and cultural services.

The Town of Lincoln operates it's Parks and Recreation through the Community Services Department. Within that department are two divisions: (1) Culture, Recreation and Customer Service and (2) Public and Open Spaces. The department is also involved in capital projects related to those areas (e.g., new facility plans, expansion projects).

01 Pelham
After multiple reorganizations, the RCW has supervisors responsible for programming, events, culture, active living, and facility maintenance/booking.

02 St. Cathar.
5-6 years ago, the Department was Parks and Rec but then Parks was absorbed by Public Works.

03 Colborne
Parks and Rec are currently under separate management after a reorganization in recent years

04 Lincoln
Parks and Recreation responsibilities are housed together in the Community Services department

05 Welland
The Community Services Department includes 3 Divisions: (1) Recreation, Sport & Culture, (2) Facilities, and (3) Parks and Forestry

While the Public Works Department is responsible for the majority of the Town's facility maintenance, RCW staffs facility maintenance personnel and bears responsibility for all recreation facility maintenance. The department is also involved in capital projects related to those areas (e.g., new facility plans, expansion projects).

Recreation is a department housed under corporate services. There are 2 supervisors that are responsible for (1) events and sponsorships, and (2) arenas and recreation facilities.

The department employs one dedicated manager with two supervisors and a group of (mostly) unionized staff to administer maintenance. Some work is contracted out based on union agreements. In recent years, the Community Services Department has reabsorbed the responsibility of facility maintenance of both Corporate Service Facilities (e.g., City Hall, Courthouse, etc.) as well as recreation / Public Facilities (e.g., sports halls, arenas, parks, etc.).

Every comparator municipality mentioned either past or present challenges in communication and/or segregation of duties between Public Works and Recreation regarding facility responsibilities. Resultantly, many have undergone reorganizations to resolves these issues.

Organizational Model

This slide identifies the scope of services offered across the Recreation departments of each jurisdiction.

	Pelham Recreation, Culture & Wellness	**St Cathar.** Community, Recreation and Culture Services	**Port Colborne** Corporate Services	**Lincoln** Parks, Recreation and Culture	**Welland** Community Services
Recreation	▢	▢	▢	▢	▢
Culture	▢	▢	▢	▢	▢
Events	▢	▢	▢	▢	▢
Programs	▢	▢	▢	▢	▢
Parks	◨	▢	▢	▢	▢
Facility maintenance	◨	▢	◨	▢	▢

💡 Three of the comparator municipalities had facility maintenance either wholly in their Recreation Department or provided by Public Works Department. Under "Culture" services, St. Catharines and Lincoln also operate a Museum.

Staffing Structure

Full-time staffing complement per 1000 capita

Looking at the full time staffing complement per 1,000 capita, Pelham is below the average of the comparator group with 0.76 FTEs/1000 capita.

St. Catharines has both the highest population and full-time staffing complement due to the scope of services they offer.

Welland's Recreation division is significantly below the average at 0.19 FTEs/100.
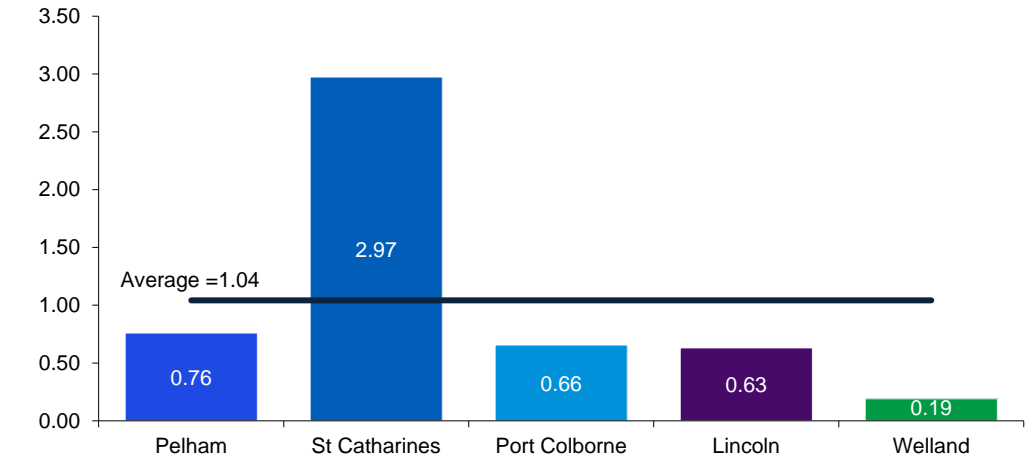
Source – KPMG analysis from jurisdictional scan interviews

Staffing structure

Pelham employs the second fewest part-time employees among the comparator group.

The recreation divisions of both Welland and Port Colborne do not directly employ seasonal staff. Their respective departments are responsible for employing seasonal staff.

Welland employees the fewest FTEs and also groups PTEs and seasonal employees.
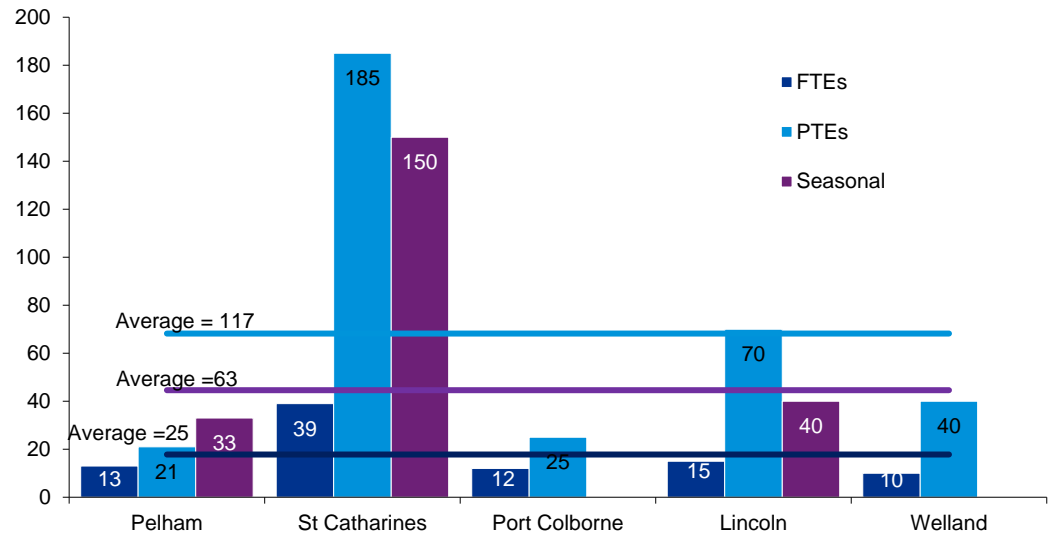
Source – KPMG analysis from jurisdictional scan interviews

Note 1: The City of St Catharines reported PTEs and seasonal employees together

Staffing Perspectives

Historical RCW Staffing Levels

When viewed over the past five years, the staffing levels for full-time employees in the RCW department has ranged between six to 13 employees.

Part-time employees have been consistent over the past four years ranging between 20 to 22. RCW made the strategic decision to use part time resources to perform cleaning services that were previously outsourced. This resulted in cost savings and better use of staff time.

Year	Full-time	Part-time	Seasonal
2018	6	15	22
2019	12	20	23
2020	12	22	19
2021	12	22	25
2022	13	21	33

■ Full-time ■ Part-time ■ Seasonal
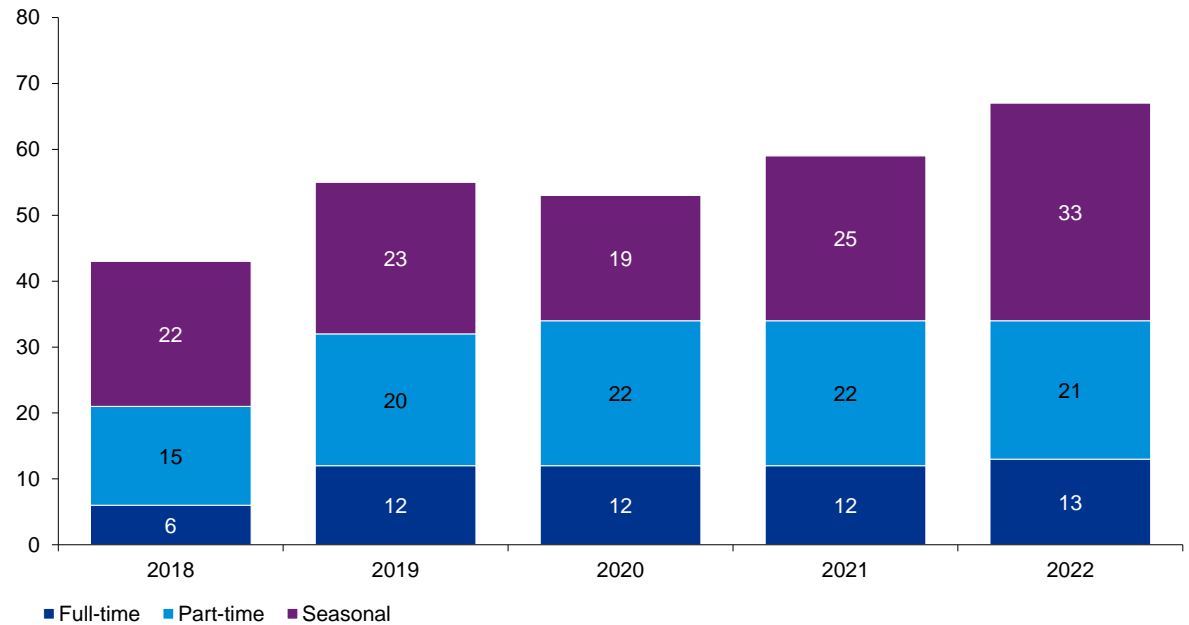
RCW's absorption of the following facilities positions from Public Works contributed to the rise in FTE's in 2019:

- Supervisor of Facilities / Beautification
- Facilities Rental Associate
- Facilities Operators (4)

Source – Town of Pelham HR Department

02
Strategic Direction

Town of Pelham

Recreation, Culture and Wellness Organizational Review

Final Report

Strategic Direction

This slide defines the primary strategic priorities for recreation departments that guide decisions and projects.

Pelham

- Pelham is in the midst of developing a Recreation Master Plan to provide strategic direction and guidance in the evaluation of services offered by the Town.
- Pelham has a Cultural Master Plan that was last updated in 2013.
- The recreation department provides numerous programs, organizes festivals and events and supports cultural occasions in the Town.
- Without a BIA (Business Improvement Area), the recreation department engages in activities that a BIA would typically be responsible for.

St. Cathar.

1. Building a healthy community
2. Making recreation accessible for all
3. Investing in opportunities for youth
4. Enhancing opportunities for older adults
5. Embracing the natural environment
6. Providing necessary infrastructure
7. Supporting volunteers
8. Encouraging positive partnerships and alliances
9. Efficient and effective service delivery
10. Sustainable investments in recreation and infrastructure

Updated July 2015

Port Colborne

Parks and Recreation Master Plan themes:

1. Accessibility & Inclusiveness
2. Partnerships & Collaboration
3. Communication & Engagement
4. Innovation and Building Capacity
5. Optimization of Infrastructure, Programming & Service Delivery

Recreation Division Tactical Plan (2020-2024)

1. Enhanced collaboration and partnerships
2. Sustainability
3. Diversification

Updated December 2019

Lincoln

Parks, Recreation & Culture Master Plan Goals:

1. Active living
2. Arts & Culture
3. Inclusion & access
4. Connecting people & nature
5. Supportive environments
6. Recreation capacity

Updated July 2019

Welland

Parks, Recreation & Culture Master Plan themes:

1. Connecting: residents to view PRC as being interconnected and complementary to each other and the ability to bring people together
2. Creativity: Arts and culture to build relationships, continue to facilitate creativity, and bring the community together
3. Play: engage in individual and community-based leisure experiences

Updated July 2019

- All comparators have a recreation master plan to determine strategic priorities. A common trend among the comparators is limited performance measurement (for example KPIs). Most municipalities, similar to Pelham, refer to budget targets for performance tracking (e.g., revenue goals).

03
Service Delivery

Town of Pelham

Recreation, Culture and Wellness Organizational Review

Final Report

Benchmarking Perspectives

MCC Total Revenue and Expense

MCC revenues have been reasonably consistent between 2019 and 2021 with a moderate reduction in 2020 (likely due to the start of the COVID-19 pandemic).

MCC expenses have been increasing slowly with an increase of 4% in 2020 and an increase of 2% in 2021.

Expenses per household increased steadily since 2019-2021 at an average rate of 2%.

Expenses that are not covered by department revenue are financed by municipal levy.

See Appendix B

MCC Total Revenue and Expense
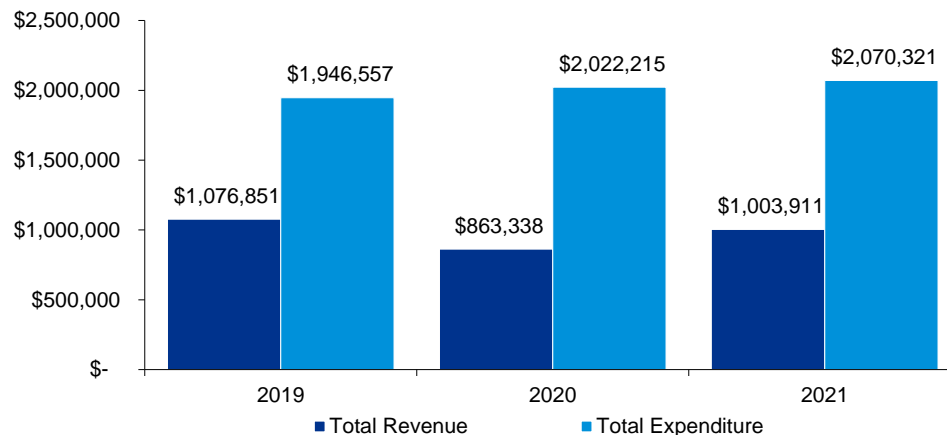
Source – KPMG analysis of General Leger data from 2019, 2020, and 2021

MCC Total Revenue and Expense per Household
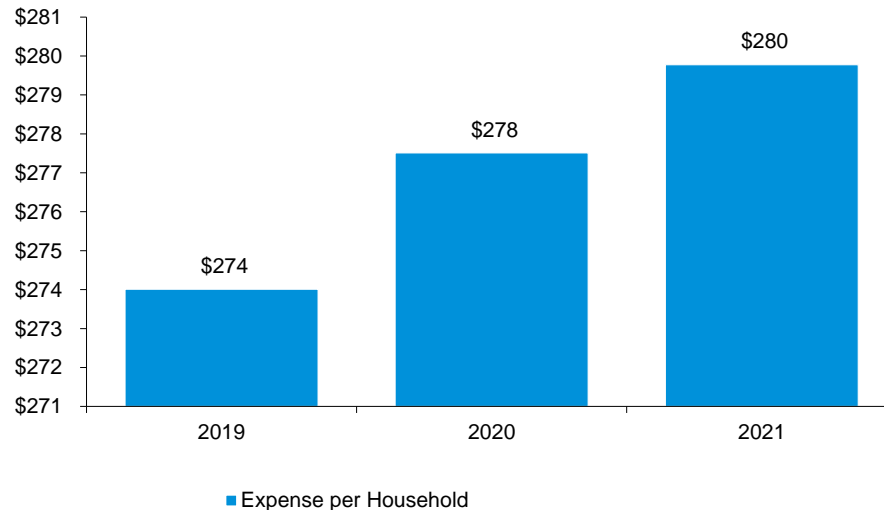
Source – KPMG analysis of General Leger data from 2019, 2020, and 2021 and FIR Schedule 2

Benchmarking Perspectives

RCW Total Revenue and Expense

MCC revenues contribute to approximately 58% of RCW revenues and 72% of RCW expenses.

Youth and Recreation programming and swim programs were negatively impacted in 2020 and 2021 by the pandemic. Special events and Culture and Community Enhancement had the least revenues and expenses from 2019-2021.

Expenses that are not covered by department revenue are financed by municipal levy.

RCW Budget - by Program

Legend: ■ 2021 Expenses ■ 2021 Revenues

Categories: Transportation, Recreation Admin, Special Events, Swim, Youth Programs, Culture and..., Recreation and..., MCC
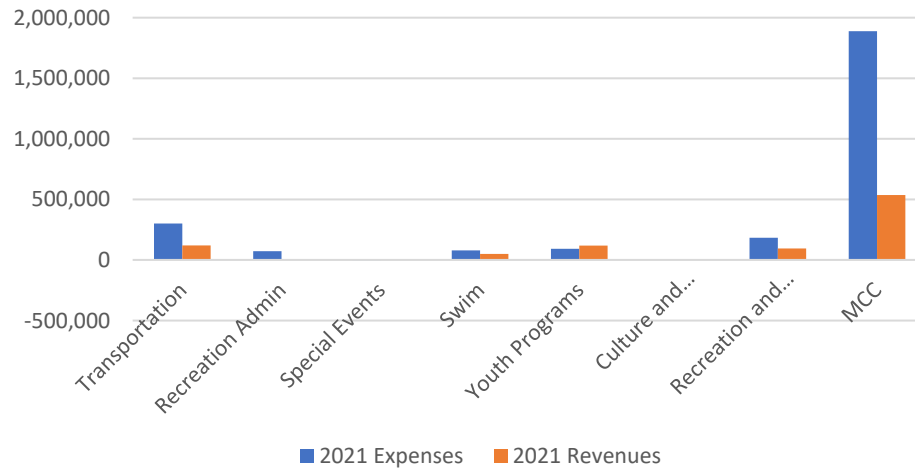
RCW – Revenues and Expenditures

Year	Expenses	Revenues
2019	$936,867	$639,643
2020	$2,447,302	$1,248,617
2021	$2,618,864	$920,440

Legend: ■ Expenses ■ Revenues

Source – KPMG analysis of General Leger data from 2019, 2020, and 2021
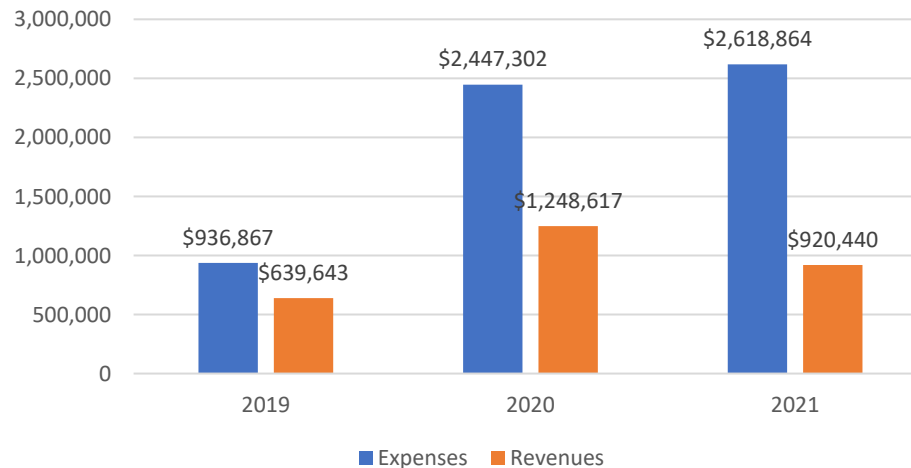
04

Target Operating Model Elements

Town of Pelham

Recreation, Culture and Wellness Organizational Review

Final Report

Summary of Findings

Below is a summary of key findings across the Target Operating Model elements. The following slides provide more detail about practices in specific jurisdictions. Refer to Appendix D for details of the comparator operating models.

01

Governance and Strategy

Each comparator Recreation Department works in conjunction with their municipality for strategic direction but has their own respective Master Plan to guide decision-making.

Comparator municipalities are not formally tracking key performance indicators related to recreation activities. Most recreation data is stored in a number of different locations which results in inefficient and potentially inaccurate reporting.

02

Service Standard

All comparators felt the pandemic impact such as limited program availability/enrollment, hesitancy to visit public spaces, and temporary closures.

The majority of comparators are either currently or looking to outsource advertising and sponsorship revenue.

Multiple comparators expressed concern over YMCA closing three facilities in the Niagara region and some are undergoing contingency planning for more closures.

03

Process and Delivery Model

A majority of comparators acknowledged that procedures and policies require improvements in areas such as training/onboarding, operating processes, etc.

Most departments manage grant applications within the recreation department/division.

All jurisdictions mentioned efforts to collaborate with organizations (e.g., YMCA), BIAs, the Regional Municipality of Niagara, and neighbouring jurisdictions to complement and enhance the scope of services delivered.

04

Data and Technology

A majority of comparators use ACTIVE Net software for program and facility booking while some use Xplor Recreation (Perfect Mind). ACTIVE Net users indicated system, customer service and vendor support challenges.

All comparators interviewed use Questica for budgeting software.

05

Equipment and Infrastructure

Most comparators have either wholly absorbed or wholly relieved responsibilities of facility maintenance in accordance with their respective Public Works Department. All comparators have cited difficulties in facility maintenance and coordination which has resulted in organizational restructuring.

06

People

Every jurisdiction reported pressures related to talent recruitment and retention as a result of an economy-wide labour shortage.

Some municipalities reported waves of retirements and even layoffs in the face of the pandemic.

Opportunities & Implementation Plan

Town of Pelham
Recreation, Culture and Wellness Organizational Review
Final Report

Target Operating Model

The methodology that was leveraged throughout this review is KPMG's Target Operating Model (TOM). During the current state assessment, KPMG used the TOM domains to evaluate current development engineering pain points and challenges. In this phase, KPMG identified opportunities to improve the efficiency and effectiveness of development engineering processes. Each opportunity was linked to a theme within the TOM domain as noted below:

01 **Governance and Strategy**

The manner in which strategic direction is provided throughout the Town and how collaboration between departments and external stakeholders are established and maintained

02 **Service Standard**

The service standards which dictate how services are delivered; this includes regulatory requirements, Council or management direction and industry best practices.

03 **Process and Delivery Model**

The core operations, processes, and approaches to deliver Town's services

04 **Data and Technology**

The information technology required to manage information / data and support service delivery.

05 **People**

The structure, reporting and accountability hierarchy, composition, capabilities, and skills of Town employees to meet service standards.

Opportunities Identified (1/5) – Governance & Strategy

Obs. #	Observations
1.1	RCW drives activities, events and programs based on allocated budgets and past performance with no formalized operating or business plans.
1.2	RCW does not utilize Key Performance Indicators (KPI's) to continually track and reflect on performance.
1.3	Multiple interviewees suggested that improvement in cross-departmental communication is needed to improve planning and delivery of services.

Recommendations

- Develop a Business Plan that guides operational activities based on the recommendations that arise from the Recreation Master Plan as well as the Town's strategic objectives.
- Formalize performance metrics by developing meaningful KPI's to measure success and progress towards goals.
- Improve overall communications within RCW and other key stakeholders

Prioritization

Effort	4
Impact	5

Timeline for Implementation: | 1-3 Months | **4-6 Months** | 7-12 Months | +12 Months |

Rationale:

1.1 RCW does not have a formal business plan to drive performance. Developing a business plan will assist RCW in guiding operational activities, organizing tasks and managing stakeholders. The business plan should be developed based on findings from this report and outcomes of the Recreation Master Plan (the RCW department is in the process of developing a Recreation Master Plan to define action items and develop a road map based on evolving community demographics). The plan should detail what activities will be delivered, desired outcomes, staffing and resource requirements, implementation timetables and a process for monitoring progress.

1.2 RCW currently measures performance based on budget utilization throughout the year (i.e., monitoring budget versus actual expenditure). The department does not have defined and formalized performance metrics or indicators. There is an opportunity to implement strategic KPIs to assist decision-making and focus on continuous improvement. The data derived from implementing a KPI's can work to support RCW decisions, inform reviews, evaluate programs, support budget recommendations, identify trends, and develop data dashboards. If implemented, the KPI's can reinforce big-picture strategic planning encouraging goal-setting in multiple areas, such as financial performance, customer service, operational efficiencies, and promote innovation and learning. This allows the RCW to quantify and assess areas for improvement against key strategic priorities and curate solutions to enhance performance.

1.3 It was noted that internal communication and external communication with other stakeholders (e.g. Finance and Public Works) needs improvement. There is an opportunity to set up regular touchpoint meetings within RCW and with relevant departments to improve communication. There is also an opportunity to establish a protocol for engaging relevant stakeholders for new initiatives.

Benefit: Benefits to developing a business plan, performance management and communication strategy include:

- Clear strategic direction to guide to decision making
- Clarity around roles, responsibilities and expectations
- Ability to monitor, reflect and improve on departmental and individual performance
- Improved consistency and quality of communication across departments

Implementation: Opportunities would require the following activities:

- Draft and have senior management/Council approve a Business Plan
- Determine key performance metrics and their reporting channels
- Coordinate regular touchpoints between RCW and relevant departments
- Formalize protocol for engaging relevant stakeholders on new initiatives

Opportunities Identified (1/5) – Governance & Strategy

Obs. #	Observations
1.4	RCW has limited oversight over the Financial Information Returns (FIRs – used for provincial reporting) since the Finance department manages FIR data reporting for RCW. There is also inconsistency in how FIR data is managed between RCW and Public Works (PW). For example, Finance is responsible for updating the FIR for RCW whereas PW is responsible for updating their own FIR data.
1.5	Revenues and expenses are not always reflected under the correct department in the Towns financial system. For example, the maintenance and operations of Old Pelham Town Hall falls under RCW however the facility revenues are allocated to Public Works in the financial system.

Recommendations
- Coordinate with Finance to understand roles and responsibilities regarding updating FIR information.
- Conduct an exercise in coordination with Finance and Public Works to review RCW's line by line budget (revenues and expenses).

Prioritization	
Effort	2
Impact	3

Timeline for Implementation:

1-3 Months	4-6 Months	7-12 Months	+12 Months

Rationale:

1.4 It was noted that roles and responsibilities around FIR reporting require clarity.

- During the benchmarking exercise, discrepancies were noted between the RCW budget and FIR data. We understand that this discrepancy sometimes arises due to different interpretations of how FIR data should be reported. There is an opportunity for RCW to work with Finance to understand their role in managing FIR data.

1.5 It was observed that revenues and expenses are not always reflected under the correct department in the Towns financial system. For example, the maintenance and operations of Old Pelham Town Hall is allocated to RCW, however facility revenues are allocated to Public Works in the financial system. There is an opportunity to review RCW and Public Works revenues and expenses to ensure line items are categorized accurately. RCW needs accurate financial information to make informed decisions to support its business plan.

Benefit: A cohesive understanding of the RCW department's finances can help guide decision making and improve financial recovery when combined with strategic guidance.

- Transparency of financial information throughout the department,
- Improved communication of key financial information between RCW and Finance,
- Improved integration of finance in strategic planning,
- Accurate and consistent use of financial information as a performance indicator.

Implementation: This opportunity would require approximately 1-3 months. The timeline would be necessary to perform the following activities:

- Initiate discussions with the Town's Finance Department to understand and document financial processes
- Initiate discussions with the Town's Public Works Department to review line by line budget items

Opportunities Identified (2/5) – Service Standard

Obs. #	Observations
2.1	For facility management, roles and responsibilities between RCW and Public Works is occasionally unclear and inconsistent. RCW is responsible for facility maintenance of recreation facilities and rely on Public Works for tasks that require specialized support.

Recommendations
- Establish formalized service levels with Public Works e.g., Public Works turnaround time
- Consider opportunities for RCW and Public Works to coordinate facility maintenance tasks (e.g., assess option of managing grass-cutting tasks).

Prioritization

Opportunity	5
Complexity	5

Timeline for Implementation: 1-3 Months | 4-6 Months | **7-12 Months** | +12 Months

Rationale:

2.1 RCW is responsible for some elements of recreation facility maintenance (e.g., MCC facility maintenance, outdoor washrooms, and the pool). The Public Works department also maintains facilities in Pelham (e.g., Public Works is entirely responsible for grass cutting in Pelham, including the baseball diamonds while RCW paints the lines). Public Works and RCW staff collaborate well and support each other wherever possible. Concerns noted with the current service delivery model include:

- RCW staff does not have the technical and specialized expertise for some maintenance activities and relies upon Public Works facilities staff for support. PW facilities staff provide support and expertise to RCW however their job descriptions require further clarity on what support they are required to provide and to what Town facilities.
- Due to conflicting priorities, at times the PW tasks (e.g. grass cutting) are delayed impacting RCW's service delivery.

Whereas the current service delivery model for facilities management is effective due to good working relationships and a collaborative approach between RCW and PW, it is not sustainable in the long term as people change. RCW and Public Works need to streamline responsibilities, develop a service level agreement and define clear distribution of work. The service agreement should formalize the scope of work, turnaround times and accountabilities across the two departments.

Benefit:
- Clarity around roles and responsibilities
- Long term sustainable service delivery

Implementation: These opportunities would require approximately 7-12 months. This timeline would be necessary to perform the following activities:
- Determine all key tasks performed by PW facilities staff
- Coordinate with PW to develop a service level agreement

Opportunities Identified (2/5) – Service Standard

Obs. #	Observations
2.2	Multiple interviewees have observed a change in the Town's demographics and believe there is an opportunity for RCW to reevaluate programming to ensure it continually meets community needs.
2.3	RCW is engaged in tasks and activities that are not directly related to recreation, wellness or culture. As a result, RCW staff are extending time/effort towards activities that are not necessarily reflective of their role.
2.4	Advertising revenue for ice rink was historically outsourced and brought in-house during the pandemic. Managing advertising revenue will require additional time and effort from RCW staff.

Recommendations

- Assess and evaluate the current programming and offer programming geared to the changing needs of the community following the creation of the Town's Recreation Master Plan.
- RCW should evaluate and strategize the core services it should deliver and reflect the same in it's business plan.
- RCW should evaluate the model for managing advertising revenue (in-house versus outsourced). There is also an opportunity to evaluate and formalize how to optimally utilize additional revenue gained from advertising.

Prioritization	
Opportunity	4
Complexity	3

Timeline for Implementation: 1-3 Months | **4-6 Months** | 7-12 Months | +12 Months

Rationale:

2.2 RCW currently offers programming primarily geared towards physical recreation services (i.e., sports such as hockey and soccer). All stakeholders reported observing a change in the Town's demographics as young people/families are moving to Niagara. Stakeholders believe there is an opportunity for RCW to re-evaluate programming to ensure it continually meets community needs. There is also an opportunity to explore collaborative programming with local organizations (e.g. the local library). Decisions around programming should be based on feedback from the Recreation Master Plan.

2.3 While the majority of RCW employees believe they are meeting if not exceeding their maximum utilization, the department continues to allocate resources to managing tasks and responsibilities that do not contribute to the core objectives of the department. For example:

- RCW applies, monitors, manages and reports out on the Community Transportation Grant
- RCW provides services typically provided by a Business Improvement Area (BIA) (the Town does not have a BIA)

2.4 Advertising of the ice rink was previously outsourced, but was brought in-house under RCW during the pandemic. RCW is conducting a one year pilot program of administering ads in-house. The jurisdictional scan found that the majority of comparators are outsourcing or considering outsourcing advertising and sponsorship revenue. Risks noted with the current service delivery model include:

- Administering advertisements will be an additional area of work for RCW staff. Staff might have not the strategic partnerships when compared to an outsourced vendor.
- It has not yet been determined how to optimally collect and utilize advertising revenues.

To ensure success of the pilot program, RCW needs to have a clear plan on how to manage advertisements. The plan will include how to optimize revenue, engage strategic partners, determine timelines, identify resourcing requirements etc.

Benefit: Revising the current scope of tasks and activities performed by RCW would have the following benefits:

- Ability to better meet the needs and wants of Pelham's residents by providing services that tailor to the community and provide a consistent customer experience
- Improved efficiency of service delivery and utilization of recreation resources (e.g., optimize facility space)
- Leverage relationships with complementary service providers (e.g., the local library) to provide leading practice services to the community
- Streaming core processes and focusing on departmental priorities
- Efficient allocation of tasks based on the skills/experience of personnel

Implementation: The implementation of this recommendation would take approximately 4-6 months to complete the following tasks:

- Initiate discussions with Pelham senior leaders to reassess the scope of services performed by the RCW department
- Evaluate how the tasks performed by the department will be distributed among the staffing complement.

Opportunities Identified (3/5) – Process & Delivery Model

Obs. #	Observations
3.1	The Department lacks documented Standard Operating Procedures (SOP's) which has contributed to informal and inconsistent processes and onboarding.
3.2	RCW staff noted challenges with using iCity for managing procurement and general issues with procurement related activities (e.g. use of purchase orders for small vendors).
3.3	Leniency towards accepting late applications and requests contributes to higher workload.

Recommendations

- Develop and document formalized SOPs (underway).
- Coordinate with Finance to better understand processes and expectations for Procurement.

Prioritization	
Opportunity	3
Complexity	3

Timeline for Implementation:

1-3 Months	4-6 Months	**7-12 Months**	+12 Months

Rationale:

3.1 During stakeholder interviews, it was noted that there are limited formalized standard operating procedures and staff have historically relied on on-the-job training and peers for support. The reason cited was the minimal availability of staff time to document processes. This has contributed to informal and often inconsistent processes. We understand that staff has recognized the gap and started to develop key standard operating procedures. There is an opportunity to ensure all key processes are documented and responsibility of updating the SOP's and frequency of updates is clearly defined.

3.2 It was noted that staff found the procurement process challenging and do not understand the roles and responsibilities associated with procurement. We understand that the Town revised its procurement policy and purchasing limits in September 2022. Moreover, Finance is implementing SAP Concur in December 2022 that is expected to streamline procurement activities (the system will be used to create requisitions, purchase orders and invoices to assist A/P and procurement). It is important for RCW to work with Finance to train staff on the new changes and assess how procurement changes will impact RCW's current processes.

3.3 RCW staff accept late applications request for programming (for example for soccer and baseball programs) which results in increased workload and manual efforts. There is an opportunity to streamline late applications and requests (e.g., offer a discounted rate/incentives for on time applications, not accept applications after the suggested timelines, better communicate application timelines etc.) and update the relevant policy to clearly reflect how activities (such as cancellations) will be prioritized.

Benefit:

- Critical evaluation of workflows and processes to identify redundancies, overlaps, and efficiencies; improved quality of onboarding and training
- Better understanding of procurement

Implementation: The opportunities would require approximately 7-12 months. This timeline would be necessary to perform the following activities:

- Continue to coordinate with RCW personnel and finance to formalize and document SOPs
- Train staff on managing procurement
- Update website and procedures to manage program application deadlines

Opportunities Identified (3/5) – Process & Delivery Model

Obs. #	Observations
3.4	The Town's asset management plan is not updated to reflect recreation facility assets and operational maintenance of the assets.

Recommendations

- Coordinate with Finance to ensure that all facility maintenance is captured in the Town's asset management system.
- Establish a formal arrangement that clearly defines the roles and responsibilities of the two departments including chains of communication, regular touchpoints and documented procedures.

Prioritization

Opportunity	4
Complexity	4

Timeline for Implementation:

| 1-3 Months | 4-6 Months | 7-12 Months | +12 Months |

Rationale:

3.4 There is an opportunity to coordinate asset management responsibilities between various departments to improve the asset management program and maintenance of asset management data.

Finance is responsible for asset management; however, Finance relies on individual departments who maintain the physical assets to update the asset registry and maintenance data. Currently, asset management data is not updated to reflect all recreation assets. Moreover, any facilities maintenance is not reflected in the asset management data. We understand staff was unable to address asset management due to time and resource constraints.

The Town has implemented a work order management system (Muni Pass) and a dedicated staff is supporting departments to update their asset management information. RCW needs to prioritize asset management by updating the asset registry and implementing a process so that all facilities maintenance is updated on a timely basis against the asset.

Benefit: This opportunity would enable the Town to:

- Ensure all recreation facility assets are sufficiently maintained and future management is planned for
- The responsibility for managing recreation facility assets is planned and clearly communicated

Implementation: This opportunity would require approximately 4-6 months to implement. This timeline would be necessary to perform the following activities:

- Review the portfolio of Pelham's recreation facilities including maintenance responsibilities
- Initiate discussions and improve cross-departmental collaboration and information sharing with Public Works to define responsibilities for asset management
- Develop a strategic funding approach to address new development and aging infrastructure needs and clarify how capital projects are prioritized

Opportunities Identified (4/5) – Data & Technology

Obs. #	Observations
4.1	Stakeholders noted multiple challenges with ActiveNet (facility and program registration software) that has increased staff workload.
4.2	The process for monitoring and tracking budget is manual and time consuming; stakeholders identified challenges with using Questica (budgeting software).

Recommendations
- Consider training opportunities to provide RCW staff with the skills to effectively use key software.
- Utilize Questica software for all budgeting and monitoring requirements.

Prioritization	
Opportunity	4
Complexity	4

Timeline for Implementation:

1-3 Months | 4-6 Months | **7-12 Months** | +12 Months

Rationale:

4.1 RCW programming and facility booking staff identified challenges using ActiveNet, specifically, payments and POS system, limited customer support and general system functionalities. Staff attributed the challenges to staff turnover and how the system was initially set up. There is an opportunity to update the system to include key functionalities and provide training to staff such that the usage and understanding of the system is consistent.

4.2 The process for managing budgets could be improved. Currently, most RCW staff track their expenses and budget manually (in Microsoft Excel) through spreadsheets. The Questica budgeting software is not used consistently and this was attributed to limited training on the software and the concern that the software is not regularly updated.

There is an opportunity to:

- Provide staff training on financial management
- Coordinate with Finance to ensure Questica is set up properly to accommodate RCW's specific reporting needs
- Training staff on the Questica system to ensure the software is used to monitor budget and variance reports in real time

Benefit: Benefits of providing training opportunities and backend adjustments to key software include:

- Increased effectiveness and efficiency in programming
- Improved understanding of RCW's financial position

Implementation: These initiatives are expected to take approximately 7-12 months. The timeline would be necessary for the following activities:

- Initiate discussions with the vendor(s) to develop an implementation plan for backend adjustments
- Initiate discussions with the Town's IT department to understand any IT implications the adjustments to software may have
- Initiate discussions with the Town's Finance department to understand how to best utilize Questica budgeting software
- Schedule training sessions to train staff on relevant software
- Update and document procedures that involve the use of such software's

Opportunities Identified (5/5) – People

Obs. #	Observations
5.1	Stakeholders noted that job descriptions for multiple positions do not accurately depict actual duties and require updates.
5.2	A management gap was identified between the director and supervisors/programmers which has resulted in increased workload for both.
5.3	High turnover in PT customer service staff has contributed to a constant need for training/onboarding, inconsistent customer experiences and insufficient training in key areas (e.g., facility booking).

Recommendations	Prioritization	
• Update job descriptions and titles once the organizational structure has been finalized with relevant skills, experience and shifts/hours. • Consider adding a Manager position and full time customer service positions to meet service delivery needs.	Opportunity	5
	Complexity	5

Timeline for Implementation: | 1-3 Months | **4-6 Months** | 7-12 Months | +12 Months

Rationale:

5.1 Multiple internal stakeholders reported there is cohesive collaboration within the RCW team resulting in a high service standard. Nonetheless, the lack of clarity around roles and responsibilities causes confusion. Staff noted that job descriptions and titles do not entirely reflect the actual duties performed. There is an opportunity to review and update job descriptions with relevant skills as well as flexibility of hours required for roles throughout the department.

5.2 Increased service levels (e.g., more events and programs) and increased administrative responsibilities with the same staffing has left little time for department leaders to focus on strategic decision-making. There is an opportunity to reduce the span of control for the department's director to relieve some workload pressure and permit more time to be spent on strategic tasks. Similarly, supervisors/programmers will likely benefit from greater leadership support.

5.3 RCW has experienced a high turnover of PT customer service staff since the beginning of the pandemic which has contributed to revenue loss (as customers turn away when responses are not received timely) and significant resources spent in recruiting, onboarding and training. Consequently, PT staff are unable to receive training to handle more complex responsibilities such as facility booking, which causes bottlenecks and limited backup to the facility booking associate.

Benefit: Updating job descriptions would have the following benefits:
• Accurately and equitably match roles and responsibilities to personnel based on skills, experience and capacity
• Improved understanding of roles and responsibilities both internally and externally

Benefits of reviewing the RCW department's organizational structure include:
• Enable the Director of RCW to perform higher-level strategic work
• Potentially discover new synergies
• Balanced workload
• Consistent and high standard of customer services
• Greater accountability throughout the department

Implementation: 5.1 The opportunity would require approximately 4-6 months. The timeline would be necessary to perform the following activities:
• Rewrite job descriptions
• Receive the necessary input from Human Resources and approval from Senior Management.

5.2 and 5.3: The opportunities would require approximately 12+ months to implement. The timeline would be necessary to perform the following activities:
• Obtain Council's approval for the addition of positions to the staffing complement
• Write the job description(s) and advertise the openings through the appropriate channels
• Recruit and onboard a suitable candidate(s) for the role
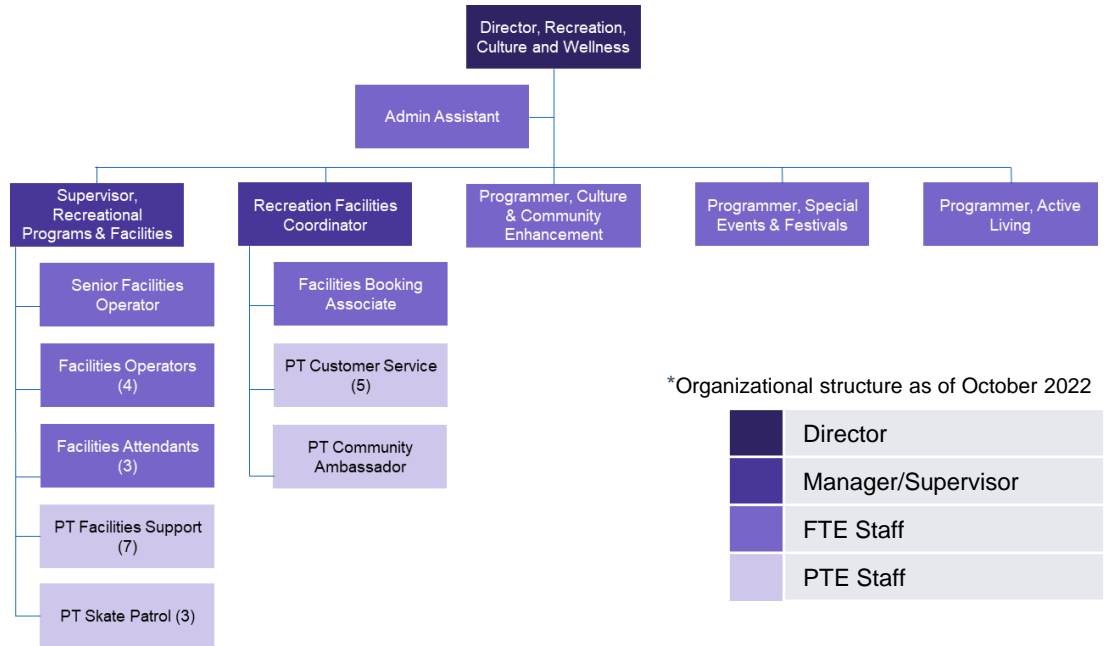
RCW Department Current Org Structure

Service Portfolio

RCW is responsible for:
- Recreation programming (youth/adult/senior activities, camps, aquatics, etc.)
- Indoor and outdoor recreation facilities maintenance and operation
- Booking and rentals
- Coordination of special events and festivals
- Culture related activities
- Marketing
- Planning for special events
- Transit (grant fund management)
- Grant applications
- Manage advertising revenue

Department Roles

- Recreation, Culture and Wellness is supported by 16 FTE positions and 16 PTE positions
- The Director, RCW leads the department
- Reporting directly to the director are five (5) positions: the supervisor of recreational programs & facilities, recreation facilities coordinator, programmer of culture & community enhancement, programmer of special events & festivals, and programmer of active living.

Director, Recreation, Culture and Wellness

Admin Assistant

Supervisor, Recreational Programs & Facilities
- Senior Facilities Operator
- Facilities Operators (4)
- Facilities Attendants (3)
- PT Facilities Support (7)
- PT Skate Patrol (3)

Recreation Facilities Coordinator
- Facilities Booking Associate
- PT Customer Service (5)
- PT Community Ambassador

Programmer, Culture & Community Enhancement

Programmer, Special Events & Festivals

Programmer, Active Living

*Organizational structure as of October 2022

Director	
Manager/Supervisor	
FTE Staff	
PTE Staff	

Departmental Challenges	Stakeholder Suggested Changes
• There was a middle management gap identified between the Director and the next layer in the structure resulting in increased workload for both. • Facility management staff are consistently over utilized. • High turnover in customer service staff has produced a consistent need for recruitment, onboarding and training.	• Create a manager position below the Director. • Create an additional facilities operator position. • Consolidate some PT customer service positions into fewer FT positions.

Future State Org Structure: Functional Structure

Description

A **functional** structure is organized around major services/activity groups. E.g., finance, clerks, recreation, public works, parks.
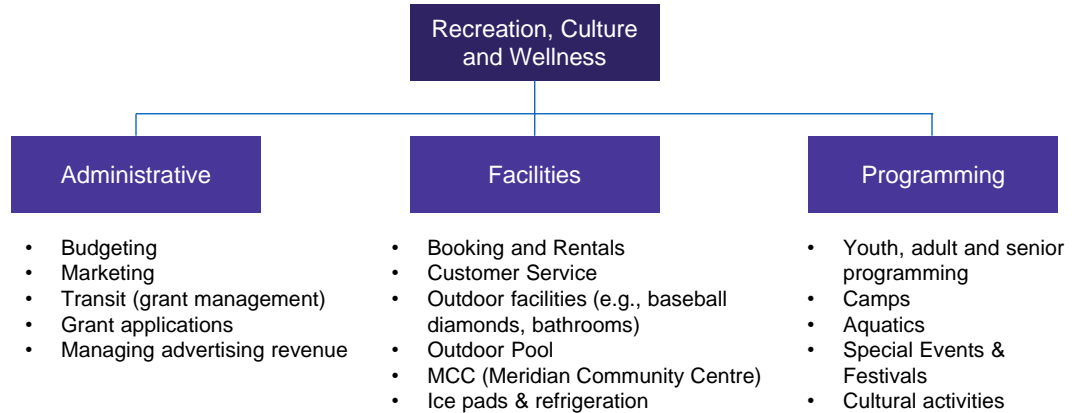
Use when:
- Single line of business
- Common standards are required
- Highly regulated
- Core capability is based in functional expertise or economies of scale

Strengths

- Knowledge sharing within unit
- High functional specialization
- Efficiency & economies of scale
- Standardization

Weaknesses

- Coordination across functions can be difficult without the appropriate span of control

Recreation, Culture and Wellness

Administrative
- Budgeting
- Marketing
- Transit (grant management)
- Grant applications
- Managing advertising revenue

Facilities
- Booking and Rentals
- Customer Service
- Outdoor facilities (e.g., baseball diamonds, bathrooms)
- Outdoor Pool
- MCC (Meridian Community Centre)
- Ice pads & refrigeration

Programming
- Youth, adult and senior programming
- Camps
- Aquatics
- Special Events & Festivals
- Cultural activities

Key Design Principles

1. Span of Control
Span/accountability/support should be appropriate, within limits.

3. Communications
Communication is effective and efficient, both horizontally and vertically.

5. Role, Not the Person
Organizational design is focused on strategy and processes, not individuals.

2. Customer-Focused
Services are designed and delivered with the residents needs in mind.
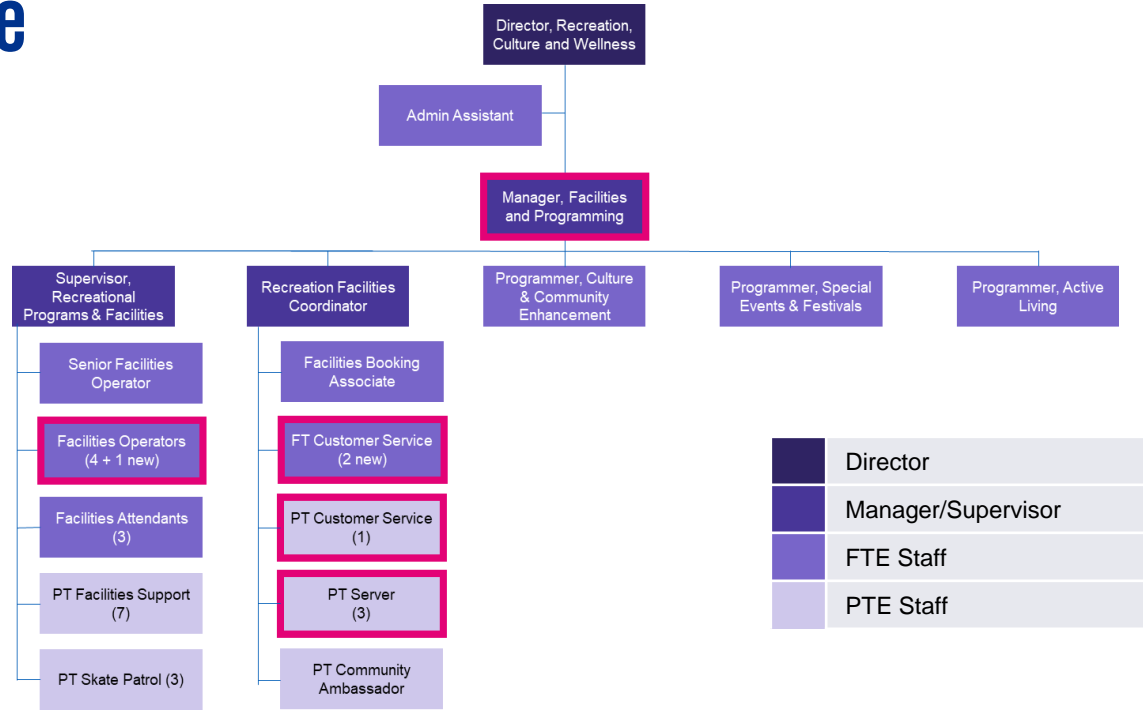
4. Clarity of Role
Each role has clear responsibilities and accountabilities.

Future State Org Structure

Strengths

- One (1) direct report to the Director for the two main functions: facilities and programming.
- Balances workload for Director with reduced span of control.
- Synergies derived from placing all programming under one Manager
- The new Manager position will reduce workload for the Director
- Manager, Facilities and Programming can focus on operational matters allowing teams to focus on service delivery
- Additional Operator position will balance workload across Operators and potentially create capacity for additional tasks
- Consistent customer service delivery with the two full time Customer Service positions

Org Chart

- Director, Recreation, Culture and Wellness
  - Admin Assistant
  - Manager, Facilities and Programming
    - Supervisor, Recreational Programs & Facilities
      - Senior Facilities Operator
      - Facilities Operators (4 + 1 new)
      - Facilities Attendants (3)
      - PT Facilities Support (7)
      - PT Skate Patrol (3)
    - Recreation Facilities Coordinator
      - Facilities Booking Associate
      - FT Customer Service (2 new)
      - PT Customer Service (1)
      - PT Server (3)
      - PT Community Ambassador
    - Programmer, Culture & Community Enhancement
    - Programmer, Special Events & Festivals
    - Programmer, Active Living

Legend:
- Director
- Manager/Supervisor
- FTE Staff
- PTE Staff

Weaknesses

- Increase in the management layer may make the department appear "top heavy"
- Changes in service delivery approach may have an impact on the organizational structure.

Future State Considerations

In the long run, consider the creation of a dedicated **Manager of Programs** to support the department's three (3) programmers. As a component of the department's Master Plan which is under review, the scope of programs, events and festivals is being assessed to determine whether the scope/scale of services are sufficient to meet the needs of Pelham's residents. Given the high utilization of RCW's programmers, any recommendations to adjust programming may warrant an additional management employee to meet workload expectations.

Customer Service Staff

Currently RCW staff employ 5 PT customer service staff that cover 91 hours of front desk and 40.5 hours of bar service per week. We recommend the following structure:

Position	Total Hours
FT customer service (2)	70h
PT customer service (1)	21h
PT server (3)	40.5h

Summary of Organizational Changes

The addition/elimination of the following positions is intended to result in increased efficiency for the organization. The addition of management staff will free up capacity for the Director and create more efficient and effective decision-making and communication process for the department.

Ref #	Position	Rationale	Hours per week	Estimated Annual Financial Impact*	Effect on Total Staffing Compliment
Proposed changes:					
1	Manager, Facilities and Recreation	Creation of a Manager, Facilities to provide dedicated leadership for the Facilities function.	40	$124,800 – $162,500	+1
2	Facilities Operator	Addition one (1) of Facilities Operator will balance workload across operators and potentially create capacity for additional tasks	40	$81,900 – $96,200	+1
3	FT Customer Service	Addition of two (2) FT roles to address high turnover and provide streamlined customer service delivery.	70	$85,800 - $100,350	+2
4	PT Customer Service	Reassign five (5) PT customer service roles to the following positions - 2 FT customer service positions (See ref #3) - 1 PT customer service position (See ref #5) - 3 PT server positions (See ref #6)	100	($100,100) – ($117,100)	(5)
5	PT Customer Service	Keep one (1) PT customer service staff whom will work 21 hours per week at the front reception desk.	21	$21,000 - $24,600	+1
6	PT Server	Addition of three (3) PT bar server positions to work the bar. Combined, they will cover 40.5 hours of bar service per week.	40.5	$35,250 - $41,250	+3
Total Financial Impact*				**$231,650 - $324,800**	**+3**

- Financial impacts are estimated based on expected salary levels plus 30% for benefits for FT and 15% benefits for PT
- Currently there are 5 PT customer service staff. This recommendation suggests converting that complement into 2 FT customer service, 1 PT customer service (for front desk / reception), and 3 PT servers for bar services.
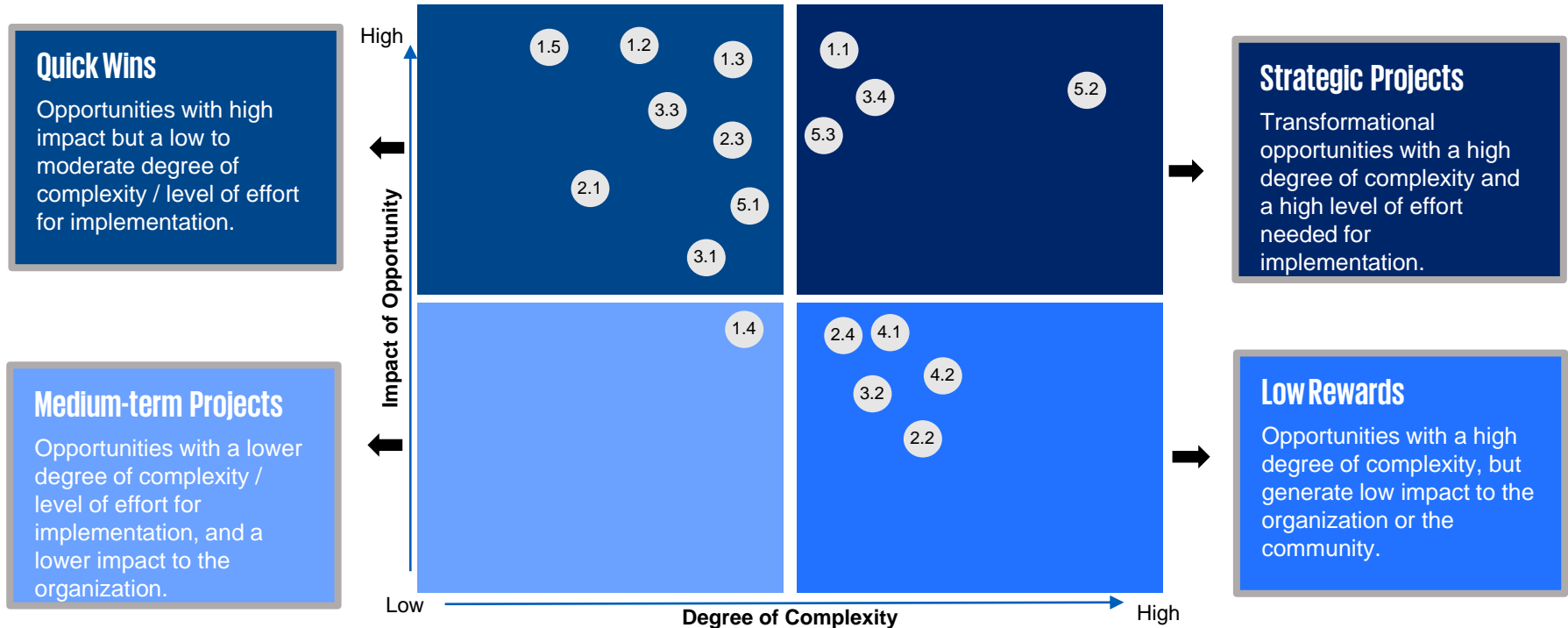
Source: Compensation sourced from Town of Pelham Human Resources

Prioritization Matrix

Using the opportunity matrix below, KPMG ranked the opportunities according to (a) their scope of opportunity and (b) their degree of complexity implement. The matrix can be used to distinguish the opportunities and prioritize the Town's implementation resources and effort.

Quick Wins

Opportunities with high impact but a low to moderate degree of complexity / level of effort for implementation.

Strategic Projects

Transformational opportunities with a high degree of complexity and a high level of effort needed for implementation.

Medium-term Projects

Opportunities with a lower degree of complexity / level of effort for implementation, and a lower impact to the organization.

Low Rewards

Opportunities with a high degree of complexity, but generate low impact to the organization or the community.

Impact of Opportunity (axis: High / Low)

Degree of Complexity (axis: Low / High)

Matrix plotted points: 1.5, 1.2, 1.3, 1.1, 3.4, 5.2, 3.3, 5.3, 2.3, 2.1, 5.1, 3.1 (upper quadrants); 1.4, 2.4, 4.1, 4.2, 3.2, 2.2 (lower quadrants)

Governance and Strategy:
1.1 Develop and formalize operating plans
1.2 Develop Key Performance Indicators (KPIs)
1.3 Improve cross-departmental communication
1.4 Understand responsibilities relating to FIR
1.5 Review line by line budget

Service Standard:
2.1 Clarify roles and responsibilities
2.2 Re-evaluate programming
2.3 Define key service delivery tasks and activities
2.4 Optimize advertisement revenue

Process and Delivery Model:
3.1 Develop standard operating procedures
3.2 Improve understanding around procurement
3.3 Streamline process for late applications and programming
3.4 Update Asset Management plan

Data and Technology:
4.1 Improve understanding around ActiveNet
4.2 Develop/train on Questica budgeting software

People:
5.1 Update job descriptions/titles
5.2 Address middle management gap
5.3 Address concerns with part time employment

Summary
The top opportunities

The Town of Pelham engaged KPMG to conduct a organizational review of the Town's RCW Department. The objective of the review was to assess if the Department is operating efficiently and effectively and is positioned to meet the needs of the Town. The key objectives of the review included assessing the current operations of the MCC (Meridian Community Centre), assessing the current organizational structure for the division, including staffing, the delivery of programming, services, and facility operations, among other objectives.

As part of this work, KPMG performed stakeholder engagement, a jurisdictional review and various other analysis. In collaboration with municipal staff, KPMG identified the Town's top eighteen (18) opportunities that would meet the project objective. The opportunities include the following:
:

Governance and Strategy:
1.1 Develop formalized operating plans.
1.2 Develop Key Performance Indicators (KPI's)
1.3 Improve cross-departmental communication
1.4 Understand responsibilities relating to FIR
1.5 Review line by line budget

Service Standard
2.1 Clarify roles and responsibilities with Public Works
2.2 Re-evaluate programming
2.3 Define key service delivery tasks and activities
2.4 Optimize advertisement revenue

Process and Delivery Model
3.1 Develop standard operating procedures
3.2 Improve understanding around procurement
3.3 Streamline process for late applications for programming
3.4 Update Asset Management plan

Data and Technology
4.1 Improve understanding around ActiveNet
4.2 Develop/train on Questica budgeting software

People
5.1 Update job descriptions/titles
5.2 Address middle management gap
5.3 Address concerns with part time employment

Is the Town ready?
Overall, the Town has initiated steps to increase the efficiency and effectiveness of services through automation, digitization, and process improvement. The work completed as part of this review will serve as a foundation to guide the Town towards a culture of continuous improvement.

Who will lead the implementation of recommendations?
The adoption of new ways to doing things will require governance and oversight. The Town will have to determine the key personnel and stakeholders to be involved in the process and leading the change.

Is the department appropriately funded and resourced to implement recommendations?
From our work and engagement with stakeholders, it is apparent that the Town has an ambitious and forward thinking agenda. We found that the Town is committed to excellence in service delivery and improving customer service. Nonetheless the Town will need to review its resourcing model to achieve its ambitious agenda.

Appendix A:
Scope of Review

Town of Pelham
Recreation, Culture and Wellness Organizational Review
Final Report

Project Approach

KPMG's approach to this project was divided into four (4) phases. Each phase was focused on the accomplishment of specific tangible objectives and activities. Below is an outline of KPMG's approach for each phase.

Phase 1: Project Initiation June – July	Phase 2: Current State Assessment July – September	Phase 3: Organizational Structure September - October	Phase 4: Final Report & Presentation November – December
Met with the Project Sponsor and Town of Pelham's Project Team to clarify expectations, refine lines of inquiry, and develop a subsequent work program for the engagement.	Collected relevant information on RCW's current mandate, structures and operations, and conducted stakeholder engagement exercises.	Developed structure options for the RCW department by leveraging design principles to select the optimal organizational structure.	Developed a draft final report and recommendations for the Town of Pelham's consideration. Incorporated the Town of Pelham 's feedback and presented the final report.

Documents Reviewed

Throughout the project KPMG reviewed documentation provided by the Project Team and documentation discovered during desktop research to support the analysis. Below is a listing of the documentation reviewed over the course of this project.

Document Title	Document Title	Document Title	Document Title
2022 RCW Organizational Chart	Final 2019-2022 Strategic Plan adopted May 6, 2019	Strat plan 2021-2022 updated priorities sept 2020	May 8, 2019 ORFA Report re MCC
TOP 2021 Annual Financial Report – Draft – June 13	Job Descriptions – Active Living Programmer	Job Descriptions – Administrative Assistant to Recreation, Wellness and Culture	Job Descriptions – Customer Service
Job Descriptions – Culture and Community Enhancement Programmer	Job Descriptions – Director, Recreation, Culture and Wellness	Job Descriptions – Facilities Attendant	Job Descriptions – Facilities Operator
Job Descriptions – Facilities Rental Associate	Job Descriptions – Facilities Support	Job Descriptions – Recreation Facilities Coordinator	Job Descriptions - Senior Facilities Operator
Job Descriptions – Stake Patrol	Job Descriptions – Special Events and Festivals Programmer	Job Descriptions - Supervisor Recreational Programs and Facilities	

Stakeholders Engaged

Throughout the project KPMG engaged stakeholders to gain an understanding of the current operating environment and obtain their perspectives regarding the desired future state. Below is a listing of all the stakeholders engaged over the course of this project.

Stakeholders Engaged	Stakeholders Engaged	Stakeholders Engaged	Stakeholders Engaged
Director, RCW	Supervisor, Recreational Programs and Facilities	Recreation Facilities Coordinator	Programmer, Culture & Community Enhancement
Programmer, Special Events & Festivals	Programmer, Active Living	Facilities Booking Associate	Senior Facilities Operator
Manager, Public Works	Treasurer	Human Resources / Health and Safety Coordinator	Facilities Attendant, Public Works
CAO	Mayor	Councilor, Ward 1	Councilor, Ward 2
Councilor, Ward 3			

Comparators Engaged

Throughout the project KPMG engaged five (5) comparator municipalities to gain an understanding of leading practices employed throughout the Niagara region. Below is a list of the comparators engaged over the course of this project.

Comparator Engaged	Comparator Engaged	Comparator Engaged	Comparator Engaged
Town of Lincoln (Associate Director of Recreation and Culture)	Town of Grimsby (Director of Recreation, Facilities and Culture)	City of Port Colborne (Manager of Recreation)	City of Welland (Director of Community Service)
City of St Catharines (Manager of Programs and Culture Services)			

KPMG

kpmg.ca