Service Delivery Review – Recreation and Cultural Services

The Corporation of the Municipality of Mississippi Mills

Final Report, DRAFT v0.2

July 2018

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Context

Situation

The Municipality has a unique and rich heritage. It consists of rural farming, desirable outdoor landscape and a vibrant downtown. The Municipality has made a conscious decision to invest in cultural and recreational services as a basis for economic development; attracting residents, visitors and businesses. Since its amalgamation in 1998, the population of Mississippi Mills has been increasing. However, like many other municipalities in Ontario, Mississippi Mills is experiencing a shift to an aging population causing service demand changes. This, along with continued economic pressures, leaves many municipalities across Ontario questioning – what services should we deliver? And how best do we deliver them? It is within this context that the Municipality recognizes a desire to understand how effective it's services are and if there are any efficiencies to help address the economic realities.

Objectives

The Municipality has initiated a review of the Recreation and Cultural Services (RCS) department, with the following objectives:

- To describe and evaluate the RCS department operating structure and services
- ► To critique the department's operations; identify opportunities for increasing efficiencies and improving service quality

In this Document

The purpose of this report is to:

- Summarize the current environment, factors that have an impact on the Municipality's operations and service delivery
- Provide recommendations to the Municipality to help improve operational efficiencies and service delivery
- Outline a proposed roadmap for those recommendations
- Describe in detail the recommendations
- Layout additional opportunities available to the Municipality

Note: The recommendations in this report are predicated on the findings and observations made in the Interim Report dated June 2018. Appendix A provides a summary of those key observations.

BACKGROUND

Mississippi Mills is one of eight municipalities within Lanark County

Below is an overview of key facts of the about the Municipality and how it ranks to its peers in Lanark County.

	Mississippi Mills	Lanark County Median	Rank
Population	13,163	6,787	Highest
Households	5,550	3,712	Highest
Area (Sq. KM)	520	323	Median
Municipal Staff Total	136	44	Upper Quartile
Operating Revenues	\$18.7 million	\$7.4 million	Upper Quartile
Operating Expenses	\$18.7 million	\$6.9 million	Upper Quartile
RCS Staff Total	24	16	Median
Percent of Total Workforce	18%	21%	Lower Quartile
RCS Revenues	\$0.6 million	\$0.4 million	Median
RCS Operating Expenses	\$1.9 million	\$1.0 million	Median
Outdoor Recreation Space	*609,833 SqM	7,206 SqM	Highest

Source: Publicly available information from FIRs

^{*} Data from Mississippi Mills RCS Master Plan 2013

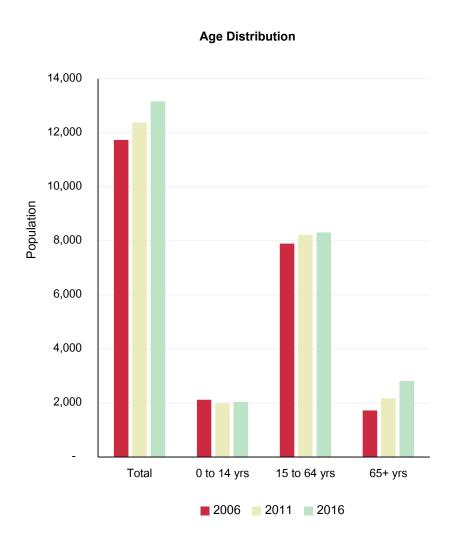
There are several influencing factors impacting the Municipality's future delivery of services and service levels

Factor	Description
Political	 Elections – the recent provincial and upcoming municipal election brings a degree of uncertainty. This can cause delays on decision-making that can impact economic and social aspects of the Municipality. Increasing legislative requirements – legislative changes can have a ripple effect on the operations of municipalities. Examples include the new asset management planning regulation under the Infrastructure for Jobs and Prosperity Act, and the Fair Workplace, Better Jobs Act. These may cause changes to ways of working, or the Municipality's staff composition.
Economic	Ontario's economy is improving – from a business perspective, Mississippi Mills' downtown core is flourishing, the Municipality is attracting new businesses. This has played a substantial part in attracting the middle class. However, the provincial debt is at an all time high. This may impact businesses and residents in terms of spending habits, wages and job growth and potentially the municipality in terms of availability of grants or competition for those grants.
Social	 Aging population – the Municipality's population is growing, and changing. The 65+ age group grew by over 60% in the last decade, pushing the median age from 42.6 to 47.9. This population shift will have an impact on the type of services and accessibility of services. Increase in mental health awareness – Promoting mental health and wellbeing in the workplace is becoming increasingly important. The impact of this on all organizations is having access to trained individuals who are skilled in managing HR related activities to support staff and promote wellbeing in the workplace. Different service expectations – the divide between rural and urban population has become more prominent with the influx from nearby cities. The implication to the Municipality is being able to balance the difference in service expectations.
Technology	▶ Rise of digital channels – increasing use of technology creates a demand for easy and accessible services / information. This will have implications as to how the services are delivered (e.g. online program registration). Additionally, new digital channels make it easier for residents to vocalize opinions about local issues and government, increasing the need for the Municipality to manage public responses.

Mississippi Mills has a growing and aging population

Observations

- The Municipality's total population has experienced an increase over the last decade:
 - 5.5% increase between 2006 to 2011
 - 6.3% increase between 2011 to 2016
- Not all age groups are increasing at the same rate. The '65 and older' age category has grown by 63.4% since 2006, indicating an aging population. The "15 to 64" age category grew by only 5.3%. In contrast, the '0 to 14' age category experienced a decline of 3.8%.
- ► The median age increased from 42.6 to 47.9 in the last decade, further indicating an aging population.
- The Municipality's demographic is an important input into the type of services and the respective service levels offered by the RCS department.



Certain work drivers have changed which impact the RCS department's ability to deliver services efficiently and effectively

Changes in work driver demand can have a material impact on the efficiency and effectiveness of service delivery. Overall, there has been an increase in the services provided by the RCS department. Below is an overview of the degree of change for each service. We use this information to consider the potential implications it has from an operations perspective.

Work Driver		Degree of Change
Population size	û	Increase – 12.1% over the past decade and population shift to seniors
Size (sq. km)	û	Increase – the Municipality has grown 10 SqKM since 2006
Number of Businesses	û	Increase – the Municipality has a highly utilized downtown and expanding business park
Number of Recreational Programs	仓	Increase – with non-municipal run programs
Outdoor Recreation Facility Space	仓	Increase – splash pad, skate park and new parks
Number of Trails	仓	Increase – extension of existing and net new trails
Number of Events and Festivals	仓	Increase – while some events have stopped running (Pakenham Home Show), more have been added (e.g. Movie Night in the Park, Downtown Almonte Car Show)
Legislation	仓	Increase – Asset Management, Fair Workplaces, Better Jobs Act

EXECUTIVE SUMMARY

As the Municipality continues to grow and change so should the Recreation and Cultural Services' department

Transform the role of Recreation and Cultural Services

Change is happening to Mississippi Mills; the demographic, population growth, legislation and technology. Our review suggests that while residents are generally happy with recreation and cultural services there are changes that can improve the quality of services and the efficiency in which they are delivered. The Municipality has an opportunity to transform the role of the RCS department and reinvent itself as Community and Cultural Services. This transformation requires technology, changes to processes and organization. These changes and will help the Municipality to scale and manage both growth and uncertainty as summarized below:

Embrace Technology

Currently, the RCS department operates largely paper-based and high reliance on key individuals. Over the coming 3-5 years a large portion of the RCS staff will be eligible for retirement representing an operational risk. In addition, as new residents continue to move to Mississippi Mills their expectation of accessing services and information will undoubtedly shift to digital first.

Modernize Processes

As the Municipality continues to grow and add new assets, programs and events it also needs to advance the processes and practices of the staff that maintain those assets or support programs and events. As such, the Municipality should consider modernizing how resources are managed, allocation of staff, quality assurance of activities and have supporting information (performance metrics) to demonstrate improvements and delivery of services.

Organize for Scale

Recreation and cultural services will continue to be a sought after service that the Municipality provides. To help ensure it continues to do so, organizational changes can help to address resource gaps, improve capabilities and allow for the Municipality to scale.

Critical to this is introducing a Director role for RCS and realigning responsibilities of current RCS management.

The following pages provide an overview of the opportunities to achieve the above and reinvent the RCS department of today.

Shifting of responsibilities and rationalizing committee involvement can achieve greater alignment within the department

Opportunity	Page Ref.	Timing	Impacted Area	Opportunity Type
			·	
Establish a grant management process.	20	Short	Whole RCS	Efficiency
Provision of HR services across the Municipality.	21	Short	Whole RCS	Service Improvement
Provision of communication services across the Municipality.	22	Short	Whole RCS	Service Improvement
Rationalize committees and re-align to RCS services.	26	Medium	Whole RCS	Efficiency
Shift in responsibility to support more events and lead less.	28	Long	Economic Development	Efficiency
	'			

The majority of these opportunities will alleviate much of upper management's time, allowing each to dedicate their efforts to activities specific to their own department. This will ultimately improve efficiencies and service delivery to residents.

Improvements to resource management can achieve cost efficiencies

Page Ref.	Timing	Impacted Area	Opportunity Type
23	Short	Economic Development	Service Improvement
24	Medium	Outdoor Space	Efficiency
27	Medium	Outdoor, Facility Op.	Service Improvement
29	Long	Whole RCS	Efficiency
	23 24 27	23 Short 24 Medium 27 Medium	23 Short Economic Development 24 Medium Outdoor Space 27 Medium Outdoor, Facility Op.

There are several opportunities for the Municipality to improve internal efficiencies through process improvement and create a more predictable workload for staff.

Additionally, the Municipality conducts a large amount of Downtown Improvement Area (DIA)-type activities for local businesses, which provides an opportunity for the Municipality to share a portion of the costs with businesses.

Technology can help achieve greater efficiencies by reducing staff workload through self-service

Opportunity	Page Ref.	Timing	Impacted Area	Opportunity Type
Provide online services to automate registration / booking for programs and facilities.	19	Short	Programs, Facility Op.	Service Improvement
Implement a procedure to track and resolve public complaints.	25	Medium	Whole RCS	Efficiency
	-		,	

Digital and technology opportunities will help to improve efficiency as well as shift staff time to higher valued activities. It will also enable residents that choose to use online services to accommodate their needs.

Recommendations have been phased over 3 years to implement starting in the fall of 2018

2018		2019				2020				20	21	
Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q 3	Q4
Organizati	m (5) s and Practic ion and Gov d Technolog	ernance (3)		Proce Orgar	um Term (4) sses and Pr nization and I and Techno	actices (2) Governance	÷(1)					
								F	ong Term (2 Processes and Organization a Digital and Te	d Practices (and Governa	nce (1)	

The above roadmap is a suggested prioritization to implement the opportunities. The prioritization takes into consideration ease of implementation and estimated benefits. It is our recommendation that following the acceptance of this report the RCS department Management team further validate the timeframes and develop detailed capital plans to implement any opportunities deemed appropriate.

Other opportunities beyond what have been listed in this section are available in the Section – Additional Opportunities and should also be considered by RCS Management. During this review we also provided the Municipality with tactical recommendations for consideration of renewing the curling club agreement – see Appendix C for details.

RECOMMENDATION DETAILS

An introduction to the recommendations section

Types of Recommendations

In this section, we present the recommendations that will have the greatest impact to the RCS department. Each recommendation is provided as a two-page Project Overview Document (POD).

This is a shortened business case. It includes analysis of the recommendation with figures and calculations to better portray the potential costs and savings.

Descriptions used in this section

Below is a brief description of the contents provided for each recommendation.

- **Situation** the problem statement
- **Recommendation** the proposed solution
- Benefits the potential advantages of executing the recommendation
- **Key Assumptions** the assumptions used for quantifying the recommendations
- Risk and Potential Barriers the potential roadblocks faced when implementing and executing recommendations

- **Impacted Area** the core services (service level 2) that the recommendation targets
- **Timing** the proposed time of recommendation execution

Short term: 0 to 12 months

Medium term: 12 to 24 months

Long term: 24 months +

- Opportunity Type the benefit the opportunity will bring
 - Service Improvement: improves the quality of the service
 - Efficiency: improves the efficiency of delivering the service

The following section is ordered by timing, starting with those that the RCS department should consider undertaking in the short term.

#1 – Provide online services to automate registration / booking for programs and facilities

Impacted Area	Programs, Facility Op.
Timing	Short Term
Opportunity Type	Service Improvement

Situation

Online program registration, payment and facility booking are not available to the Public. Rather, residents complete, and print forms located on the website or at Townhall and submit them to the RCS Administrative Assistant. Records of bookings are maintained as hard copy. Many RCS staff do not have access to the system and instead receive printed monthly schedules of facility and ice bookings. Having a limited number of staff with knowledge of this process presents operational risks, should these staff members be unavailable.

While the Municipality is using software (ActiveNET) it is not utilizing its full capability e.g. self-service.

Recommendation

- Provide full online services for programs and facility bookings from registration to payment processing.
- Provide editable RCS forms through ActiveNET.
- Provide ActiveNET training to more RCS staff and allow limited access to them.

Benefits

- Reduction in staff workload.
- Reduction in physical storage of forms and receipts.
- Reduction in operational risk; knowledge concentration and miscommunications between staff.
- Improve wait time and service delivery time.
- Allows greater flexibility for residents to book services (e.g.24/7) and self service.
- Reduction in gueries for schedule of events or programs.

Key Assumptions

- A percent of the population will use online forms or the ActiveNET self-services.
- Accounting system is able to process online payments.

Risks and Potential Barriers

- Poor uptake from residents.
- Staff adoption and adherence to using the system.

#2 – Establish a grant management process

Impacted Area	Whole RCS
Timing	Short Term
Opportunity Type	Efficiency

Situation

Within the Municipality each manager is responsible for grants (identification and submission). In comparison to peers, the RCS department has received less revenue from grants in recent years. Metrics regarding available grants and performance of submissions were not available and are not tracked other than the amount of grants they receive in a given year.

Recommendation

- Establish ownership for grant management across all departments.

 This should be with a member of the senior leadership team. This activity would include: identifying potential grant sources, any opportunities available for the Municipality to respond to, delegation of opportunities to the senior leadership team to deliver and track the submissions / win ratio.
- ► Establish templates and reference material for Municipal staff to use when developing grant proposals.

Benefits

- Increase in grant funding for the RCS department.
- Greater insight on availability of funding and rationale for win/loss of grants.

Key Assumptions

- The department has the same chances of being awarded grants as it's peers.
- ▶ The five year annual peer average is a reasonable amount to receive.
- The Municipality will be able to implement this change using existing resources once the organizational changes are made.

Risks and Potential Barriers

Increase in grant funding may take time, immediate gains may not been seen.

#3 – Provision of HR services across the Municipality

Impacted Area	Whole RCS
Timing	Short Term
Opportunity Type	Service Improvement

Situation

A growing trend is social responsibility to staff well-being, including mental health. Managing these in addition to regular HR related activities (hiring, performance management, training, termination and labour relations) can be time consuming, difficult and require Human Resource (HR) capabilities.

Currently, the responsibility of these HR activities lies with the senior management team and the CAO as an escalation point. In addition, the Municipality does not have guidance or documentation to support senior management on HR related activities and issues. Without formal HR practices in place, the Municipality has experienced continuous issues – little succession planning, ineffective performance management, limited training programs, non-standardized onboarding, as well as inconsistent and undocumented discipline matters. HR matters are also usually time sensitive, disruptive to planned work and time consuming.

Recommendation

- Address the HR gap by provisioning HR services. Consideration should be given to potential options such as a part-time HR Coordinator or sharing a resource with neighbouring municipalities / the County.
- Implement HR related guidelines and awareness training for senior management.

Benefits

- Formal succession planning and onboarding processes to ensure department's are fully equipped with capable and qualified staff.
- Standard approach to discipline matters.
- Alleviate workload of upper management conducting HR activities.

Key Assumptions

- Wages are a reasonable amount.
- The HR service would help implement the HR guidelines, training and support services.

Risks and Potential Barriers

Difficulty in finding a qualified candidate.

#4 – Provision of communications services across the Municipality

Impacted Area	Whole RCS
Timing	Short Term
Opportunity Type	Service Improvement

Situation

The Municipality does not have a dedicated communications role, part of the Deputy Clerk's role is communications, however the primary focus has been on internal communications with Council. Additionally, there is a substantial amount of external communications, marketing and advertising that occurs within the Municipality.

- Currently the Community, Economic and Cultural Coordinator has devoted much effort into the marketing, promotion and advertising of events and programs. While necessary, these activities require dedication and effort, some of which could be further spent on other activities such as economic development, tourism and business attraction / retention. Additionally, each department is tasked with updating their section of the Municipal website, leading to inconsistencies and dated information.
- In addition, while the resident survey suggests that the Municipality does a good job at communications, maintaining this level of effort has proven difficult. Previously, much of the external communications was managed by the CAO by addressing both planned and ad-hoc communication of key messages to the public. While this would likely continue, having communication expertise to handle the messaging may alleviate effort and mitigate risks.

Recommendation

 Address communications gap by provisioning communication services to cover external communications, marketing and advertising.
 Consideration should be given to potential options such as, a parttime Communications & Marketing Coordinator, or sharing a resource with neighbouring municipalities or the County.

Benefits

- Consistent approach to communicating with residents.
- Alleviate communication workload of RCS Managers and CAO.
- Greater consistency and quality of the Municipality's websites.

Key Assumptions

Wages are a reasonable amount.

Risks and Potential Barriers

- Difficulty in finding a qualified candidate.
- No improvement in external communications and marketing.

#5 – Charge local businesses for DIA activities conducted by the Municipality

Impacted Area	Ec. Development
Timing	Short Term
Opportunity Type	Service Improvement

Situation

The downtown core is a desirable location for businesses. It has high occupancy rates and little turnover. However, it operates without a Downtown Improvement Area (DIA). As a consequence, the Municipality has taken up the responsibility of funding and providing resources to deliver DIA related services. For example, beautification and seasonal decoration of the downtown core. In comparison to other municipalities this is uncommon and can be costly. While businesses provide some financial assistance for specific activities (e.g. flower baskets), the majority of DIA-related costs are covered by the Municipality.

Recommendation

Charge local businesses a DIA levy. The charge should be phased in over a period of time with a goal to achieve 80% of the related DIA costs that the Municipality currently provides. This would include:

- Establish a committee to explore opportunities for sharing responsibility (boundaries and scope of services)
- Assess options for cost sharing
- Develop a cost sharing arrangement
- As required, enact an agreement or bylaw that outlines the terms

Benefits

- With partial funding, the Municipality will be able to eliminate resource gaps and clarify scope of service for DIA related activities.
- Offset DIA related expenses with levy.

Key Assumptions

- 25 businesses are within the scope of the DIA levy.
- Future operating expenses will remain inline with 2017 costs.
- Assumes the RCS department will be able to implement this levy using existing resources.

Risks and Potential Barriers

Businesses may not support levy.

#6 – Extend the use of the lawn-cutting contractor to other outdoor spaces

Impacted Area	Outdoor Space
Timing	Medium Term
Opportunity Type	Efficiency

Situation

The Municipality's outdoor space and assets continues to grow (new parks, splashpads, skateparks, etc.) without an increase in resources to manage the outdoor space. This resource gap hinders RCS' ability to deliver park-related services. In recent years, this has led to an increase in the volume of public complaints received by the department. Additionally, some public space areas are maintained by non-parks staff such as the roundabout, which is maintained by the Beautification Students under the direction of the Community, Economic and Cultural Coordinator. This causes conflicting priorities and varying service standards across the department.

Currently, of the 26 parks that RCS manages, the grass-cutting of three are contracted to a 3rd party. Many of the parks are concentrated in the Almonte ward.

Recommendation

Increase the number of outdoor spaces maintained by the contractor. Focus on park areas that are close to those already in scope for the contractor and do not require special services e.g. lining grass for soccer field.

Benefits

- Repurpose staff time towards management of new parks and park assets e.g. splashpads.
- Improve the conditions of public outdoor space.

Key Assumptions

Contractor is able to provide services to additional outdoor spaces at the same price.

Risks and Potential Barriers

- Contractor is unable to extend current contract scope will need to go to market for selecting a new contractor.
- Quality of service may not be at the desired level requiring additional time to procure a new vendor.

#7 – Implement a procedure to track and resolve public complaints

Impacted Area	Whole RCS
Timing	Medium Term
Opportunity Type	Efficiency

Situation

The Municipality recently introduced new guidelines for managing formal complaints. However, a growing trend is informal complaints that occur on social media, direct to council members or staff. Both formal and informal complaints require tracking, investigation and follow-up. The RCS department relies on individuals to help ensure this happens effectively and in a timely manner. Currently, most complaints are received via phone or emails directly by the RCS department. However, the complaints are not recorded. Once the complaints are passed along to staff, there is no way of knowing the status of resolution – there is no follow-up process to ensure completion. This can cause resident frustration due to poor customer service experience, which may possibly lead to an increased volume of repeat complaints.

Recommendation

- Using the new guidelines, create a procedure for handling complaints
 which includes the roles and responsibilities of the RCS department.
- Implement an excel-based solution for recording, notifying and tracking progress against public complaints, and the completion of RCS work orders to resolve complaint.

Benefits

- Improved customer service.
- Improved quality of RCS space and assets.
- Increased efficiency reduce the need for staff to communicate and investigate complaints.
- Performance metrics to help improve RCS operations.

Key Assumptions

- Performance metrics will be monitored by RCS management and supervisors to ensure compliance with Municipality's complaints guideline.
- The Municipality will be able to implement this change using existing resources once the organizational changes are made.

Risks and Potential Barriers

Adherence to the complaints procedures including tracking of complaints.

#8 – Rationalize committees and re-align to RCS services

Impacted Area	Whole RCS
Timing	Medium Term
Opportunity Type	Efficiency

Situation

RCS staff are actively involved in 14 advisory committees. Committees are also a driver of work for staff through the interactions required with each committee; preparation, research, report writing, attendance and follow-up. In addition, staff members often present information to Council on behalf of the committees.

Many of the committees have overlapping and similar scope (e.g. the AOTH and the Arts and Culture Committee; or CEDC, Beautification and Agricultural Committees). Furthermore, there are gaps as it relates to the primary services that RCS provides; most there is no committee that is responsible to look at RCS programs.

Recommendation

- Review the 14 advisory committee terms of reference. Rationalize committees where there is overlap and consider realigning them to RCS's scope of services (Economic Development, Programs, Facility Operations, and Outdoor Space).
- On an annual basis create a plan for each committee on key objectives to help predict staff effort.

Benefits

- Improved communication and alignment between staff and committees.
- Improved clarity of goals and objectives for each committee.
- Allow for public input on all services, ultimately leading to improvement in service delivery.

Key Assumptions

- Reduction in staff time commitment.
- Committee can remain functional with less staff commitment.

Risks and Potential Barriers

Committee members are not supportive of changes.

#9 – Establish a formal work order management process

Impacted Area	Outdoor, Facility Op.
Timing	Medium Term
Opportunity Type	Service Improvement

Situation

Today, the RCS department does not have a work order management process, system or paper-based. This can lead to inefficient use of resources and difficulties for performance management. Moreover, the department's time and attendance management process are paperbased, with no overall reporting capabilities. Additionally, the RCS department had two supervisors with differing oversight practices leading to inconsistent and potentially inefficient resource management. As a consequence, RCS staff did not have standardized handbooks, guidelines or checklists. Currently, there is no formal process in place for outdoor space inspections, resulting in reactive (rather than proactive) maintenance of parks, trails, etc.

Recommendation

- Implement an excel based solution to capture work orders and time tracking for RCS staff.
- Provide a checklist of duties that relate to RCS activities and standardize work orders based on those activities. Create completion time expectations and have management assess variances.
- Introduce a formal quality assurance and performance management process whereby the Supervisor will have the overall responsibility for ensuring that processes are followed and up to quality standards.

Benefits

- Gained capacity due to improved workforce productivity to avoid future staff increases.
- Performance metrics will be available to assess individuals as well as the department.
- Ability to quickly respond to complaints or mitigate complaints.
- Reduce risk of staff turnover and improve onboarding of new staff.

Key Assumptions

- Supervisor will ensure compliance with implemented process.
- The Municipality will be able to implement this change using existing resources once the organizational changes are made.

Risks and Potential Barriers

- Difficulty to create and implement solution.
- Change management to ensure staff are comfortable and capable of using the solution.

#10 – Shift in responsibility to support more events and lead less

Impacted Area	Ec. Dev.
Timing	Long Term
Opportunity Type	Efficiency

Situation

Mississippi Mills is a desirable place to visit, work and live as there are many cultural activities and events. Currently, there are over 30 annual events. The RCS department leads 18 of these events, some of which are duplicated between the wards. In comparison to peers, Mississippi Mills has the largest event budget and leads almost twice as many events.

In addition, the culture and event activities are highly reliant on a few key individuals in the Municipality.

Recommendation

- Over a period of three years shift the focus of RCS staff from leading events to a more supportive role. Limit the lead role to key events such as Canada Day, Light Up the Night and the Santa Clause Parade.
- Create a support structure for events, including planning packs for leading an event, access to supporting material and contacts.

Benefits

- By leading less events the department will be able to support more or events (e.g. introduce new events) with the same resources they have today.
- Avoids the need to hire additional staff to lead and support events.
- Decreases the RCS' operating expenditure.
- Reduces staff workload and risk of overworking key resources.

Key Assumptions

Assume that the Municipality will lead Canada Day and Christmas events; however, will not repeat events (e.g. one Santa Clause parade for the municipality).

Risks and potential barriers to overcome

Community groups do not take an active role in leading events and festivals.

#11 – Improve resource management by building an RCS resource plan

Impacted Area	Whole RCS
Timing	Long Term
Opportunity Type	Efficiency

Situation

Recently, RCS has begun to experience an increase in workload with new additions of trails and parks, including the skate park and splash pad. However, there has been no change in capacity (headcount). Additionally, full-time and part-time staff have limited availability in the summer, creating additional resource gaps.

Recommendation

- Using an Excel model, build an RCS resource plan for current and future workload for each RCS service. The resource plan will help predict the impact of new assets and additional workload.
- Include resourcing for all RCS responsibilities (e.g. events, programs, parks etc.) and the level of effort that will be needed (e.g. # FT).

Benefits

- Proactive approach will likely improve resident satisfaction.
- Planned resourcing will increase staff efficiency.
- Improved budgeting and forecasting of expenses.

Key Assumptions

Resource plan will be monitored by management to ensure the right measures are put in place to accommodate changes in workload.

Risks and potential barriers to overcome

Unpredictable work drivers will not be captured during the planning process.

ADDITIONAL OPPORTUNITIES

An introduction to the additional opportunities section

Themes	Opportunities	Problem statement	Description	Opportunity Type	Impacted Area	Financial Benefit	Impact to Residents	•	Difficulty to Implement	
Processes / Practices	Create an RCS KPI dashboard.	There are no performance metrics for the RCS department.	The KPI dashboard will align with the Municipality's corporate strategy and performance management of staff.	Efficiency	Whole RCS	1	2	2	3	1.9

There are 16 additional opportunities. These recommendations are less impactful on the RCS department.

Opportunity Type:

- The type varies depending on the impact it has.
 - Service Improvement: the primary benefit is improving the quality of the service
 - Service Efficiency: will result in more efficient municipal operations.

Impacted Area:

The core services (service level 2) that the recommendation targets

Financial Benefit - Weight = 0.30

- Score 1: No financial benefit derived (net may increase cost)
- Score 2: Some financial benefits derived
- Score 3: Significant cost savings or revenue generating

Impact to Residents – Weight = 0.25

- Score 1: No noticeable impact felt
- Score 2: Noticeable impact, but only to a portion of residents
- Score 3: All residents will feel impact

Impact to Organization – Weight = 0.25

- Score 1: Impact is within a department
- Score 2: Impact is multi-departmental
- Score 3: Impacts the entire organization

Difficulty to Implement – Weight = 0.20

- Score 1: Very difficult barriers need to be removed to implement
- Score 2: Moderate requires some investment of time or effort to implement
- Score 3: Easy within the current control of the Municipality to implement

Opportunity Score:

The opportunity score is the sum of the above criteria

Additional Opportunities (1 of 3)

Themes	Opportunities	Problem statement	Description	Opportunity Type	Impacted Area	Financial Benefit	Impact to Residents	Impact to Org.	Difficulty to Implement	
Processes / Practices	Identify opportunities to increase the use of the arenas during summer months.	Both arenas are infrequently used in the summer season.	Use committees and staff to research, identify and assess options that will be most beneficial to the Municipality and residents.	Service Improvement	Facility Op.	2	3	2	3	2.5
Processes / Practices	Ensure new developments includes the scope for designing and building outdoor space.	RCS responsibilities are increasing beyond capacity and capability.	RCS role will be to maintain and advise on design rather than lead, reducing responsibility and addressing resource gaps.	Efficiency	Outdoor Space	2	1	3	3	2.4
Digital / Technology	Create a municipal technology strategy.	The County does not provide IT advisory services to inform the Municipality of opportunities to automate or digitize services.	The strategy will address both internal IT as well as improving digital services.	Efficiency	Whole Municipality	2	2	3	3	2.4
Processes / Practices	Create volunteer management practices and guidelines.	Volunteers are heavily relied on, however there is no consistency in the training they receive.	Staff will create a standardized training and management procedure that will ensure all volunteers get equal training and feedback.	Service Improvement	Ec. Dev. Programs	1	3	2	3	2.2
Processes / Practices	Create an RCS KPI dashboard.	There are no performance metrics for the RCS department.	The KPI dashboard will align with the Municipality's corporate strategy and performance management of staff.	Efficiency	Whole RCS	1	2	2	3	1.9
Digital / Technology	Contract 3 rd party to provide both IT and AV services.	While IT is contracted through the County, there is no day-to- day personnel available on premise, nor anyone trained to maintain AOTH AV equipment.	Assign a point person at the Municipality to maintain communication with the 3 rd party (e.g. planning / coordination of IT opportunities and escalation of issues).	Efficiency	Facility Ops.	2	1	3	2	1.9

Additional Opportunities (2 of 3)

Themes	Opportunities	Problem statement	Description	Opportunity Type	Impacted Area	Financial Benefit	Impact to Residents	Impact to Org.	Difficulty to	
Organization / Governance	Give Public Works ownership of the RCS fleet.	There is inconsistent storage and duplication of fleets between RCS, Public Works and Beautification.	Public Works would be responsible for storage and maintenance of all fleets.	Efficiency	Outdoor Space	2	1	2	3	1.9
Organization / Governance	Give Public Works the responsibility of RCS and Beautification equipment maintenance.	Beautification stores their equipment between Public Works and RCS. RCS are not able to maintain their own equipment due to lack of training / skillset.	A central storage location and correct processes to effectively track and conduct equipment maintenance will increase the lifespan of equipment.	Efficiency	Outdoor Space	2	1	2	3	1.9
Organization / Governance	Improve communications across the Municipality.	Having two buildings for municipal staff that are not in close proximity is not cost efficient and has also lead to feelings of disconnect between the different departments.	Upper management to identify a process that allows for enhanced communication, such as having scheduled team meetings.	Service Improvement	Whole Municipality	1	1	3	3	1.8
Organization / Governance	Standardize practices on performance management, quality control and communications.	Management and supervisors within the RCS department manage staff independently and inconsistently.	Upper management to identify a standard process that prevents gaps for staff issues to be raised.	Service Improvement	Whole RCS	1	1	3	3	1.8
Processes / Practices	Build an RCS succession plan.	Approximately 4 RCS staff will be retiring in the next 5 years, with no succession plan in place.	Work closely with the future HR personnel (reco. #4) to build a succession plan for RCS and across the Municipality.	Efficiency	Whole RCS	1	1	3	3	1.8

Additional Opportunities (3 of 3)

Themes	Opportunities	Problem statement	Description	Opportunity Type	Impacted Area	Financial Benefit	Impact to Residents	Impact to Org.	Difficulty to	
Processes / Practices	Create an evidence based performance evaluation process	There is no formal / enforced evaluation process conducted by the RCS department (or the municipality as a whole)	This will help ensure staff are incentivised to do good work but also reprimanded for poor performance when not addressed.	Service Improvement	Whole RCS	1	1	3	2	1.6
"	Create a distinct scope of duties for PW and RCS.	Facilities and outdoor space maintenance is performed by multiple departments. This leads to inconsistency and unmaintained assets.	RCS scope will cover all non- mechanical maintenance (e.g. park benches, play equipment). PW will cover mechanical maintenance (e.g. splash pad, equipment maintenance).	Efficiency	Facility Ops Outdoor Space	1	1	2	3	1.6
Processes / Practices	Change the current arena shift schedule to alternate shifts (e.g. 4 days on, 3 days off).	The current shifts are 7 days, 2 days off, 8 nights, 4 days off. This has caused strain and exhaustion for many staff.	Identify a shift schedule that works best for the staff, which will decrease staff exhaustion and increase staff morale and efficiencies.	Efficiency	Facility Op. Outdoor Space	2	1	1	2	1.5
Processes / Practices	Create a protocol for ensuring safety for staff that work alone.	Currently, there is only one staff member present in the building at night during ice flooding, which creates an unsafe situation.	Work closely with arena staff and supervisors to create a protocol they are comfortable with (e.g. check-in / check-out SMS)	Efficiency	Facility Op.	1	1	1	3	1.4
Digital / Technology	Provide access to schedule of events at facilities for staff and public.	Neither arenas have WiFi accessible to staff or public, making it difficult for staff to look up information regarding game times and teams.	Work with staff to identify a convenient and cost-effective way for them to gain access to the schedule (e.g. provide WiFi, or advertise the full schedules on the existing arena TV).	Service Improvement	Facility Ops.	1	2	1	1	1.3

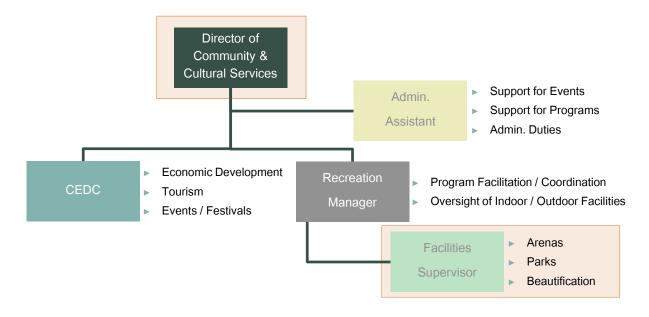
ORGANIZATIONAL OPPORTUNITIES

While there are multiple options that could improve the Municipality's structure, option three will gain the most efficiencies

In addition to the opportunities in the report we also outline a set of options the Municipality should consider. All three options below assume the provisioning of HR and communications services. It is Blackline's view that option three is most appropriate for the Municipality.

#	Summary of Changes	Summary of Pro's	Summary of Con's
1	 Introduction of a Director role Consider changing the name to "Community & Cultural Services" Operate with one supervisor instead of two Move Beautification under the direction of the supervisor 	 Capacity gain for the Admin. Assistant and Economic Development Coordinator Addition of the Director will reduce the CAO span of control and alleviate work volume 	 Increased responsibility for Recreation Manager Volume of responsibilities may hinder CEDC capacity for economic development
2	 Supervisor will report to Director Manager of Day Care will report to Director, instead of Treasurer 	 Without the oversight of facilities, the Programs Manager can focus efforts entirely on programs Moving Day Care into Community Services alleviates the Treasurer's workload, and ensures alignment with all community services. 	➤ As with option 1 – the CEDC may not have the capacity to focus efforts entirely on economic development strategies
3	 Split the role of the current CEDC into two; an Economic Development Officer and a Junior Events Coordinator Have the Economic Development Officer report directly to the CAO 	 Report to CAO to ensure alignment of economic development to the strategic plan Shift in focus to solely economic development Keeping events in house may make it easier to coordinate events with economic development projects 	 Increase CAO span of control Potential silo mentality risk

Option 1 – Two reports to Director, economic development responsibilities stay the same



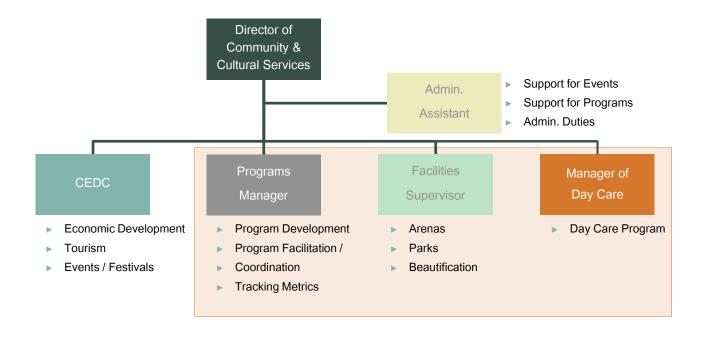
Pro

- As much of the beautification scope of work is similar to that of parks, supervision of both groups will not increase the workload for facilities supervisor, but will decrease the efforts required by the Admin. Assistant and Economic Development Coordinator.
- Addition of the Director will reduce the CAO span of control and alleviate work volume. It will also give greater clout to community & cultural services at council and externally to the public.

Con

- With the responsibility of facility oversight, the Recreation Manager may not have the capacity to focus efforts on program development.
- With the responsibility of leading events, the CEDC may not have the capacity to focus efforts on economic development.

Option 2 – Three reports to Director, economic development responsibilities stay the same



Without the oversight of facilities, the Programs Manager can focus efforts entirely on the design, development, coordination and execution of programs - grant writing, needs assessments, facilitation, volunteer training and coordination, and monitoring program metrics. This would also include coordinating programs that are non-municipal led.

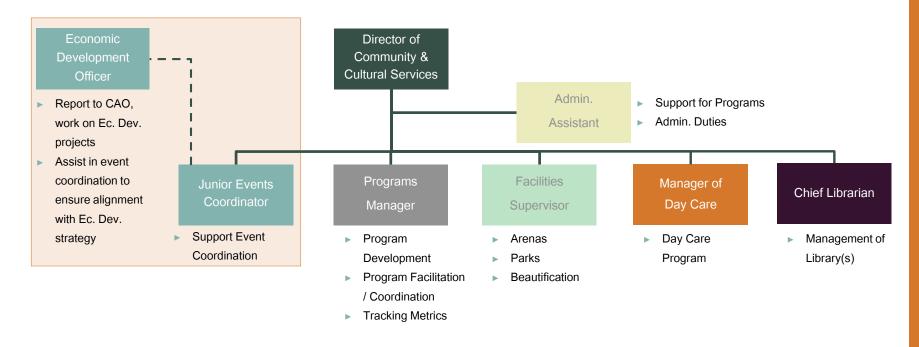
The Director will have oversight of Day Care, alleviating the Treasurer from these duties, and ensuring alignment with all community & cultural services.

Con

Pro

As with option 1 – the CEDC may not have the capacity to focus efforts entirely on economic development strategies. However, there is opportunity to prevent this by reducing the number of Municipal led events.

Option 3 – Economic development reports to CAO, shift in responsibilities



EDO reports to the CAO, this provides an opportunity to assist in execution and alignment of economic development across the organization.

Pro

- Removing the responsibility of events from the CEDC allows for a shift in focus to solely economic development.
- Keeping events in house may make it easier to coordinate events with economic development projects.

Increase CAO direct reports (span of control).

Con

Potential silo mentality risk – effort will be required by the EDO to ensure a cohesive collaboration between events and economic development. This will still require a portion of their time which could be spent on cultural activities

Overview of the potential changes in roles and responsibilities

Director of Community & Cultural Services

Will report directly to the CAO. Support development and implementation of departmental plans and monitor performance against the plan. The director will also assume certain responsibilities that the CEDC and RCS Manager provide today.

CEDC

The primary change would be to split the economic development and events / festivals into two separate roles. This would require a change in the current operating model and is also dependent on if the Municipality choses to change its role in leading events / festivals. Options for reporting lines also vary; from no change (e.g. direct to CAO) or reporting to a Director of Community & Cultural Services

Programs Manager Formally titled Recreation Manager. Potential responsibilities could include focusing efforts entirely on the development of programs, grant writing, needs assessments, facilitation, volunteer training / coordination and monitoring program metrics

Facilities
Supervisor

This role was initially covered by two staff members. However, having one supervisor has the potential to ensure standardized processes, training and performance management. Additionally, it is recommended that this role oversee the beautification resources. As their responsibilities are similar to parks, the supervision of beautification will not increase workload of the supervisor.

Admin. Assistant

Many of the responsibilities will remain the same. There is opportunity for the admin. assistant to gain the responsibility of coordinating events.

Manager of Day Care The Director of Day Care currently reports to the Treasurer and will soon be retiring. This provides an opportunity to realign this service with similar community services and place under the direction of a manager, who will report to the Director of Community Services.

APPENDIX

Appendix A

Summary of Observations – Services Review

Our assessment of RCS department is not limited to its internal operations, but also the external factors that may impact the department's scope of service or service levels. Below we summarize some of the key observations that have been identified thus far:

- Over the past decade, the Municipality has experienced a 12.1% increase in population, with the fastest growing category being the 65 and older age group. Assuming this trend continues, the department will need to consider how best to serve the increasing population and changing demographic.
- ▶ By design, the Municipality relies on the services provided by the RCS department to attract visitors, residents and businesses. In this past year, the RCS department spent 13% of the Municipality's total operating expenditure and contributed to 10% of the Municipality's total revenue. Although the department is revenue generating, the difference between expenses and revenue does not break even, requiring the Municipality to subsidize the difference. This is common among other municipalities, however subsides have increased by 14% Since 2013.
- Mississippi Mills' primary source of revenue, other than taxation, comes from user fees and services charges. Compared to it's peers, the department charges substantially less per resident neighbouring peers Carleton Place and Arnprior charge more than twice as much. This indicates that there may be opportunity for Mississippi Mills to increase their user fees and service charges.
- In terms of the departments operations, there are very few formal processes and practices that result in inconsistent service delivery and capability gaps. Further, for some of the services offered by the department, the roles and responsibilities are unclear for some of the services offered by the department. Miscommunication of this nature may result in gaps in service delivery.
- Currently, the Municipality as a whole is not leveraging technology to the fullest extent. There are opportunities to expand the use of technology which will both improve service delivery to the public and increase staff productivity.
- While organizationally, the Municipality has a traditional structure, there are many functional gaps. Core functions such as HR, IT and communications, are a shared responsibility across the Municipality.
- ▶ The RCS department operates without a director position, a dual reporting line to the CAO contributing to a high span of control.

While this is an interim report, these findings represent our initial observations and will be the basis for which recommendations are derived. To date, we have identified over 30 opportunities that will be further defined, quantified and mapped out over a period of time for the Municipality to consider.

Appendix A

Summary of Observations – Services Review

In comparison to the peer group, Mississippi Mills is



General

in line with the median in population and slightly below in number of households. However, the Municipality is over twice as large as the median for square KM.



In comparison to peers, Mississippi has the second smallest RCS department. The department makes up only 17.6% of the total Municipality, half of the peer median.



The RCS department is in the bottom quartile for both revenue and operating expenditure.

However, is in the top quartile for the total net loss*.

Financial

The Municipality has the largest square metre of outdoor facility space out of the peer group.

However, is below the median for both kilometres of trails and square metres of indoor facility space



Space

Source:	Dublich	available	information	from	FIRe
Source.	rubliciy	avallable	IIIIOIIIIalioii	110111	LIL2.

* Net Profit / Loss: revenue – expense;	excluding municipal grants)
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** Estimated value: built	ding assessments of both arenas	and Codar Hill School House	plue an actimation of AOTH
ESIIIIIaieu value, bull	unu assessmenis oi don alenas	anu ceuai mii school mouse.	. Dius an esimanon di AOTA

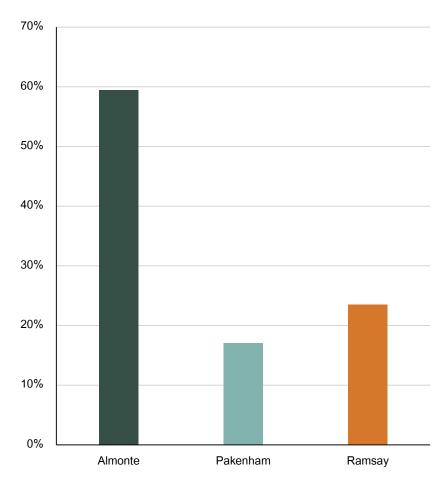
Metrics	Mean	Mean Min		Max	Mississip pi Mills	(%) Var. from Median	(#) Var. from Median	
General:			·					
Population	14,834	5,930	13,147	31,465	13,163	0%	17	
Households	6,967	3,172	6,128	14,302	5,550	-10%	-578	
Square KM	247	9	193	550	520	63%	327	
Workforce:								
Total Workforce	192.55	48.00	145.26	584.00	136.00	-7%	-9.26	
RCS Workforce	61.19	3.00	57.95	141.00	24.00	-141%	-33.95	
RCS as % of total	33%	6%	39%	48%	18%	-119%	-0.21	
RCS Workforce D	istribution:							
FTE	33%	18%	24%	100%	33%	27%	9%	
PTE	35%	0%	38%	64%	21%	-84%	-17%	
SE	32%	0%	29%	73%	46%	36%	16%	
RCS Financials:								
Revenue (\$)	906,786	187,273	1,015,497	1,396,018	583,763	-74%	-431,734	
OpEx (\$)	3,096,786	674,508	2,590,591	7,458,551	1,677,501	-54%	-913,090	
Net Loss (\$)	-2,189,999	-6,931,521	-1,239,067	-443,378	-1,093,738	-13%	145,329	
Recreation Space	:							
Trails (km)	38	6	23	175	20	-13%	-3	
Outdoor (SqM)	165,441	50	13,787	609,833	609,833	98%	596,047	
Indoor (SqM)	21,667	2,053	10,674	106,000	**8,946	-19%	-1,728	

Resident Survey

Below summarizes the statistical relevance of the survey. Of the Municipality's total population we assume that only 15 years of age and older are eligible to complete a survey.

Statistic	Figure
Total population aged 15 and over	11,125
Recommended sample size*	263
Total respondents	340
Respondent's average age	54 years
Respondents' average time lived in Municipality	24 years

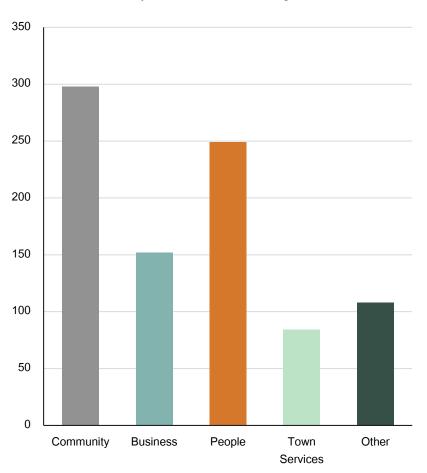
The majority of responses came from residents of the Almonte ward.



Resident Survey

There are many attributes of the Municipality that the residents enjoy.

"What do you like most about living in here?"

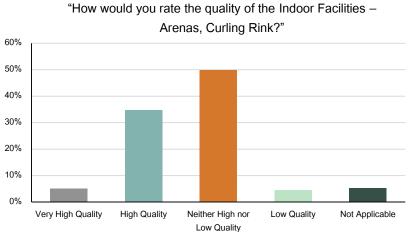


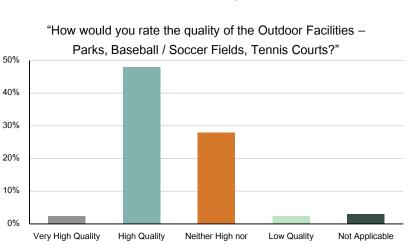
Other reasons residents enjoy living in Mississippi Mills include:



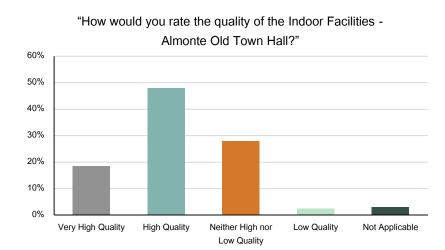
Resident Survey

Based on public surveys, overall, the residents of the Municipality seem to be satisfied with the quality of the indoor and outdoor facilities.





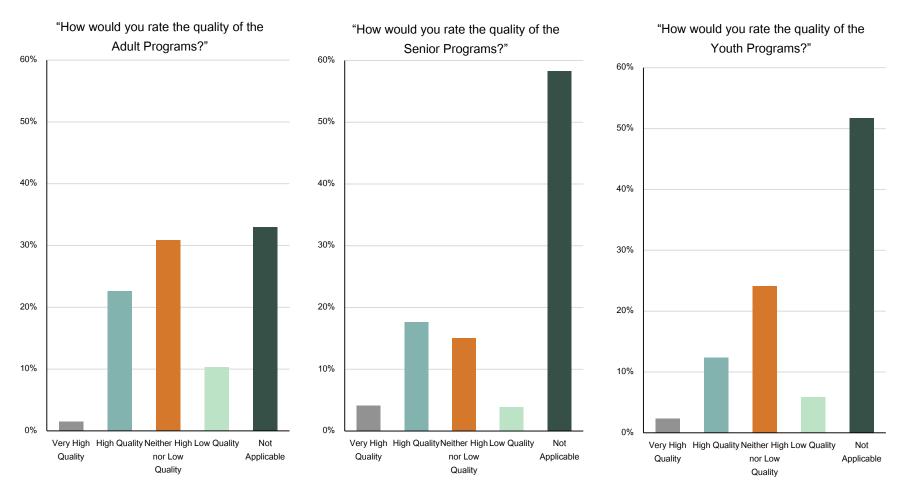
Low Quality





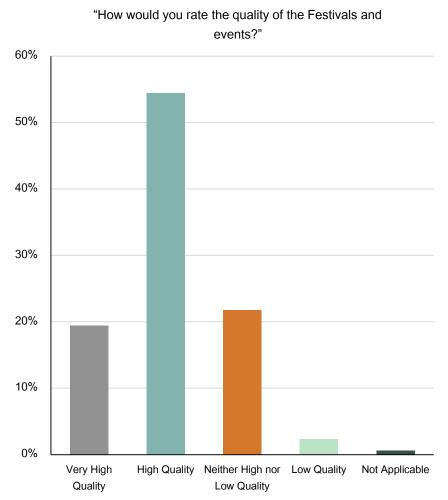
Resident Survey

The residents seem to be satisfied with the quality of the Adult Programs, however, the majority of senior and youth programs were not applicable to the survey participants.



Resident Survey

Based on public surveys, overall, the residents of the Municipality seem to be fairly happy with the quality of the festival and events.



"Please list the festivals and events that you attend in Mississippi Mills"

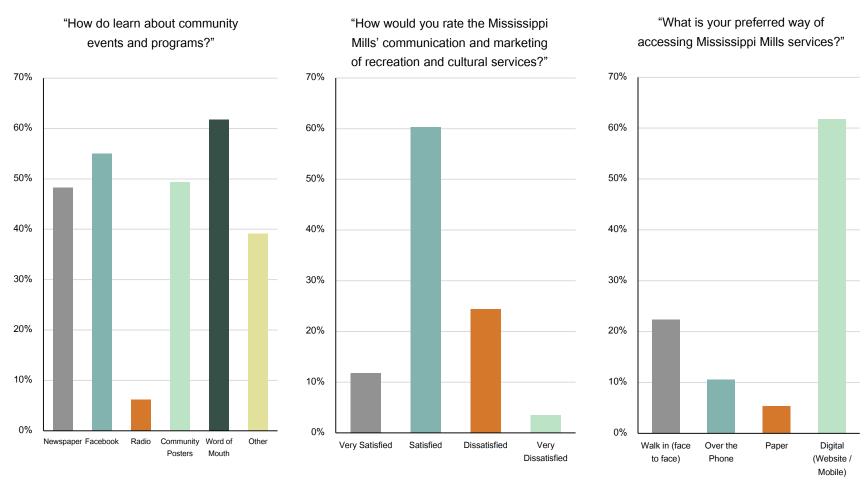


"What was the last event you attended at Almonte Old Town Hall?"



Resident Survey

Residents are broadly satisfied with Mississippi Mills' communication and learn about the programs through many outlets. Additional popular outlets include, The Humm and Millstone News. Interestingly, the majority of respondents prefer to access the Municipality's services online.

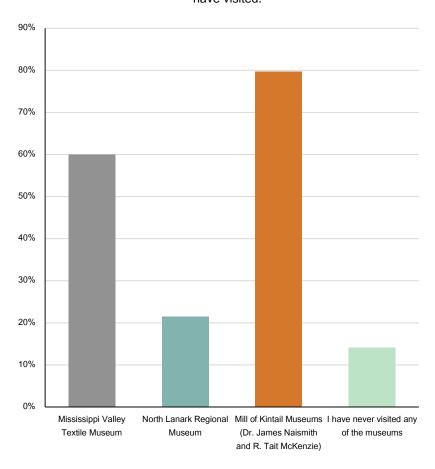


Resident Survey

The most popular recreation activities appear to be attending the parks, arena and events at Almonte Old Town Hall. Specifically, Gemmill Park and Almonte in Concert. The most popular museum among the respondents are the Mill of Kintail museums.

"What recreation (facilities, events, programs, parks or trails) do you or your family attend / use more often?"

almonte-in-concert community-centre. augusta-street-parkceltfest "Please indicate which of Mississippi Mills museums you have visited."



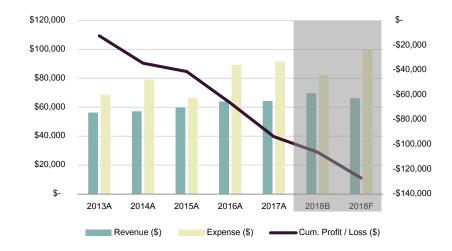
Current Situation – Overview

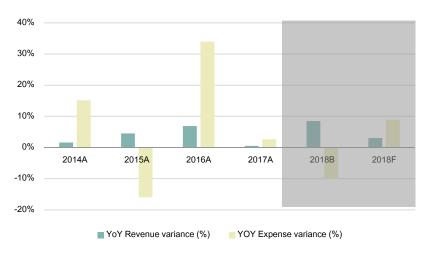
The Municipality has been losing on average \$18k per year since 2013. If this trend continues it will exceed \$100k by the end of 2018.

- As illustrated in the first graph, expenses and revenue have never been in sync. 2015 was the variance between them was the lowest at \$6k.
- Excluding 2018 budget, the trend is that expenses will continue to increase as well as revenue however both at different rates.

The 2018 Budget suggests expenses will reduce by 10% (\$9k) and revenue will increase by 9% (\$5k). This is contrary to the average and median analysis of previous years.

- On average expenses are increasing by 9%, however have been highly variable; between +34% to -16%. The majority of this is caused by fluctuations in Hydro costs (Hydro costs represent the majority of expenses – see next page) and repairs / maintenance.
- Conversely revenues have been increasing by 3%. This indicates that the gap will continue to widen leaving greater financial risk; losses that the Municipality will need to fund.



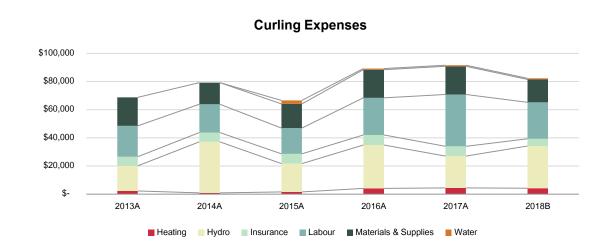


Current Situation – Expenses

Hydro is the single largest cost to operate the curling arena representing ~26%-46%.

- Hydro costs are consumption based and have been increasing over recent years. Following Hydro the next largest cost categories are labour and materials / supplies:
 - Labour for staffing the bar and performing the ice maintenance is between 25% - 40% of costs.
 - Material and supplies is the last major cost category and represents between 19 - 26% of costs.

For any significant cost reduction to occur it will have to impact one or all of these categories.



	201	3 A	201	14 A	201	15A	201	6A	201	17 A	201	8B
Heating	\$	2,279	\$	896	\$	1,608	\$	4,056	\$	4,477	\$	4,200
Hydro	\$	17,866	\$	36,285	\$	20,147	\$	30,868	\$	22,537	\$	30,000
Insurance	\$	6,462	\$	6,620	\$	6,916	\$	7,195	\$	6,941	\$	5,095
Labour	\$	21,898	\$	20,049	\$	18,266	\$	26,349	\$	36,876	\$	25,950
Materials & Supplies	\$	20,290	\$	15,363	\$	17,230	\$	19,997	\$	20,040	\$	16,300
Water	\$	-	\$	-	\$	2,433	\$	777	\$	718	\$	800
Total	\$	68,795	\$	79,212	\$	66,599	\$	89,242	\$	91,588	\$	82,345

Current Situation - Revenue

Revenue is from two major sources; Ice rental (leasing contract with club) and beverage sales.

- Beverage sales have been fairly consistent over the years even though membership has been increasing.
- Rental fees are based on the lease agreement following a CPI price adjusted schedule.
- Very little revenue is gained from advertising, lounge rental or surface rentals.

Excluding price increases for the curling club the only other opportunities would be to get higher utilization (more rentals) of the facility or advertisement revenue.

Curling Revenue \$80,000 \$60,000 \$40,000 \$20,000 \$-2013A 2014A 2015A 2016A 2017A 2018B ■ Beverage Sales Food Sales Curling Lounge Rental ■ Curling Surface Rental ■ Curling Surface Bar Proceeds Curling Ice Rental-Curling Club ■ Curling Rink Advertising

	201	3 A	201	4A	20	15A	201	16 A	201	7 A	201	8B
Beverage Sales	\$	23,189	\$	25,248	\$	25,581	\$	28,242	\$	30,853	\$	30,000
Food Sales	\$	2,579	\$	2,086	\$	2,898	\$	2,834	\$	1,827	\$	3,500
Curling Lounge Rental	\$	2,681	\$	1,289	\$	1,661	\$	2,432	\$	634	\$	2,500
Curling Surface Rental											\$	500
Curling Surface Bar Proceeds									\$	172	\$	2,000
Curling Ice Rental-Curling Club	\$	27,418	\$	28,240	\$	29,427	\$	30,094	\$	30,859	\$	31,315
Curling Rink Advertising	\$	500	\$	400	\$	300	\$	400				
Total	\$	56,366	\$	57,263	\$	59,866	\$	64,002	\$	64,345	\$	69,815

Considerations

The following are a set of options to consider for the contract renewal to address the financial gap. We have broken them into opportunities to increase revenue or reduce costs:

Addressing the Hydro costs

- Evaluate options to reduce the hydro costs at the arena e.g. energy efficient equipment, smart metering, changes to the facility, etc.
- Change hours of operations and tenant use time so that hydro consumption is lower during peak times
- And contractual terms that if hydro costs increase during the course of the contract by more than 5% there is additional fees that the curling club will have to provide

Increase revenue

- Redraft schedule A of the contract, allowing the club to take 100% revenue for advertising revenue to offset any cost increases
- Increase the curling club lease agreement so that is more closely in-line with expenses. This could be done over a period of time (incremental increases) or year one
- Advertise and hold more events at the curling area
- Restructure the agreement so that it is a profit sharing arrangement e.g. split of costs and split of revenue. This would incentives both parties to focus on cost containment and revenue generation

Additional considerations for the agreement

- Consider changing the term of the contract to an odd number e.g. five so that it spans more than one council term, also reduces effort for renegotiations
- Schedule A should have a price increase year-over-year to match with inflation is the \$200 threshold was set in 2008 (10 years ago)
- Item 5.1.2.6 change from inform to approve any renovations