



Office of the Auditor General / Bureau du vérificateur général

**FOLLOW-UP TO THE 2007 AUDIT OF THE
PARKS AND RECREATION BRANCH**

2010

**SUIVI DE LA VÉRIFICATION DE LA DIRECTION
DES PARCS ET DES LOISIRS DE 2007**

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EXECUTIVE SUMMARY

Introduction

The Follow-up to the 2007 Audit of the Parks and Recreation Branch was included in the Auditor General's Audit Plan.

At that time, management agreed with 17 of the 21 proposed recommendations. The original audit raised issues in the following areas:

- City needs a stronger leadership and oversight of the Parks and Recreation programs and facilities;
- Absence of a Recreation Master Plan;
- Lack of overall direction impacting low-income residents, people with disabilities and French language programming;
- Little management reporting at all levels of the branch to facilitate decision-making;
- Need to implement more processes to ensure a consistent approach to program and fee determination; and,
- Develop tools and reporting mechanism to ensure proper oversight and accountability of the individual facilities.

Summary of the Level of Completion

1. The table below outlines our assessment of the level of completion of each recommendation as of February 2010.

CATEGORY	% COMPLETE	RECOMMENDATIONS	NUMBER OF RECOMMENDATIONS	PERCENTAGE OF TOTAL RECOMMENDATIONS
LITTLE OR NO ACTION	0 – 24	-	-	-
ACTION INITIATED	25 – 49	2, 5, 7	3	14%
PARTIALLY COMPLETE	50 – 74	6, 12, 16, 18, 19, 20	6	29%
SUBSTANTIALLY COMPLETE	75 – 99	1, 8, 9, 13, 14	5	24%
COMPLETE	100	3, 4, 10, 11, 15, 17, 21	7	33%
TOTAL			21	100%

2. The table below outlines management's assessment of the level of completion of each recommendation as of Fall 2010 in response to the OAG's assessment. These assessments have been validated through discussions with management.

CATEGORY	% COMPLETE	RECOMMENDATIONS	NUMBER OF RECOMMENDATIONS	PERCENTAGE OF TOTAL RECOMMENDATIONS
LITTLE OR NO ACTION	0 – 24	-	-	-
ACTION INITIATED	25 – 49	2, 7	2	9%
PARTIALLY COMPLETE	50 – 74	6, 12, 16, 19, 20	5	24%
SUBSTANTIALLY COMPLETE	75 – 99	8, 9, 13, 14	4	19%
COMPLETE	100	1, 3, 4, 5, 10, 11, 15, 17, 18, 21	10	48%
TOTAL			21	100%

Conclusion

The October 2008 corporate reorganisation (Phase III) saw the Parks and Recreation Branch dissolved and the establishment of the present Parks, Recreation and Cultural Services Department. Notably, the present department no longer includes Child Care; however, now contains Cultural Services. The reorganization has impacted some recommendations. Within the past year, progress towards full implementation of the audit's recommendations focussed on efforts to develop a Recreation Master Plan as well as the completion of the three-year Marketing Plan. Consequently, implementation of many recommendations has been impacted and/or delayed.

The need for a Recreation Master Plan was first identified in 2002 but as stated in the original audit, it was only in April 2007 that the branch (now department) started with its preliminary meetings for this endeavour. Management made three white papers available to the public in May 2009, with a view of receiving public input until August 2009. Management advised that they anticipated that key directions would be provided to Council in Q4 2009 with staff reporting back to Committee and Council in Q1 2010 with the final Recreation Master Plan. The consultation results including guiding principals and key recommendations for the Recreation Master Plan were presented to City Council at their December 9, 2009 meeting.

The Recreation Master Plan was not complete as of January 2010 and as a result full implementation of many of the original audit's recommendations was pending at the time of this follow-up. As well, as of January 2010, one of the seven Community Associations that provide significant level of recreational programming out of City facilities had signed formal recreation programming/service agreements in place.

There remains a requirement for performance measures of individual facilities. Each facility marketing plans provide individual performance indicators and measuring tools, however quarterly reporting of outcomes to Council occurs on only four measures at the department level. As we stated in the original audit, "this

data is useful at a very high-level but it does not provide any information or analysis on performance by program, by facility, or by area.”

Acknowledgement

We wish to express our appreciation for the cooperation and assistance afforded the audit team by management.

RÉSUMÉ

Introduction

Le Suivi de la vérification de la Direction des parcs et des loisirs de 2007 était prévu dans le Plan de vérification du vérificateur général.

À ce moment-là, la direction était d'accord avec 17 des 21 recommandations proposées. La vérification originale avait soulevé des questions dans les domaines suivants :

- Les programmes et les installations de la Ville en matière de parcs et de loisirs devraient être gérés et supervisés de plus près.
- La Direction ne dispose pas d'un plan directeur des loisirs.
- L'absence d'une orientation générale se répercute avant tout sur la programmation destinée aux résidents à faible revenu, aux personnes ayant un handicap et aux francophones.
- La Direction dispose de très peu de rapports de gestion pour faciliter la prise de décisions, et ce, à tous les niveaux.
- La Direction devrait établir davantage de processus pour uniformiser le choix des programmes offerts et les tarifs exigés.
- La Direction devrait créer des outils et des mécanismes de reddition de comptes qui permettront de surveiller adéquatement chacune des installations.

Sommaire du degré d'achèvement

1. Le tableau ci-dessous présente notre évaluation du degré d'achèvement de chaque recommandation en février 2010 :

CATÉGORIE	POURCENTAGE COMPLÉTÉ	RECOMMANDATIONS	NOMBRE DE RECOMMANDATIONS	POURCENTAGE DU TOTAL DES RECOMMANDATIONS
PEU OU PAS DE MESURES PRISES	0 – 24	-	-	-
ACTION AMORCÉE	25 – 49	2, 5, 7	3	14 %
COMPLÉTÉE EN PARTIE	50 – 74	6, 12, 16, 18, 19, 20	6	29 %
PRATIQUEMENT COMPLÉTÉE	75 – 99	1, 8, 9, 13, 14	5	24 %
COMPLÉTÉE	100	3, 4, 10, 11, 15, 17, 21	7	33 %
TOTAL			21	100 %

2. Le tableau ci-dessous présente l'évaluation de la direction concernant le degré de réalisation de chaque recommandation à l'automne 2010 en réponse à l'évaluation du Bureau du vérificateur général. Ces évaluations ont été validées par le biais de discussions avec la direction.

CATÉGORIE	POURCENTAGE COMPLÉTÉ	RECOMMANDATIONS	NOMBRE DE RECOMMANDATIONS	POURCENTAGE DU TOTAL DES RECOMMANDATIONS
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COMPLÉTÉE	100	1, 3, 4, 5, 10, 11, 15, 17, 18, 21	10	48 %
TOTAL			21	100 %

Conclusion

La restructuration municipale d'octobre 2008 (Phase III) a vu la dissolution de la Direction des parcs et des loisirs et l'établissement de l'actuel Service des parcs, des loisirs et de la culture. Les Services de garde d'enfants notamment ne font plus partie du service. Toutefois, ce dernier comprend maintenant les Services culturels. La réorganisation a eu une incidence sur certaines recommandations. Au cours de la dernière année, des progrès ont été réalisés quant à la mise en œuvre complète des recommandations de la vérification axées sur les efforts visant l'élaboration d'un plan directeur des loisirs ainsi que l'achèvement d'un plan triennal de marketing, ce qui, par conséquent, a influencé et/ou retardé la mise en œuvre de nombreuses recommandations.

La nécessité d'un plan directeur des loisirs a été cernée pour la première fois en 2002 mais, comme il a été déclaré dans la vérification originale, ce n'est qu'en avril 2007 que la Direction (maintenant le Service) a entamé ses réunions préliminaires en vue de cette réalisation. La direction a produit trois livres blancs qu'elle a mis à la disposition du public en mai 2009 dans la perspective de recevoir les commentaires du public jusqu'en août 2009. La direction a avisé qu'elle prévoyait fournir des orientations clés au Conseil au cours du quatrième trimestre de 2009, le personnel devant faire rapport et présenter le Plan directeur des loisirs au Comité et au Conseil durant le premier trimestre de 2010. Les résultats de la consultation, y compris les principes directeurs et les recommandations clés relativement au Plan directeur des loisirs, ont été présentés au Conseil municipal à sa réunion du 9 décembre 2009.

Le Plan directeur des loisirs n'était pas achevé au mois de janvier 2010 et, par conséquent, la mise en œuvre totale de nombreuses recommandations de la vérification originale était en instance au moment du présent suivi. Aussi, en janvier 2010, une des sept associations communautaires qui offrent une part importante de programmes récréatifs depuis les installations de la Ville avait signé des ententes de services et de programmes récréatifs officielles.

L'exigence de mesures de rendement de chaque installation demeure. Les plans de marketing de chaque installation donnent des indicateurs de rendement et des outils de mesure individuels; toutefois, les rapports trimestriels au Conseil sur les résultats portent uniquement sur quatre mesures au niveau du Service. Comme nous l'avons stipulé dans la vérification originale, « ces données sont utiles à un haut niveau mais elles ne donnent pas de renseignements ou d'analyse sur le rendement par programme, par installation ou par secteur. »

Remerciements

Nous tenons à remercier la direction pour la coopération et l'assistance accordées à l'équipe de vérification.

1 INTRODUCTION

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- Need to implement more processes to ensure a consistent approach to program and fee determination; and,
- Develop tools and reporting mechanism to ensure proper oversight and accountability of the individual facilities.

2 KEY FINDINGS OF THE ORIGINAL 2007 AUDIT OF THE PARKS AND RECREATION BRANCH

1. **Vision and Leadership** – It was identified during the audit that the Parks and Recreation Branch currently has no Branch-wide strategic planning for the delivery of its programs and services. Specifically, the audit identified the following three areas where the lack of a strategic plan has had an impact:
 - Low-income residents;
 - People with disabilities; and,
 - French language services.
2. **Service Delivery** – The Parks and Recreation Branch has a very decentralized organizational structure based on area management. The decentralized organization model, along with a lack of Branch vision and leadership, has resulted in much of the decision-making regarding recreation programming being made at the facility level. Facility Managers have discretion over what type programming to offer and the only real direction given is cost recovery. Facility staff are required to respond to the needs of the community but are given little direction and guidance on how to do that. Management tracks and determines a facility's success by the financial bottom line and ensuring that cost recovery targets are being met.
3. **Budgeting** – The audit found that the budgets set at the facility level are not always reflective of true operations. Many Facility Managers interviewed

expressed frustration with the budgets established at the facility levels, as they were not reflective of actual expenditures and/or revenues. Many stated that they are managing to the “errors” or what they know their actual expenditures and revenues are, rather than what is allocated in SAP.

4. **Reporting** – The audit found that the Branch has weak reporting processes in place as the majority of reporting focuses on the financial bottom line for the Branch as a whole. CLASS is the software system used across the Branch for registration and processing of financial transactions. The reports function in CLASS is not well utilized at the facility level and Area Managers and Division Managers do not have access to CLASS. Area Managers have very little access to any reporting or performance data outside of SAP.
5. **Staff Allocation** – The audit found that the allocation of staff across the Branch is not consistent and not equitable. The allocation of staff is based largely on staffing levels of legacy municipalities, which have been carried forward.
6. **Performance Measurement** – The audit identified that there is a wealth of performance measurement data available, but that the Branch, particularly at the management level, uses very little performance data to measure outcomes and community impact.
7. **Risk Management** – Overall, the audit found the Branch to be progressive in terms of risk management, and has made significant progress in implementing several programs and initiatives to manage risk. However, the audit did identify three areas where the Branch has not adequately addressed risk, including:
 - Community partnerships;
 - Facility rentals; and
 - Staff training.
8. **Community Partnerships** – The audit found that the Branch does not have adequate processes in place to ensure good governance, management, and oversight of its relationships with the Community Associations providing recreation programming out of City facilities.
9. **Water Quality of Swimming Pools** – Overall, the test results did not find any concerns with the water quality of swimming pools.

3 STATUS OF IMPLEMENTATION OF 2007 AUDIT RECOMMENDATIONS

2007 Recommendation 1

That Branch management use the \$65,000 approved by Council to clearly define a vision for the Parks and Recreation Branch, and further develop and implement a Recreation Master Plan in a cost effective and efficient manner.

2007 Management Response

Management agrees with this recommendation.

Management recognizes the value of a Parks and Recreation Master Plan and has been engaged in ongoing dialogue about such an initiative. A draft framework for the plan has been developed, following the guidance received from the Council Priority Setting exercise completed in August 2007. This framework will be presented to Committee, Council and Advisory Committees in Q1 2008. It will provide a starting point to begin identifying the key deliverables, critical dates and project management structure that will be utilized to develop the master planning process. This framework will be informed by such key drivers as community and client needs, Council direction, and geography. It will also provide a structure to the development of service delivery principles and outcomes including: an Accessibility Strategy, a Service Delivery Strategy, a Revenue Strategy, and a Funding/Subsidization Strategy. Key issues including our relationship to the private sector, who receives what level of service, and the City's rate of subsidization will also be explored.

Through the approval of this framework City Council will determine the scope of consultation and review. This scope will determine the timelines for completion of this process. Through comparisons with other municipalities this process has taken anywhere from 18-36 months.

Following is the schedule of a series of reports that will be tabled for Council's consideration and approval. 2008 will be a key year refining major policy directions that will be tabled and approved by Council through the following two reports:

Q1 – 2008 Master Plan Framework; and,

Q4 – 2008 Confirmation of Business Directions and Values.

As a result of the above noted strategic policy directions the following strategies will then be reviewed, revised and presented to Committee and Council for approval and implementation through a series of reports:

Q1 – 2009 Revenue Strategy;

Q2 – 2009 Funding and Subsidization Strategy;

Q3 – 2009 Accessibility and Inclusion Strategy;

Q4 – 2009 Service Delivery Strategy; and,
Q4 – 2009 Final Plan Approval.

Work has already started on this initiative including:

- Consultation with members of the Parks and Recreation Advisory Committee to better define the wide range of expectations regarding the content and purpose of a Master Plan. This exercise revealed that members each had very different ideas about the scope, content and purpose of a Master Plan that generally reflected their experience and exposure to such documents in former municipalities.
- Research into the documents produced by other municipal recreation departments across the country and their experiences and recommendations as to content and process.
- Assembly of the many key strategies and plans that would support the development of a Master Plan that have been undertaken by the branch over the last four years, including the Community Infrastructure Strategy, the Greenspace Master Plan, the Sportfield Strategy, the Parks and Recreation Pricing and Allocation Policies, etc.
- Internal management discussions on the broad range of policy and accessibility issues that will need to be addressed as part of the development of vision and mission statements and supporting policies.
- Strategic planning sessions with the branch management team regarding recreation master planning.

The branch used internal resources to accomplish the planning work. The branch brought together internal expertise and utilized existing resources to develop and gather the basic elements of the project without expending funds for external consultants. This approach should result in a more focused application of the \$65,000 funding in 2008 as the branch works towards developing a detailed white paper. Council will determine the number, sequencing, and timelines of any white papers following the presentation of the master plan framework, discussed above, to Council in Q1 2008.

Management Representation of the Status of Implementation of Recommendation 1 at December 31, 2008

Implementation of this recommendation is 40% complete. Council approved the framework and planning process for the Recreation Master Plan on April 23, 2008. Several Committee consultations took place in the fall of 2008 and work has begun on four white papers, which will be available for public comment by May 2009. The topics for the four white papers are: Tax and Subsidization, Revenue Generation, Accessibility and Inclusion and Service Delivery. The *Confirmation of Business Directions and Values* report which was to be tabled at Council in Q4 2008, was

deemed redundant as it was determined that the report would be duplicating much of the information that will be presented in the abovementioned white papers. A report outlining key directions will be provided to Council in Q4 2009.

Management: % complete **40%**

OAG's Follow-up Audit Findings regarding Recommendation 1

Parks, Recreation and Cultural Services opted not to use the \$65,000 in funding available to them but rather used internal resources. At the time of our review the Master Recreation Plan was 85% complete.

Until information is compiled and analysed and the Master Recreational Plan completed and adopted by City Council, implementation of the recommendation cannot fully occur. Management informed us that once the Master Plan is completed, the department's vision and mission may need to be refined to more closely reflect the Plan. The consultation results including guiding principals and key recommendations of the Recreation Master Plan were presented to City Council at their December 9, 2009 meeting.

OAG: % complete **85%**

Management Representation of Status of Implementation of Recommendation 1 as of Fall 2010

Management agrees with the OAG's follow-up finding, however further progress has been made.

The Master Plan was approved by Council on June 24, 2010. The implementation of the Master Plan Roadmap has begun and will be on-going.

Management considers implementation of this recommendation to be complete.

Management: % complete **100%**

2007 Recommendation 2

That Branch management develop Branch-wide strategies to address needs of target populations that are consistent with the principles of other City plans and policies (i.e., 20/20 Plan, Human Services Plan, Accessibility Plan, etc.).

2007 Management Response

Management agrees with this recommendation.

The Parks and Recreation branch continues to be an active participant in a number of departmental and corporate initiatives that focus on the needs of target populations including francophones, seniors, persons on low-income, and persons with disabilities. Some of these initiatives include:

- Establishing a Francophone Community Recreation Liaison Officer position to support the development of successful francophone programming and the

introduction of a francophone program guide in spring 2007. Key performance indicators demonstrate a 37% increase in registrants and associated program revenue increases of \$114,857 between 2006-2007. In June 2006, the branch worked with its community partners to finalize a plan that was presented to the French Language Services Advisory Committee in response to the review of the delivery of French recreational and leisure services. Significant progress has been made to implement this plan to date. The short-term recommendations of forming a coalition of community partners, creating a dedicated francophone services position within the branch, securing production support for a French Recreation Guide within Client Services and Public Information (CSPI) branch, creating partnerships with the French school boards and publishing a separate Recreation Guide for French programs have been fully implemented. The branch is now working on maintaining these early initiatives, expanding the number and variety of programs, and forming new community partnerships for service delivery.

- Initiating a branch Seniors Centre Review Project in spring 2005. The scope included a service delivery review of recreation for seniors, and the standardization of the pricing of basic adult and senior programs. In addition the branch participated in the development of a “Services for Seniors” Resource Guide and participated in the Seniors’ Day Event at City Hall.
- Leveraging over \$340,000 in external funding and/or in kind partner support, between 2004-2007 to increase program opportunities for children, youth and women in low-income communities.
- Establishing a project to develop a service delivery model for special needs programming.
- Co-Chairing the Corporate Accessibility Steering Committee since 2006 while working in conjunction with the Accessibility Advisory Committee.

In addition, to making significant progress in supporting the Community and Protective Services departmental 3 year strategic plan, the Recreation Master Plan will build on the work completed to date in supporting target populations and explore questions of accessibility, allocation, and subsidization in an effort to break down barriers to participation. Specifically the Accessibility Strategy will explore such issues as; who gets access to what level of service, and the barriers to participation. The Recreation Master Plan framework will be presented to Committee, Council and Advisory Committees in Q1 2008, with the Accessibility and Inclusion Strategy targeted for Council review and approval in Q3 of 2009.

Management Representation of the Status of Implementation of Recommendation 2 at December 31, 2008

Implementation of this recommendation is 85% complete. Council approved the framework and planning process for the Recreation Master Plan on April 23, 2008. Several Committee consultations took place in the fall of 2008 and work has begun on four white papers, which will be available for public comment by May 2009. The topics for the four white papers are: Tax and Subsidization, Revenue Generation, Accessibility and Inclusion and Service Delivery. A report outlining key directions will be provided to Council in Q4 2009.

Management: % complete 85%

OAG's Follow-up Audit Findings regarding Recommendation 2

At the time of our review the Master Recreational Plan was approximately 85% completed. Management made three white papers available to the public in May 2009, with a view of receiving public input until August 2009. At the time of the review, the public could still provide its comments on the white papers. Until this information is compiled and analysed and that the Master Plan is completed and adopted by City Council, implementation of the recommendation cannot occur. It is important for Parks, Recreation and Cultural Services to develop a sound Master Plan that meets Council's direction and wishes. However the Master Plan represents a first step only in the establishment of department-wide strategies. Completion of the Master Recreational Plan does not constitute full implementation of this recommendation - only a first step.

OAG: % complete 25%

Management Representation of Status of Implementation of Recommendation 2 as of Fall 2010

Management agrees with the OAG's follow-up audit finding.

Branch-wide strategies to address needs of target populations that are consistent with the principles of other City plans and policies (i.e., 20/20 Plan, Human Services Plan, Accessibility Plan, etc.) will be formalized as part of the implementation of the Master Plan during 2011, 2012, and 2013.

In the interim, and in addition to the development of formal strategies, the needs of targeted populations are being addressed through the following:

- 50+ Programming Strategy
- Francophone Community Recreation Liaison Officer and Le Guide Francophone des Loisirs (French program guide)
- Securing provincial / external funding to increase program opportunities for children / youth / women / and low income residents

- Marketing Plan, which touches on programming for children, youth, clients with special needs, Francophones, and clients 50+
- Social Recreation Strategy
- Children's Strategy
- Youth Strategy

Management: % complete

25%

2007 Recommendation 3

That Branch management clarify its intent for the Marketing Plans started in 2005.

2007 Management Response

Management agrees with this recommendation.

In 2005, management committed to establishing a strategic direction for recreation facilities through the development of a multi-year marketing strategy, which led to the creation of 31 marketing plans, customized to individual recreational facilities. Staff at the facilities use these marketing plans to develop their programming directions. These facilities continue to be guided by these first generation marketing plans.

Management does recognize that this generation of plans was a first step towards a more coherent and accountable means of determining programming direction. As the organization matures and the branch continues to refine strategies to transition recreation services, the marketing plans must evolve to meet the current reality and Council approved future direction. Work has already begun on the next generation of marketing plans for Parks and Recreation.

Building on the initial management direction, a review was undertaken in 2007, of the strengths and weaknesses of the planning process and the results produced by the first generation marketing plans. Focus group discussions were held with key stakeholders then recommendations were developed and discussed with senior management. The main recommendations for improvement were:

- Develop a simplified version of a marketing plan template (plan revised October 2007);
- Establish a common understanding and excitement about marketing by offering specialized training (completed November 28, 29 and December 3, 2007);
- Establish a clear responsibility matrix making the most effective use of staff resources branch-wide (completed September 2007);
- Establish a marketing coordinator position (Council consideration for the 2009 budget);

- Establish the duration of the plans (plans to follow budget cycle, 3 years);
- Update budget (operating and capital) to incorporate marketing initiatives; and,
- Ensure that the marketing plans are reflective of community needs and linked to programming directions.

Activity to implement most of these recommendations has been initiated by management and work continues on a branch-wide marketing plan. It is anticipated that a branch-wide marketing plan will be completed by Q3 2008. This plan will pull together all of the facility plans and will be used as a planning tool for the entire branch. The results of the branch wide marketing plan will also inform the accessibility and service delivery strategies which will be developed as part of the master planning process described in response to recommendation #1.

Management Representation of the Status of Implementation of Recommendation 3 at December 31, 2008

Implementation of this recommendation is 100% complete.

Management: % complete **100%**

OAG's Follow-up Audit Findings regarding Recommendation 3

Parks, Recreation and Cultural Services' Marketing Plan was to be on a three year basis. Management has compiled individual facilities marketing plans and published their first branch-wide (now department-wide) Marketing Plan in 2008. We noted two quarterly Marketing Newsletter (July, October) had also been posted on Ozone during 2008; however no 2009 editions were observed.

For 2009, management advised "there has been a delay in the continuation of the marketing plans as a result of the Parks and Recreation Branch realignment". The department further advised that the plans were set up as three-year plans and reaffirmed their intention to continue with them in 2010. In addition, a new departmental Marketing Group was created in 2009.

OAG: % complete **100%**

2007 Recommendation 4

That the current organization be reviewed to ensure the appropriate skill sets are in place and that the structure allows for effective communication between functional areas.

2007 Management Response

Management agrees with this recommendation.

The branch's current geographic organizational structure was approved by the Transition Board as a means of integrating recreation, childcare and family health into community service hubs. At amalgamation, much was written in support of

providing residents with a seamless range of services that worked together to meet community needs under a common management structure. Although, family health is now a component of the Ottawa Public Health branch, the geographic organizational structure still exists for recreation and childcare. Management recognized the requirement for functional reporting and developed a functional based committee structure, including committees for aquatics, fitness, childcare and community programming.

Management anticipates that the corporately driven Strategic Branch Review process and the branch-driven master planning process will impact the current organizational structure with possible realignment opportunities to better meet branch functional needs. In addition to the presentation of the Master Plan Framework in Q1 2008, management will provide Council with an interim business plan to ensure the efficiency and effectiveness of on-going operations until such time as the Master Plan is completed. This interim business plan will address any shorter-term organizational changes that are required immediately. The most efficient organizational structure will be implemented for optimum service delivery and customer satisfaction. In addition, management is committed to periodic reviews to further refine the responsibility matrix and to ensure continuous alignment between our service delivery principles and staff skills and expertise.

Management Representation of the Status of Implementation of Recommendation 4 at December 31, 2008

Implementation of this recommendation is 40% complete. The Master Plan Framework was completed and approved by Council on April 23, 2008. A Master Plan Steering Committee (made up of 2 Councillors, 2 Advisory Committee members and members of general sports/recreation organizations) was established and held their first meeting on June 18, 2008. In addition, an internal Steering Committee Working Group was established and is holding meetings biweekly. Work has begun on four white papers, which will be available for public comment by May 2009. Some changes may also be realized through the corporate realignment, which will be completed in Q1 2009, prior to the Master Plan completion.

Management: % complete **40%**

OAG's Follow-up Audit Findings regarding Recommendation 4

Parks, Recreation and Cultural Services advised us that no organizational plan has been developed as part of the master plan. As part of the City's three-phased re-organization, which ended in 2008, the branch has undergone changes becoming a department that now includes culture and with the reassignment of child care to social services. This realignment further forced the department to some extent to review its structure.

To ensure the appropriate skill sets were in place for positions, management has been undertaking reviews of job descriptions. In 2008-2009, facility supervisor levels were reviewed. In January 2010, management also advised that it anticipates the review of the Program Coordinator and Administrative Assistant job descriptions once the department realignment has been finalized. As part of the Parks and Recreation Branch's realignment to the new Parks, Recreation and Culture Department, the organizational structure was reviewed to ensure that the appropriate skill sets were in place. As a result of the review, new branches such as Aquatics and Recreation Complexes and Fitness were created to incorporate functional expertise and allow for more effective communication between staff in functional areas.

OAG: % complete

100%

2007 Recommendation 5

That the Branch develop a consistent approach to be used by all facilities in determining programming needs, as well as a process for tracking and measuring the success of the programming being offered, both from a financial and community impact perspective.

2007 Management Response

Management agrees with the recommendation.

As noted in the management response to recommendation #3, in the short term, marketing plan initiatives already underway will help address the consistency issues in determining programming needs and measuring their success across the entire branch.

The marketing plans identify current needs and branch programming priorities, including service to the targeted populations (low-income, seniors, special needs, French programming, fitness and nutrition, financial management) as well as the programming needs of the community and the impact of the services provided by the facility. Criteria such as demographics, socio/economic factors, participation levels in existing programs, resident surveys, and trends will provide a consistent approach in determining needs in an equitable fashion throughout the city.

Management recognizes the importance of providing programming that meets the needs of the community and provides "value for money". The marketing plans are updated on a 3-year cycle and provide management an opportunity to work with facility staff to further develop key performance indicators on the success of programs to ensure that the right programs are being offered from both a financial and community impact perspective within the current market.

The master planning process and the corporately driven Strategic Branch Review process will allow a broader perspective for the branch to assess future service levels, define outcomes and establish performance measures based on our changing

market. The master planning processes (as noted in recommendation #1) will be presented to Committee and Council in Q1 2008 and the implementation and corresponding timing of the Strategic Branch Review process will be based on Council approved direction. The current Master Plan framework includes the development of both an Accessibility and Service Delivery Strategy. These strategies will explore such issues as who gets access to what programming and what services does the City provide as they relate to community needs and the greater relationship to other service providers within the market. These strategies are targeted for Q3 and Q4 of 2009, respectively.

Management Representation of the Status of Implementation of Recommendation 5 at December 31, 2008

Implementation of this recommendation is 100% complete.

Management: % complete **100%**

OAG's Follow-up Audit Findings regarding Recommendation 5

When the OAG requested the department's consistency approach, we were referred to the Marketing Plan. Management advised that the department-wide Marketing Plan provides for a consistent approach. As stated earlier, in the fall of 2009 the three-year marketing plan is 40% complete.

In developing their individual marketing plan, each facility has established targets. These are what management feels tracks and measures their success. However, as the target were set for individual facilities it would be difficult to see how these represent a consistent approach. Management could not provide the OAG with any documentation of the evaluation of set targets and any measurement against these targets.

OAG: % complete **40%**

Management Representation of Status of Implementation of Recommendation 5 as of Fall 2010

Management agrees with the OAG's follow-up audit finding, however further progress has been made.

As a result of the recent departmental realignment a newly created position, the IT and Communications Business Partner, and newly created departmental committees now have the centralized expertise to develop marketing procedures, and tools and to set measurement targets.

All facilities, regardless of their functional expertise, must follow and report on departmental outcomes that were identified in the 2008 marketing plans using the tool circulated in July 2010.

In addition, the Costing and Pricing Tool has been refreshed and is being used by facility staff when developing new programming.

Management considers implementation of this recommendation to be complete.

Management: % complete *100%*

2007 Recommendation 6

That the Branch develop a consistent approach to determining recreation programming fees, and management should review on a regular basis the justification for the fees established.

2007 Management Response

Management disagrees with this recommendation.

In 2002, City Council approved a pricing policy, which includes pricing principles, values and a process that mirrors the policies of Windsor and Thunder Bay. In addition, the branch Pricing and Costing Tool was developed in 2005 and made available to all branch staff. The tool provides a consistent approach to determining programming fees. The branch has also standardized the majority of its program fees, all aquatic lessons, admissions and fitness memberships. All other fees are reviewed and discussed by branch committees (Aquatic Branch Committee, Fitness /Physical Activity Committee, and the Community Centre Programming Committee) as required. Although these standards are in place, management recognizes the requirement to be flexible as “one size does not fit all”, and exceptions are made to meet programming needs of unique or specific communities, such as low-income areas. Management will work with all facilities, in Q3 2008, to ensure that staff is aware of when and how the tool should be utilized to ensure a consistent approach across the branch.

City Council approves rates for programs such as rental rates, ice rates, memberships, etc., and then approves annual increases through the budget process for these items.

Management Representation of the Status of Implementation of Recommendation 6 at December 31, 2008

Implementation of this recommendation is 50% complete. An email was sent to all branch staff in October 2008 reminding them when and how the pricing tool should be utilized to ensure a consistent approach across the branch. Branch committees are also undertaking a review of programs, including fees to be used to consolidate fee differences/justification. This item is on the agenda for further discussion at the February 19, 2009 CAWG meeting.

Management: % complete *50%*

OAG's Follow-up Audit Findings regarding Recommendation 6

February 19, 2009 discussions at CAWG resulted in the following resolution:

In October 2008, correspondence related to the branch Costing and Pricing Tool was sent to staff to provide direction on the scope of implementation at the program level. This is being used as an interim measure, until further direction is provided from the Recreation Master Plan White Paper with respect to fee setting.

Management agreed that while a tool has been developed, the intent of the audit recommendation is to ensure that:

The tool has been implemented within the branch,

Mechanisms are in place to review fees for programs, and

The rationale for deviations from the results of the tool are documented and reviewed by the appropriate committees and management respectively.

OAG: % complete

50%

Management Representation of Status of Implementation of Recommendation 6 as of Fall 2010

Management agrees with the OAG's follow-up audit finding.

The Cost and Pricing Tool has been refreshed and implemented by facility staff as they create new programming. Departmental committee meetings on costing and pricing will provide a mechanism for the review of program fees. Benchmarking with other municipalities and competitors provides management with justification for fees established.

Documentation and review of the rationale for any deviations from the results of the Tool will be undertaken on an annual basis by the departmental committee and management, beginning in Q1 2011.

Management: % complete

50%

2007 Recommendation 7

That the Branch review its approach to setting cost recovery targets and develop specific criteria for programs, services, and facilities.

2007 Management Response

Management agrees with this recommendation.

On September 26 2007, City Council approved a fiscal framework that identified eight principles that outlined the City's basic philosophy, provided a foundation for the City's approach on financial matters, and established a new revenue policy with

regards to user fees and charges. Management acknowledges that branch user fees and charges need to be reviewed in relationship to the policy.

The approach to cost recovery on services can have a significant impact on access to services, sustainability of programs, competition with private and not-for-profit providers and placement of programs in a competitive market-place. These issues will all be addressed through the master planning process. The draft framework for the master plan process has been developed and will be presented to Committee, Council and Advisory Committees in Q1 2008. Two critical outcomes of the master planning process that will be brought forward to Council are a revenue strategy, Q1 2009, and a funding/subsidization strategy, Q2 2009, which will clearly address the branch's approach to user fees and charges in relation to the Council approved fiscal framework.

Management Representation of the Status of Implementation of Recommendation 7 at December 31, 2008

Implementation of this recommendation is 50% complete. Council approved the framework and planning process for the Recreation Master Plan on April 23, 2008. White papers to address revenues and funding/subsidization will be available for public comment in May 2009. A report outlining key directions will be provided to Council in Q4 2009.

Management: % complete as of *50%*

OAG's Follow-up Audit Findings regarding Recommendation 7

In the fall of 2009, the Recreation Master Plan was 85% completed. At the City Council meeting of December 9, 2009 the department provided Council with the consultation results - guiding principals and key recommendations of the Recreation Master Plan.

We recognize the importance for Parks and Recreation to develop a sound Master Plan that meets Council's direction and wishes. However, finalization of the Master Plan does not represent progress towards implementation of this recommendation; it is but an initial step.

OAG: % complete as of *25%*

Management Representation of Status of Implementation of Recommendation 7 as of Fall 2010

Management agrees with the OAG's follow-up audit finding.

Council direction will be sought to establish standards upon which to set cost recovery targets and develop specific criteria for programs, services, and facilities through the following:

- Infrastructure Standard, Q2 2011

-
- Community Operating Service Standards, Q3 2011
 - Parks and Recreation Financial Framework, Q4 2011

Management: % complete

25%

2007 Recommendation 8

That Branch management develop processes to increase its oversight of programming and day-to-day operations at the facility level to ensure a higher level of consistency in program delivery across all facilities (e.g., length of swimming lessons, customer services, pool deck safety, etc.).

2007 Management Response

Management agrees with this recommendation.

The branch is satisfied that standards in care, quality and value for money are being adhered to. With these achieved, the facility managers are empowered to manage their centres in a manner that best meets their clients' needs and use their facilities in the most cost effective manner.

The branch believes that it is appropriate from a client service, financial and scheduling perspective to offer the public a choice of swimming lesson durations provided the cost is adjusted to the volume of service received. This view is supported by the Lifesaving Society of Ontario and the customer service philosophy adopted by the Community and Protective Services department of "How Can We Help". Similarly, as long as safety and security issues are carefully considered, pool deck access rules can be modified to reflect the fact that none of the branch's pools have the same layout and amenities. Pools with viewing galleries have less of a need to accommodate on-deck viewing, while those without galleries have few alternatives to allow some level of parental supervision.

As a result, some minor modifications to session lengths are being made to adjust to client needs and individual facility programming requirements. This allows for flexibility recognizing that "one size does not fit all" and meets various community needs while maintaining equity in value for money as the fees are calculated on a cost per hour basis.

Although management feels it is important to allow facilities the flexibility to meet client needs, it is also important to ensure that adequate oversight and controls are in place. The next generation of the marketing plans discussed in recommendation 3 will facilitate a programming direction, which is reflective of community needs. In addition, by rolling the marketing plans up to a branch level, this will facilitate a greater degree of reporting and accountability from the facility to the area manager and allow for a more informed assessment of the degree of consistency across the branch.

Management Representation of the Status of Implementation of Recommendation 8 at December 31, 2008

Implementation of this recommendation is 100% complete.

Management: % complete

100%

OAG's Follow-up Audit Findings regarding Recommendation 8

Management are aware that differences such as length of the course offered and costs may cause inconsistencies between venues. They informed us that differences in costs may result from an instructor's qualification, content of the program, venue cost, etc. Progress has been made in harmonizing programs across facilities however further work is required to fully implement this recommendation.

OAG: % complete

75%

Management Representation of Status of Implementation of Recommendation 8 as of Fall 2010

Management agrees with the OAG's follow-up audit finding.

As mentioned in Recommendation 5, all facilities, regardless of their functional expertise, must now follow and report on departmental outcomes that were identified in the 2008 marketing plans using the tool circulated in July 2010. This addresses the increase of oversight of programming and day-to-day operations at the facility level.

Similarly, as indicated in the management response, minor modifications were made to aquatic session lengths to adjust programming to client needs and individual facility programming requirements. This approach, while allowing flexibility, recognizes that "one size does not fit all" and meets various community needs while maintaining equity in value for money as the fees are always calculated on a cost per hour basis.

Also, pool deck access rules can be modified to reflect the needs for individual pool layouts and amenities, as long as safety and security issues are carefully considered. For example, pools with viewing galleries have less of a need to accommodate on-deck viewing, while those without galleries may allow parental supervision on deck as an alternative.

Finally, new business line organization provides for better opportunities for operational issues to be resolved. Progress toward greater harmonization and consistency across facilities will continue where appropriate, on an ongoing basis.

The following is a timetable for programs that have been identified for a fee standardization review:

After School Programs – by Q4 2011

Leadership Programs – by Q4 2011

Summer Camp Programs – by Q3 2012

Management: % complete *75%*

2007 Recommendation 9

That the Branch review the budget and make adjustments, where necessary, to ensure that it rolls up from the bottom resulting in a greater level of accountability at the facility level.

2007 Management Response

Management agrees with this recommendation.

Management will continue to work with its Financial Support Unit (FSU) to better align budget expenditures and revenues for each of the operations to better reflect actual operating requirements. By ensuring that facility level budgets are more accurate, management within the facilities will be better empowered and accountable for the management of the financial side of their operations.

Management Representation of the Status of Implementation of Recommendation 9 at December 31, 2008

Implementation of this recommendation is 100% complete.

Management: % complete *100%*

OAG's Follow-up Audit Findings regarding Recommendation 9

Management advised that the facility budget review is part of the annual budget process and of the monthly financial reporting and quarterly review meetings conducted. We received and reviewed the agendas and minutes for a sample of these quarterly reviews.

Parks, Recreation and Cultural Services further advised that because of the extensive restructuring that has taken place, management is working on getting division budgets better aligned. The department's new procedure is as follows:

- A monthly reporting process is in place where the facility supervisors send month-end reports to the area managers; and,
- The account manager sends monthly financial reports to branch managers.
- As a result there is an ongoing review of actuals to budget and the Facility Supervisors work with the Managers to re-align budgets as needed. FSU staff are performing monthly budget adjustments at the request of management.

To assess the progress to date, we reviewed the 2008 and 2009 financial information of the 10 facilities / cost centre level reviewed in the original audit.

YEAR	Expenditures		Revenues		COMMENT
	Over Budget	Under Budget	Over Budget	Under Budget	
2006	10.8%	32.0%	74.6%	100.0%	Original Audit Data
2008	65.1%	43.5%	60.6%	100.0%	
2009	5.1%	29.7%	8.1%	77.4%	9 facilities only (no Cyrville 2009)

Source: SAP reports generated 19 Jan 2010

The variances from budget to actual indicate that attention is still required in the future.

OAG: % complete

75%

Management Representation of Status of Implementation of Recommendation 9 as of Fall 2010

Management agrees with the OAG's follow-up audit finding.

In 2009, the department was required to implement significant fee increases to meet budget targets set by Council. These targets had to be allocated to each facility. The department was not able to achieve certain revenue targets due to the economic downturn and some of the significant fee increases (40% in rentals), the transit strike, H1N1 and significant facility closures by Parks, Buildings and Grounds for maintenance and repairs.

There are also restraints on managers as to how they can make changes to their budgets. The total departmental compensation budgets must be maintained in balance with the FTE budget and compensation budgets for the department as a total. They cannot be changed without Council approval. As well, total gross revenues and total gross expenditures cannot be changed without Council approval.

The department also underwent significant change to its organizational structure in 2009. It has taken the year to re-align cost centres under their new managers and generate budgets reflecting these organizational changes. The FSU is continually working with the managers and have been processing a significant number of budget adjustments each year to try to better re-align budgets. Over 50 budget adjustments were done in 2009 by the FSU.

The PRCS management team is currently working to develop a budget committee that will review facility budgets and establish a process where managers will be required to report back to the committee in cases where program spending is not in line with estimated budgets. PRC is targeting an implementation date of Q4 2011.

Management: % complete

75%

2007 Recommendation 10

That Branch management collectively identify their reporting needs and create a template of reports containing information for which managers need to make sound financial decisions.

2007 Management Response

Management agrees with this recommendation.

As of October 2007, division managers and area managers have had CLASS software installed on their desktop computers and have received training on running the multitude of standard reports available. These reports include, but are not limited to, the following:

- Refunds Requested Report;
- Refunds Processed Report;
- Client Accounting Report;
- Course Revenue Report (includes fee assistance);
- Program Status Report (includes cancellations);
- Membership Pass Extensions Reports.

In addition, a financial reporting calendar has been developed, communicated and distributed to managers and supervisors to help ensure consistent oversight of all financial transactions. Quarterly financial review meetings are also held with the director, managers, and the FSU to review the branch's financial status and address any anomalies.

Management will work with Information Technology Services (ITS) to identify any potential budget pressures as a result of the purchase of new equipment, software or licenses required to create any new reports or extend access to additional staff. Any identified pressures will be brought forward as part of the 2010 budget process. Upon approval of this 2010 pressure management will work with ITS to develop and implement this initiative.

Management Representation of the Status of Implementation of Recommendation 10 at December 31, 2008

Implementation of this recommendation is 100% complete.

Management: % complete as of 100%

OAG's Follow-up Audit Findings regarding Recommendation 10

In 2007, the branch instituted its Quarterly Financial Meetings. In addition, in the fall of 2007 branch management were provided with desktop access to CLASS as well as CLASS training.

In June 2009, the Specialist, Program Delivery Risk implemented a “reminder risk management tip” which is e-mailed to staff each Friday (e.g., remember to run X report).

Finally, SAP reports are run and provided by the FSU quarterly while managers may access more detailed reports from CLASS as needed.

OAG: % complete as of ***100%***

2007 Recommendation 11

That the Branch review its staffing allocation and make adjustments where necessary to ensure a more equitable allocation of staff based on current operations and workload.

2007 Management Response

Management agrees with this recommendation.

The branch has been effectively reallocating staff or transferring responsibilities since amalgamation. In 2007, the branch conducted an in-depth review of the part-time FTE complement, using the data available within CLASS, other key performance measures, and operating requirements. Changes will be implemented by Q1 2008.

In addition, management anticipates that the corporately driven Strategic Branch Review process and the branch-driven master planning process will impact the current organizational structure. Staff will be allocated based on the most efficient organizational structure for optimum service delivery and customer satisfaction. Management is committed to on-going periodic reviews to ensure equitable allocation of staff based on workload and operations.

Management Representation of the Status of Implementation of Recommendation 11 at December 31, 2008

Implementation of this recommendation is 100% complete.

Management: % complete ***100%***

OAG's Follow-up Audit Findings regarding Recommendation 11

In 2007 the branch conducted a review of part-time staffing. Management advises that following the realignment of changes, scheduled to be completed in 2009, another review will be undertaken. Management further advises that they perceive the department to now be functionally aligned whereas the former branch was more geographically aligned.

Management however advised that “reviews to ensure equitable allocation of staff based on workload and operations within the parameters of collective agreements and operating budgets are carried out on an on-going basis. Actions to date include:

- The Churchill Seniors Centre Facility Supervisor position was combined with that at the Fisher Park Community Centre and one Recreation Supervisor now oversees both facilities.
- One Program Coordinator from the Glebe Community Centre was redeployed to Rideauview Community Centre for the summer of 2008 and to City-wide development for 2010.
- A new Aquatic Supervisor position was created at the Bob MacQuarrie Recreation Complex-Orleans.
- One additional aquatic Program Coordinator position was created at the Plant Recreation Centre.
- Responsibilities for allocation of facilities and programming were redirected as part of the Branch realignment in order to provide a better allocation of programs and staffing within facilities.”

Staffing allocations across the department continue to evolve over time and therefore the recommendation can be considered fully implemented as far as is practical.

OAG: % complete

100%

2007 Recommendation 12

That Branch management develop a comprehensive set of performance measures that adequately reflect its strategic and operational objectives, in order to provide adequate performance information to Council on performance against outcomes and community impacts.

2007 Management Response

Management agrees with this recommendation.

The branch currently reports on measures, which help inform the creation of two major reports for Council. The first is the Provincial OMBI Public Report in which Ottawa’s measures are analyzed and compared to other OMBI cities. Three childcare measures, and eight sports and recreation measures are included in this report. The second is The City of Ottawa OMBI Report, in which Ottawa’s measures are analyzed and further compared to other OMBI cities. Three parks measures, four childcare measures and six sports and recreation measures are included in this report.

Quarterly financial review meetings are also held to review key reports from CLASS to ensure that the operations and financial indicators are aligned to branch objectives.

Management is committed to the continued evolution of branch performance indicators and reporting which reflect our operational and strategic objectives. The master planning process and the corporately driven Strategic Branch Review process will allow the branch to further refine outcomes and performance measures based on changing markets. This will include measures at a facility level, which will allow greater oversight and reporting to area managers. The strategic direction that will be confirmed and approved by Council as part of these two planning activities will ensure strategic alignment and provide an enhanced opportunity for performance reporting both within the branch and to Committee and Council and the community.

Management Representation of the Status of Implementation of Recommendation 12 at December 31, 2008

Implementation of this recommendation is 50% complete. Quarterly financial review meetings continue to occur. The branch will continue to look for ways to refine other performance measures. However, changes to existing, or the development of new performance measures is pending the completion of the Recreation Master Plan. A report outlining key directions will be provided to Council in Q4 2009.

Management: % complete *50%*

OAG's Follow-up Audit Findings regarding Recommendation 12

As part of the quarterly performance reports to Council, the branch reports on three performance measures: Number of participants in registered programs per 1,000 population; number of participants and available spares in registered programs; and percentage of program occupancy.

We understand that the department is waiting for the implementation of the Recreation Master Plan to further develop performance measures and refine existing ones.

Since 2000 all municipalities in Ontario are required to report (publicly) on performance data (i.e., Municipal Performance Measure Program). In addition the City's participates in the Ontario Municipal Benchmarking Initiative. Both provide very high-level corporate performance results.

OAG: % complete *50%*

Management Representation of Status of Implementation of Recommendation 12 as of Fall 2010

Management agrees with the OAG's follow-up audit finding.

As noted in the OAG's findings, management has developed a set of three comprehensive performance measures which are reported annually to Council.

In addition to the performance measures identified above and those that will likely be developed as a result of the Master Plan, management is reviewing the business lines that were created as a result of the new organizational structure in order to determine applicable performance measures. Management is aiming to have new performance measures, attached to the new business lines, in place by Q4 2011.

Management: % complete *50%*

2007 Recommendation 13

That the Branch develop a regular reporting mechanism to provide managers with timely and relevant information on the overall performance of facilities against established objectives and performance measures.

2007 Management Response

Management agrees with this recommendation.

No action is required. Division managers and area managers already have desktop access to SAP reports and more recently to CLASS reports. This relevant information is sufficient to manage their operations. The Business and Client Services division's CLASS team sends the following reports on a monthly basis to supervisors/portfolio managers, Financial Support Unit (FSU) manager, area managers and division managers for the purposes of ensuring that front line staff is adhering to policies and procedures:

- Rentals to be Completed Report;
- Deposit and Rentals Contracts Report; and,
- Rental Status: Tentative.

Quarterly financial review meetings are held with the FSU and director to review key reports from CLASS in order to ensure that the operations and financial indicators are aligned to branch objectives and annual targets and to investigate and report on any anomalies. As the branch operations and technology evolves reporting needs will be continuously evaluated to ensure that sufficient reporting is in place and new reporting opportunities are explored and leveraged.

Management Representation of the Status of Implementation of Recommendation 13 at December 31, 2008

Implementation of this recommendation is 100% complete.

Management: % complete *100%*

OAG's Follow-up Audit Findings regarding Recommendation 13

This recommendation speaks to reporting on overall objectives and performance at the facility level. As stated in the original report "(OMBI) data is useful at a very high-level but it does not provide any information or analysis on performance by

program, by facility, or by area". The original audit had also found that the CLASS software already contained very detailed information that could be analysed.

The OAG requested the performance objectives and measures for five facilities as well as the reported results for these. The facility marketing plans provided and reviewed and it did contain some performance indicators and measuring tools. However, results could not be provided. We were advised that facility-marketing plans are not completed by facilities quarterly. Management informed us that quarterly performance measures are included within the high level report to Council (at the department level). Review of the excerpt that management provided us that was reported to Council provided results of three performance measures at the department level which were unrelated to the individual facilities performance indicators.

Quarterly financial reviews are occurring however further work is required in monitoring and reporting on overall performance of facilities against established objectives and performance measures.

OAG: % complete

75%

Management Representation of Status of Implementation of Recommendation 13 as of Fall 2010

Management agrees with the OAG's follow-up audit finding.

As stated in the original management response, no action was taken on this recommendation as managers already had access to relevant CLASS and SAP reports that provide information on the overall performance of facilities.

The Quarterly Financial Review Meetings held with the FSU and managers provide an opportunity to review key reports from CLASS and SAP in order to ensure that facility performance is aligned with departmental objectives, annual targets and newly created business lines. Any anomalies are further investigated and reported on.

The department's Service Excellence Strategy will include the development of performance measures for each of the business lines approved in 2009. The targeted date for the completion of this strategy is Q4 2012.

Management: % complete

75%

2007 Recommendation 14

That the Branch enforce a consistent approach in the collection, tracking, and reporting of client feedback.

2007 Management Response

Management agrees with this recommendation.

The branch currently has a policy addressing soliciting and responding to client comments that was approved by senior management in August of 2003. This policy provides clear direction on the process of obtaining, responding to, and reporting at a branch level, client feedback received at our facilities.

A formal review of this policy will be completed in Q3 2008. Once the review of the policy is complete a communications strategy will be developed to ensure that any changes are clearly communicated to all staff and the policy will be enforced consistently.

The Parks and Recreation branch will also work with the Business Transformation Services department to enhance its customer service focus and undertake comprehensive customer satisfaction evaluations as part of the corporate transformation agenda. The corporate process established by Council around the transformation agenda will dictate the implementation and timelines associated with this initiative. Management is committed to continued service improvement in the areas of client feedback, monitoring, tracking and assessing customer satisfaction.

Management Representation of the Status of Implementation of Recommendation 14 at December 31, 2008

Implementation of this recommendation is 80% complete. A formal review of the abovementioned policy has been completed. Development of a communication strategy is in progress and is expected to be complete by the end of Q1 2009.

Management: % complete *80%*

OAG's Follow-up Audit Findings regarding Recommendation 14

The branch uses MAP to track feedback from clients. Negative feedback is raised to the general manager's office and managers. This information is expected to then be rolled down to facilities.

In February 2009, Business and Client Services issued a department-wide email advising that revisions (coming in effect March 1, 2009) had been made to the Soliciting and Responding to Client Comment Policy. One of the revisions related to an area roll-up of the client comment cards to be completed each quarter and provided to the division administrative assistant for roll up. Management advised that: "as a result of the Parks and Recreation realignment, the former Area Managers' portfolios changed considerably with different facilities and different staff to supervise. During the stabilization process, the written roll up as identified in the policy did not take place." On average recreation complex receives anywhere from 200 - 250 comment cards per year.

OAG: % complete *80%*

Management Representation of Status of Implementation of Recommendation 14 as of Fall 2010

Management agrees with the OAG's follow-up audit finding.

Management revised the *Soliciting and Responding to Client Feedback Policy* and communicated the revised policy to staff. The policy ensures a consistent approach in the collection, tracking and reporting of client feedback.

The roll up of client comments was an enhancement to the implementation of the original recommendation and should not be used to assess its completeness.

The *Soliciting and Responding to Client Feedback Policy* will be reviewed with appropriate staff to ensure that the roll up process for client feedback, as described in the policy, takes place for 2011. This review will be completed by Q2 2011.

Management: % complete **80%**

2007 Recommendation 15

That the Branch's Risk Management Review Team include staff training as a part of their workplan and develop a process for increased oversight and compliance to staff training requirements.

2007 Management Response

Management disagrees with this recommendation.

Although management recognizes the importance of providing training to branch staff on risk management issues, a branch committee, led by the branch training coordinator, is currently being formed that has a mandate to develop a work plan to ensure the establishment of a tracking mechanism for staff and management training as required.

The work plan will be developed by Q2 2008 and will include key training programs such as Risk Management. A 2007 branch Training Report prepared by the branch training coordinator recommended the branch training requirements and confirmed mandatory versus optional training requirements for various branch staffs. This was mapped against branch resources available to support the program.

By utilizing a separate training group to complete this work, management feels that this important topic can be more effectively integrated into current training plans and ensure a greater degree of oversight and compliance to training requirements as recommended.

Management Representation of the Status of Implementation of Recommendation 15 at December 31, 2008

Implementation of this recommendation has not yet begun. This item is on the agenda for discussion at the February 19, 2009 CAWG meeting.

Management: % complete **0%**

OAG's Follow-up Audit Findings regarding Recommendation 15

February 19, 2009 discussions at CAWG resulted in the following resolution:

A work plan / project charter description was developed by the branch training coordinator and circulated to Parks and Recreation Management Team, which ensures consistent training practices and effectively manages risk. A key deliverable was also identified, and includes: development of measures, tracking tools/procedures and branch training reports to monitor compliance and effectiveness of training strategies. A quarterly report has also been developed to provide management with quarterly updates on the training status of staff by facility. Management will continue to monitor staff training in the branch.

OAG: % complete

100%

2007 Recommendation 16

That the Branch develop a quarterly training report which provides details on the training status of staff by facility.

2007 Management Response

Management agrees with this recommendation.

Discussions are in progress regarding report format and the development of procedures to support compliance monitoring. This recommendation will be implemented by end of Q1 2008.

Management Representation of the Status of Implementation of Recommendation 16 at December 31, 2008

Implementation of this recommendation is 100% complete.

Management: % complete

100%

OAG's Follow-up Audit Findings regarding Recommendation 16

Although training enrolment information was available it did not have a training requirement component and the enrolment information was not analysed and reported on. Information relating to the staff from 90 organizational units enrolled in training for the last quarter of 2008 was provided. The key element missing from the database related to which training was necessary and had not been provided. Management advised us that this information is not available from SAP but that staff at facilities would know.

Our review revealed that of the 586 staff enrolment, 12.6% had cancelled (not attended) the training and more than half of these were coded "no show". In addition, 8% did not have any reason for cancelling their training. Discrepancies were also noted in the duration of the training that did take place, e.g., 3 of 512 headcount had a training duration of approximately 1 minute.

Management informed us that a report has now become available from SAP that can be exported into Excel to indicate which staff from which facility have received a specific training. However, as reported in the original audit, mandatory training requirements for staff, community partners and volunteers need to be well defined and the status of training consistently tracked and reported on. A report that highlights required-training does not seem to be available to the department at this time. (E.g., Who is required to be train and is not obtaining the training.)

OAG: % complete

65%

Management Representation of Status of Implementation of Recommendation 16 as of Fall 2010

Management agrees with the OAG's follow-up audit finding.

The original recommendation was to develop a quarterly training report which provides details on the training status of staff by facility. The reports currently available from SAP provide this information.

The department has been advised that in the near future, SAP will be able to provide a modified report that will indicate the training requirements for each staff as well as a status of those requirements. In the meantime, facility staff who review these reports are aware of the training requirements for each of their staff, depending on the position that they hold.

Management feels that it has done all it can with regard to this recommendation from a departmental perspective. Management will engage in discussions with its shared services partners to determine whether plans such as Service Excellence, the People Plan and SAP may have an impact on this recommendation. Management is targeting these discussions by Q1 2011.

Management: % complete

65%

2007 Recommendation 17

That the Branch develop and communicate a policy on facility rentals and the requirement for City staff to be on the premises during a rental event.

2007 Management Response

Management disagrees with this recommendation.

The branch already has an approved Allocation Policy and Procedures related to facility rentals. It allows under prescribed and limited circumstances, such as buildings without permanent staff, access without staff being on premises. The Risk Management unit's reporting indicates that this process is operating without issue. In addition, the branch has general terms and conditions, specific terms and conditions for facility rentals, as well as key agreements and key agent agreements that allow access to the public and community groups who rent these facilities without the requirement of City staff on the premises. Parks and Recreation's

philosophy is to empower community groups to develop more key agreements that continue to reduce the operating costs to the City (by not providing staff on site) and to increase access to city facilities by users.

Management Representation of the Status of Implementation of Recommendation 17 at December 31, 2008

Implementation of this recommendation has not yet begun. This item is on the agenda for discussion at the February 19, 2009 CAWG meeting.

Management: % complete **0%**

OAG's Follow-up Audit Findings regarding Recommendation 17

February 19, 2009 discussions at CAWG resulted in the following resolution:

Management believes that the current process provides an efficient service to the community at a reduced cost to taxpayers. Key agreements and contracts outline the expectations of Parks and Recreation staff and facility users in the execution of the agreement. Key holders agreements are signed by the individual who is issued a key to access the facility and agrees to clauses outlining details associated with: indemnification, evidence of insurance, deposits, etc.

OAG: % complete **100%**

2007 Recommendation 18

That the Branch clearly communicate its position on direct delivery of programs and services versus promoting community development and partnerships.

2007 Management Response

Management agrees with this recommendation.

A clear direction on the model for delivery of community programs will be established. Significant work has already been undertaken in documenting the variety of existing practices and the variations in entitlements that are available related to access to City facilities, financial support, staff resourcing, assistance with operational requirements, etc.

The Master Plan process identified throughout management's responses will provide the direction required to clearly respond to this recommendation. Part of the process involves a dialogue regarding service delivery mechanisms, partnerships, benefits, and community needs. This dialogue will result in the development of service delivery principles for Council's approval, which will include discussions regarding the mandate of the branch and expectations of partners and the community. Community consultation will raise awareness regarding the City's position on direct delivery programs and services versus

community partnerships. A communications plan will be developed as part of the master planning process.

Management Representation of the Status of Implementation of Recommendation 18 at December 31, 2008

Implementation of this recommendation is 50% complete. This recommendation is tied to the Recreation Master Plan process. A white paper to address service delivery will be available for public comment in May 2009. A report outlining key directions will be provided to Council in Q4 2009.

Management: % complete 50%

OAG's Follow-up Audit Findings regarding Recommendation 18

Management is working on the completion of the Recreation Master Plan. As stated previously, the completion of the Plan is but a first step in fully implementing this recommendation.

OAG: % complete 50%

Management Representation of Status of Implementation of Recommendation 18 as of Fall 2010

Management agrees with the OAG's follow-up audit finding, however, further progress has been made.

In 2007 the Auditor found "it has not been clearly communicated by Branch management where the City is headed with respect to community development and developing relationships with Community Associations. Some Area Managers indicated that this model is very positive for the City while recognizing that there needs to be improved management and oversight of the relationship. Other Area Managers stated that the City is moving away from this model and should continue to move away as the risks and challenges of managing these relationships far outweigh the benefits. The audit found that in the absence of management direction and clear communication on this issue, Branch staff have conflicting views and approaches to managing these relationships."

The recommendation was therefore to "clearly communicate its position on direct delivery of programs and services versus promoting community development and partnerships". This has been implemented through report ACS2010-COS-PRC-0008, entitled "Parks and Recreation Master Plan - Road Map and Timelines" which states that "The City shall balance existing and new facility demands through community and multi-government partnerships", and further proposes a 'Community Support and Partners Framework Report' which will provide Council and staff with the tools to support and manage a partner-based model for the provision of recreation services.

On May 25th, 2010 all program managers received a copy of the Road Map report which outlines this position.

Management considers implementation of this recommendation to be complete.

Management: % complete *100%*

2007 Recommendation 19

That the Branch develop a comprehensive programming agreement outlining detailed Terms and Conditions for Community Associations providing a significant amount of programming out of City facilities, similar to what has been done for the City Funded Recreation Service Agreements.

2007 Management Response

Management agrees with this recommendation.

It has always been management's intent to develop, in consultation with stakeholders, a new City of Ottawa service delivery continuum, which speaks to the opportunities/role of partner-supported program/service delivery, and formalize the respective roles/responsibilities of the City versus the partner through the use of a written agreement.

To date, priority has been given to developing a framework with Community Funding partners involved in funded recreation service delivery. The branch is in the process of developing a proposed framework to suggest the level of support a funded recreation service delivery partner might expect from the City in exchange for program/services to be provided. A proposed framework for funded recreation service delivery partners and community-based tennis operations is anticipated in Q4 2008. Financial implications related to this proposed framework for funded recreation service delivery partners and community-based tennis operations will be identified as part of the 2009 budget process.

It is important to note that with the existing community partnerships there are many positive relationships and corresponding programming agreements that have been established and continue to be enhanced. Significant progress has been made on extending and developing more community partnerships. Most recently, partnerships and programming agreements have been formed in the suburban/urban areas with Dovercourt and Le Patro. In the rural areas nine more agreements have been signed with community associations including, Kars, Corkery, South Keys/Greenboro, Kinburn, Galetta, Fitzroy Harbour, Dunrobin, Burritts Rapids and Carsonby. All outstanding programming agreements will be in place by Q4 2008.

Management Representation of the Status of Implementation of Recommendation 19 at December 31, 2008

Implementation of this recommendation is 80% complete. Projected completion date is February 2009.

Management: % complete 80%

OAG's Follow-up Audit Findings regarding Recommendation 19

The department provided a proposed framework for funded recreation service delivery the completion of which was delayed until 2009. The department also reiterated that they felt the Master Recreation Plan process also impacted part of this recommendation. In mid 2009, the department foresaw completion in Q1 2010. Rural agreements with Community Associations were also provided.

In January 2010, specific to the seven Community Associations that provide a significant level of recreational programming out of City facilities and which were the focus of the original audit, Parks, Recreation and Cultural Services have a signed agreement with one, Canterbury Community Association.

Management informed us that the Canterbury agreement was used as a template for the development of the Glebe agreement, which has been negotiated regarding summer recreation programs with the understanding that this agreement would be followed up with an agreement for the entire Glebe operation. In January 2010, this all encompassing agreement is still in the development stages.

Management also advised us that they were working on getting similar agreements signed with the remaining five associations reviewed during the initial audit (i.e., Ottawa South; Greensboro; Jack Purcell; Told Town Hall; and, Carleton Heights community centres).

OAG: % complete 65%

Management Representation of Status of Implementation of Recommendation 19 as of Fall 2010

Management agrees with the OAG's follow-up audit finding.

The original recommendation was to “develop a comprehensive programming agreement outlining detailed Terms and Conditions for Community Associations providing a significant amount of programming out of City facilities similar to what has been done for the City Funded Recreation Service Agreements”. While this agreement has been developed, it is not yet in place for all Community Associations.

A comprehensive programming agreement has been developed, and further, negotiations to sign off on the agreements are in progress with the community associations in the Glebe and Ottawa South. The next priority is the community association at Carleton Heights.

Of note, beyond the scope of the original recommendation, an assessment is being undertaken to confirm the appropriateness of the involvement of the community associations at Greenboro, Jack Purcell and Old Town Hall in facility programming as there is a concern that a comprehensive programming agreement may not be the appropriate instrument for these groups. See the management response to Recommendation 20 for further information.

Management: % complete

65%

2007 Recommendation 20

That the Branch maintain adequate oversight and management of all its community partnership agreements on a regular and ongoing basis (including those listed in Appendix A of the full audit report).

2007 Management Response

Management agrees with this recommendation.

As mentioned in recommendation # 19 above, there has been significant improvement on the refinement of the existing community partnerships and progress has been made on extending and developing more community partnerships.

Management recognizes that more work is required to ensure that adequate oversight and controls are in place. In the short-term, the branch will work with City stakeholders and experts (i.e., Legal Services) and partner agencies to reach a shared agreement on the definition of standard adequate oversight and controls, by Q4 2008. It will be important that the City balance the need for adequate oversight and controls with ease of administration for our partners.

Over the long-term management anticipates that the corporately directed Strategic Branch Reviews and the Parks and Recreation master planning process may impact the nature of the branch's partnerships, but reaffirms its commitment to ensuring any partnership that is entered into includes mechanisms for adequate oversight and management.

Management Representation of the Status of Implementation of Recommendation 20 at December 31, 2008

Implementation of this recommendation is 50% complete. This recommendation is tied to the Recreation Master Plan process. Staff have developed a Recreation Service Delivery Framework that addresses the definition of adequate oversight and controls and the framework is now in the consultation stages. Currently, consultations are being scheduled with internal staff. Consultations with stakeholder groups are planned for April 2009 and a report to Committee is planned for Q4 2009. Targeted implementation date is currently Q1 2010.

Management: % complete

50%

OAG's Follow-up Audit Findings regarding Recommendation 20

The OAG agrees that the Parks and Recreation White Paper addresses community partnership agreements. However, managers need to ensure the adequate oversight and management of all its community partnership agreements on a regular and ongoing basis.

Ongoing adequate oversight and controls is not meant to hinder our partners' administration but rather safeguard the best interest of the City. The development of the Recreation Master Plan represents only a first step to implementing this recommendation.

The consultation results – guiding principals and key recommendations of the Recreation Master Plan were presented to City Council at their December 9, 2009 meeting.

OAG: % complete

65%

Management Representation of Status of Implementation of Recommendation 20 as of Fall 2010

Management agrees with the OAG's follow-up audit finding.

Adequate oversight and management of all community partnerships is maintained by the City through agreements such as leases, recreation service delivery, key agreements and access management agreements that require partners to provide:

- Quarterly reports including data regarding: number of registrations, attendance at special events, attendance by drop-in/membership, allocation of facility hours, volunteer involvement.
- Maintenance and provision of financial records indicating the disposition of the City's contribution to the programs as well as all program revenues, expenses, assets and liabilities.
- Annual audited financial statements for all funding over the amount of \$25,000.

As stated in Recommendation 19 above, a programming agreement has been developed with the community associations in the Glebe, and Ottawa South, and Carleton Heights is next on the list.

An assessment is being undertaken of the relationship between the community associations at Old Town Hall, Greenboro and Jack Purcell and the City vis-à-vis other partner relationships as part of the development of a Community Support and Partners Framework.

The department will complete the assessment of these specific relationships during Q4 2010. A report to Committee on a proposed partnership framework to classify partnerships, affirm City supports and partner obligations is anticipated in 2012 as part of the Recreation Master Plan.

In addition, as a result of the departmental realignment, two new Business Analyst positions were created that will assist in the monitoring and compliance of partnership agreements.

Management: % complete *65%*

2007 Recommendation 21

In order to ensure a high level of public health and safety, that the Branch coordinate the conduct of regular water quality tests of the City's swimming pools.

2007 Management Response

Management disagrees with this recommendation.

The Provincial Government under Regulation 565/90 of the Health Protection and Promotion Act regulates public swimming pools in Ontario. Section 7 of the Regulations requires that the operator of the pool to test the pool for free available chlorine and pH 30 minutes before the pool is open to bathers and at least every two hours once the pool is open to bathers. These regulations are based on the substantiated premise that if free available chlorine in the water is maintained at over .5 ppm and pH levels are maintained at between 7.2 and 7.8, there should be no opportunity for contamination that could cause public health concerns. The Real Property Asset Management branch and the Parks and Recreation branch already comply with the testing required by Provincial legislation. There is no statutory requirement, industry standard, or technical research to support the recommendation to regularly test swimming water for bacteria. This would result in significant additional costs.

However, management proposes that the City implement a monthly test for bacteria at all outdoor pools. At outdoor pools, there are additional challenges in maintaining sanitary conditions since it is possible for wind blown debris to reach the water, for rainwater to destabilize the water's pH levels, and for the sun's ultraviolet light to break down the chlorine. To ensure that these variables are not impacting on water quality and safety, management supports a monthly test to confirm that chemical treatment of the water is effective. Monthly testing of the City's nine outdoor pools will create an annual budget pressure of \$3,024. These operating pressures will be identified through the 2009 budget process and upon approval of the budget the recommendation will be implemented in accordance with Council direction. Target implementation date is Q2 2009.

Management Representation of the Status of Implementation of Recommendation 21 at December 31, 2008

Implementation of this recommendation has not yet begun. This item is on the agenda for discussion at the February 19, 2009 CAWG meeting.

Management: % complete as of June 25, 2009

0%

OAG's Follow-up Audit Findings regarding Recommendation 21

February 19, 2009 discussions at CAWG resulted in the following resolution:

In addition to water testing which already meets the provincially mandated requirements, Program Properties staff implemented additional water quality testing in City run outdoor pools in the summer of 2008. The results were positive with only three incidents of failed water tests in the smaller (baby pools) attached to larger outdoor pools. Once discovered, the pools were drained, scrubbed, refilled and reopened the next day. The branch will continue the current practice of monthly water testing for outdoor pools.

OAG: % complete

100%

4 SUMMARY OF THE LEVEL OF COMPLETION

1. The table below outlines our assessment of the level of completion of each recommendation as of February 2010.

CATEGORY	% COMPLETE	RECOMMENDATIONS	NUMBER OF RECOMMENDATIONS	PERCENTAGE OF TOTAL RECOMMENDATIONS
LITTLE OR NO ACTION	0 – 24		-	-
ACTION INITIATED	25 – 49	2, 5, 7	3	14%
PARTIALLY COMPLETE	50 – 74	6, 12, 16, 18, 19, 20	6	29%
SUBSTANTIALLY COMPLETE	75 – 99	1, 8, 9, 13, 14	5	24%
COMPLETE	100	3, 4, 10, 11, 15, 17, 21	7	33%
TOTAL			21	100%

2. The table below outlines management's assessment of the level of completion of each recommendation as of Fall 2010 in response to the OAG's assessment. These assessments have been validated through discussions with management.

CATEGORY	% COMPLETE	RECOMMENDATIONS	NUMBER OF RECOMMENDATIONS	PERCENTAGE OF TOTAL RECOMMENDATIONS
LITTLE OR NO ACTION	0 – 24	-	-	-
ACTION INITIATED	25 – 49	2, 7	2	9%
PARTIALLY COMPLETE	50 – 74	6, 12, 16, 19, 20	5	24%
SUBSTANTIALLY COMPLETE	75 – 99	8, 9, 13, 14	4	19%
COMPLETE	100	1, 3, 4, 5, 10, 11, 15, 17, 18, 21	10	48%
TOTAL			21	100%

5 CONCLUSION

The October 2008 corporate reorganisation (Phase III) saw the Parks and Recreation Branch dissolved and the establishment of the present Parks, Recreation and Cultural Services Department. Notably, the present department no longer includes Child Care; however, now contains Cultural Services. The reorganization has impacted some recommendations. Within the past year, progress towards full implementation of the audit's recommendations focussed on efforts to develop a Recreation Master Plan as well as the completion of the three-year Marketing Plan. Consequently, implementation of many recommendations has been impacted and/or delayed.

The need for a Recreation Master Plan was first identified in 2002 but as stated in the original audit, it was only in April 2007 that the branch (now department) started with its preliminary meetings for this endeavour. Management made three white papers available to the public in May 2009, with a view of receiving public input until August 2009. Management advised that they anticipated that key directions would be provided to Council in Q4 2009 with staff reporting back to Committee and Council in Q1 2010 with the final Recreation Master Plan. The consultation results including guiding principals and key recommendations for the Recreation Master Plan were presented to City Council at their December 9, 2009 meeting.

The Recreation Master Plan was not complete as of January 2010 and as a result full implementation of many of the original audit's recommendations was pending at the time of this follow-up. As well, as of January 2010, one of the seven Community Associations that provide significant level of recreational programming out of City facilities had signed formal recreation programming/service agreements in place.

There remains a requirement for performance measures of individual facilities. Each facility marketing plans provide individual performance indicators and measuring tools, however quarterly reporting of outcomes to Council occurs on only four measures at the department level. As we stated in the original audit, "this data is useful at a very high-level but it does not provide any information or analysis on performance by program, by facility, or by area."

6 ACKNOWLEDGEMENT

We wish to express our appreciation for the cooperation and assistance afforded the audit team by management.