



Town of Goderich

**Community Recreational Needs Assessment  
Organizational & Service Model Review Report**

December 15, 2021

**DRAFT**

Prepared by:



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## **Section 1.0 Introduction**

### **1.1 Purpose of the Operational & Service Model Review**

The Town of Goderich has contracted the services of Monteith Brown Planning Consultants Ltd. in association with Tucker-Reid & Associates to assess the recreational facility needs and the ability of the current recreation service delivery model to meet the needs of the Goderich public now and into the future.

A Recreation Review Ad-Hoc Committee has been appointed by Town Council to assist the Consulting Team in the ease and review of its work. Specifically, its mandate is to oversee the current and longer term (10-year) Community Recreational Needs Assessment (CRNA) through programming and facility requirements with a lens of affordability and sustainability. Specific focus is placed on the Service Delivery Model to determine the effectiveness of the current model, future governance and operational options, a recommendation for a preferred option and considerations for implementation. The Recreation Review Ad-Hoc Committee strives to ensure the fulsome engagement of users, residents, and community partners throughout the CRNA process.

The purpose of this Organizational & Service Model Review Report is to deliver on the Town of Goderich's requirements to carry out the following as part of the CRNA Terms of Reference:

- a) Conduct a Review of Recreation Services
- b) Conduct a Service Delivery Model Review
- c) Review the Current Governance Model for Recreation

The evaluations will be developed considering utilization and performance metrics, satisfaction levels, the opinions and information garnered through public engagement, key opinion leaders, existing high-performance standards in the delivery of recreation services and compliance with current national/provincial service delivery standards. The Governance Model review will follow the service and operational assessment in this report to ensure that form follows function.

## 1.2 The Proposed Strategic Framework for Recreation in Goderich

Findings from research and consultations carried out through the CRNA provides a valuable opportunity to define the Town's Vision, Mission & Guiding Principles for recreation by embracing current community values. The Vision and Mission, along with a set of Guiding Principles, is referred to as the CRNA's Strategic Framework.

In a few words, the CRNA Vision tells the story of how recreation in Goderich will be viewed in the future, and in turn what the Town and its community partners will strive towards achieving. The essence of the Vision is that every resident can derive the many physical, social, and economic benefits from recreation and that multiple organizations come together to deliver recreation services in Goderich.

**A Place Where Everybody Plays Together!**

A Mission Statement speaks to the purpose of recreation services, who is served and how Goderich and the YMCA of Southwestern Ontario go about their work in Goderich. Mission statements clarify the importance of recreation within a community and create a common language for those working to deliver the services.

**The Town of Goderich, the YMCA of Southwestern Ontario and community partners strive to provide inviting and enjoyable recreation and sport experiences to all residents to sustain healthy citizens and maintain a cohesive community.**

### Guiding Principles for Recreation Services in Goderich:

1. **A Wide Variety of Choices** – choices in active, creative, sport, and general interest recreational opportunities serve to enable learning and development.
2. **Access and Inclusion** – special efforts will be made to include marginalized and underrepresented populations.
3. **All Residents Served** – recreation activities will be citizen centred and include the needs of all age groups. Equitable distribution of spaces amongst genders and age groups is central to our successful recreation system.
4. **Welcoming, Safe Spaces and Activities** – recreational facilities and spaces will be welcoming, safe and promote a sense of belonging and cohesion.
5. **Collective Impact** – all community partners are welcome to be engaged in addressing community issues where recreation and sport can be of value. We are stronger together.
6. **Volunteerism** – volunteering strengthens our ability to increase the number and quality of our sport and recreation activities.

### 1.3 The Role of the Town in the Delivery of Recreation Services

The role of a municipality in delivering/enabling recreation services centres on proactive planning and efficient execution - always in concert with community and stakeholders/partners. There is a balance required in being nimble in responding to changes as the community evolves, ensuring full access especially for marginalized populations and providing/enabling a full range of services for all ages and abilities. Programs and services are provided with a view to being cost efficient, providing quality opportunities and in safe environments, typically resulting in high levels of public/member satisfaction and healthy outcomes.

In Goderich, Town Council has supported a contracted delivery approach since the mid-2000s in that an Operating Agreement has been developed with the YMCA of Southwestern Ontario (YMCASWO) whereby:

- the YMCASWO manages indoor recreation facilities, sports fields and selected other outdoor services (e.g., lifeguarding at the Rotary Cove Beach) through its local division, the Goderich-Huron YMCA;
- the Goderich-Huron YMCA offers programs and member services to ensure a wide range of recreational activities within the community; and
- the Town of Goderich contributes to the fiscal viability and sustainability of the service delivery model.

Inherent in this model is the clear expectations of the YMCA in a changing environment. Both the YMCA and the Town of Goderich need to be current with national trends and standards and local and service expectations to be informed of the requirements within the operating agreement with the contracted provider. The **emphasis is to increase participation year over year** and engage more community members in healthy pursuits. It is important to articulate the role of the Town whether it is providing services directly or through a contracted provider, and the following must be considered (at a minimum):

- **Understand the growth of the Town** and plan for any increase/decrease in service provision based on changes to demographics, income levels, social issues, including persons experiencing low income, persons with disabilities, and other marginalized peoples;
- **Promote the importance** of being engaged in active lifestyles as a lifelong pursuit;
- Incorporate program/service/community-driven approaches that **address social development issues** within the community such as youth engagement, isolation among older adults, improving physical activity levels, etc.;
- **Ensure that infrastructure and amenities** are meeting a community need, are in a state of good repair, and are multi-purpose in terms of their use;
- **Provide a full range of recreation and sport activities** based on the needs of the general population, families and within specific age groupings;

- **Enable partners and other providers** to excel and play their part in providing a full range of services including the fulsome utilization of public assets;
- **Promote and communicate** the available opportunities and the benefits of participating in recreation;
- **Understand participation rates** by age group and set targets to increase participation;
- **Comply with legislative requirements and incorporate quality assurance measures** while adhering to industry standards and ensure that contracted providers meet these requirements;
- **Train and support a capable staff and volunteer team** and/or ensure that contracted providers meet the same standards;
- **Support and recognize the importance of volunteerism** in the provision of recreation opportunities;
- **Communicate and share knowledge** with partners and stakeholders;
- **Work collectively** with partners and stakeholders in addressing needed improvements;
- **Ensure that the financial implications** of having a joint responsibility for recreation services is fair-minded and provides for a sustainable and proactive recreation system; and
- **Measure the return on the investment** into recreation services, as well efficiencies and effectiveness of the service delivery system.

#### 1.4 Recreation Services Assessment

The assessment of recreation services in Goderich will engage varying inputs in identifying the strengths and challenges associated with the current delivery system. The review considers the public engagement input through focus groups, community surveys, and key opinion leader interviews. From a standards perspective, the YMCA's Serving All Members (SAM) assessment tool findings as well as the high-performance standards articulated through the Framework for Recreation in Canada audit tool are utilized to inform the CRNA. This thorough and balanced input will enable the YMCA, Town Council and Staff with the opportunity to celebrate current successes and address deficiencies within the delivery system. Figure 1 illustrates the methodological approach to the operational and service delivery model review.

Notable findings from the CRNA's research and consultation activities are also summarized in the pages that follow; a comprehensive analysis of these inputs can be found in the Recreation Facility Needs Assessment Report (under separate cover) that accompanies this Organizational & Service Model Review Report.

Figure 1:- Goderich Community Recreation Needs Assessment Process



### Inputs from Demographic Review

- The population of Goderich is not expected to grow significantly over the course of the next 10 years with anticipated growth estimated at an additional 530 residents (noting that release of 2021 Census data and recent building activity may change the approved growth forecast);
- There will be a continued increase in the number of older adults living in Goderich – the population ages 55 and over increased by 41% between 2001 and 2016;
- The median 2015 household income of \$60,000 was 10% below the County’s median income while there were 1,000 residents living below Statistics Canada’s Low-Income Measure of whom many would likely require a financial subsidy to engage in recreational pursuits;
- The number of BIPOC residents has declined from 1.5% in 2016 as compared to 2.5% in 2001;
- The percentage of residents born outside Canada decreased slightly to 6.5% in 2016 as compared to 6.6% in 2001; and
- The secondary market for recreation in Goderich includes Ashfield-Colborne-Wawanosh (ACW) Central Huron and Bluewater which are collectively estimated to have a population of 20,900 persons, many of whom are attracted to varying recreation and sport opportunities in Goderich.

### Inputs from the CRNA Community Survey

- 87% of survey respondents participate in walking, jogging, and hiking for leisure;
- 52% participate in swimming;
- 41% participate in ice sports such as hockey, figure skating and ringette;
- 50% (344 residents) of survey respondents felt that the Town should take on a greater role in providing recreation services. Most of these respondents utilized arena and soccer facilities;
- 15% (103 residents) indicated that the current arrangement appears to be working well; and
- 12% (83 residents) indicated that the YMCA should take on a greater role in delivering recreation services to the public.

### Teen Summit Comments on Recreation Services

- Youth feel comfortable and safe in Town and YMCA-operated spaces such as community centres and parks;
- Youth value the Maitland Recreation Centre, skateboard park, beach, arenas, outdoor rink, and trails;
- This age group would like to see more beach and water-based activities; and

- Youth suggest more social media and posters in schools to make youth more aware of recreation services and opportunities.

### Inputs From Staff, the Public and Community

- Communications and promoting all recreation activities need to be readily available on the Town's website and/or another centralized source given the dozens of recreation service providers operating in Goderich; and
- There is a sense of pride around the YMCA/Town relationship with respect to the numbers of residents that are participating and the uniqueness of the relationship.

## 1.5 Framework for Recreation in Canada Audit Tool

The Framework for Recreation is a collaborative effort between provincial and territorial governments, recreation associations, academics, and practitioners. In 2015 the Federal, Provincial, Territorial Ministers responsible for sport, physical activity, and recreation endorsed the FRC and is fully supported by the Government of Canada. The FRC is a guiding document for recreation providers in Canada and provides pathway toward its vision as follows:

***We envision a Canada where every citizen is engaged in meaningful, accessible recreation experiences that foster individual, community, and environmental well-being,***

The Framework for Recreation in Canada (FRC) defines the key goals for recreation nationwide, creating a common language and expectations with respect the delivery of service. While there is no legislation to mandate municipalities in the delivery of recreation services (although there are many legislative requirements for various operations), the use of an FRC Audit Tool will allow Town Council to determine current strengths and gaps in the delivery of recreation services. As illustrated and described in the excerpt on the following page from the FRC, its five goals centre on:

1. Active Living
2. Access and Inclusion
3. Access to the Outdoors
4. Supportive Environments (supply of facilities and parks)
5. Building Capacity within Recreation

# Part II

# A Framework for Recreation in Canada 2015

## Vision

Everyone engaged in meaningful, accessible recreation experiences, that foster:

Individual Wellbeing	Wellbeing of Natural & Built Environments	Community Wellbeing
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## Values

Public Good	Inclusion & Equity	Sustainability	Lifelong Participation
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## Principles of Operation

Outcome-Driven	Quality & Relevance	Evidence-Based	Partnerships	Innovation
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## Goals



## Priorities

- |   |   |   |   |   |
|---|---|---|---|---|
| <ul style="list-style-type: none"> <li>- Participation throughout the lifecourse</li> <li>- Physical literacy</li> <li>- Play</li> <li>- Reduce sedentary behaviours</li> </ul> | <p>Equitable participation for all, regardless of socioeconomic status, age, culture, race, Aboriginal status, gender, ability, sexual orientation or geographic location</p> | <ul style="list-style-type: none"> <li>- Natural spaces and places</li> <li>- Comprehensive system of parks</li> <li>- Public awareness and education</li> <li>- Minimize negative impacts</li> </ul> | <ul style="list-style-type: none"> <li>- Provide essential spaces and places</li> <li>- Use existing structures and spaces for multiple purposes</li> <li>- Renew infrastructure</li> <li>- Active transportation</li> <li>- Partnerships in social environment</li> <li>- Recreation education</li> <li>- Assessment tools</li> <li>- Align community initiatives</li> </ul> | <ul style="list-style-type: none"> <li>- Collaborative system</li> <li>- Career development</li> <li>- Advanced education</li> <li>- Capacity development</li> <li>- Community leadership</li> <li>- Volunteers</li> <li>- Knowledge development</li> </ul> |
|---|---|---|---|---|

To make this vision a reality, practitioners have built an audit tool to assist municipalities and organizations of any size in assessing their alignment with the FRC. The tool can be used by any municipality or organization whose purpose is to provide/enable recreation for its residents. It guides participants through the FRC's five goal areas and assesses where their organization stands along a continuum. The aim is not to measure an organization against the FRC but to strengthen an organization's capacity and determine future actions to support strengthened service delivery. The Audit Tool and findings enable organizations to identify gaps and work with community to build stronger delivery systems in enable greater participation in quality recreation experiences. Especially relevant, this tool provides the Town of Goderich with the breadth and emphasis on providing recreation services within a community.

Nationally, as more organizations use the audit tool, there will be the opportunity to collect data and seek out where further research and tools might help the practitioner or organization. The audit tool poses a supporting statement and determines how responsive current conditions are to the alignment with promising practices in Canada. The assessment ratings include:

1. Not Yet in Place
2. In Planning Stages
3. Partially Complete/Implemented
4. Complete/implemented and in a Mature State

The most relevant goals that apply to CRNA include the following goals:

**Goal 1: Active Living** – Foster active living through physical recreation and leisure opportunities for all ages.

**Goal 2: Inclusion and Access** – Increase inclusion and access to recreation for populations that face constraints to participation.

**Goal 4: Supportive Environments** – Ensure the provision of supportive and social environments that encourage participation in recreation and help to build strong caring communities (assessed through the Recreation Facility Needs Assessment Report)

**Goal 5: Recreation Capacity** – Ensure the continued growth and sustainability of the recreation field.

The Consulting Team has evaluated the status of the Goderich-Huron YMCA on behalf of the Town of Goderich to meet the requirements laid out in the Framework for Recreation Audit Tool. The summary assessment can be found in Appendix One. A summary of the resultant strengths and challenges are provided on subsequent pages of this document.

## 1.6 Serving All Members Audit for the YMCA

The YMCA measures members’ satisfaction through a membership audit called Serving All Members (SAM). The SAM audit tool and program were launched in 1995 by YMCA Canada to test excellence in service in all environments that promote the philosophy of “Mind, Body, Spirit.” Specific statements are assessed to determine the level at which:

- a) People come to [YMCA] programs
- b) People stay
- c) People achieve their goals

As well, these following YMCA standards are evaluated:

- a) Provide YMCA members experiences that are convenient
- b) Facilities are clean and well maintained
- c) Facilities are safe, friendly, and welcoming
- d) Staff and volunteers build positive relationships
- e) There are opportunities for members to learn and develop
- f) Staff and volunteers are engaged and knowledgeable

The results of the SAM assessment are part of YMCA corporate evaluations and assist in the development of work plans for the upcoming year. SAM is an excellent tool to assess the ongoing effectiveness of the Goderich-Huron YMCA operations.

In 2018, a presentation was made to the Town’s Board of Management of Recreation Services that compared the Goderich-Huron YMCA results to the national average rating of all YMCAs across Canada. Table 1 demonstrates that the overall average Goderich-Huron YMCA ratings were slightly above the national average while indicating that improvements were required for facility cleanliness and the convenience of programs and services. SAM assessments are regularized and provide insights as to where the YMCA is meeting to exceeding expectations and point to where improvements are needed.

**Table 1: Satisfaction with YMCA Services, 2018**

<b>Evaluation Criteria</b>	<b>Goderich-Huron YMCA</b>	<b>YMCA National Average</b>	<b>Goderich Status (Above / Below)</b>
Friendly & Welcoming	92%	90%	Above
Safe	84%	83%	Above
Clean & Well Maintained	80%	85%	Below
Convenient	73%	74%	Below
Staff are Engaged & Knowledgeable	79%	81%	Below
Members Can Learn & Develop	77%	73%	Above
Members Can Build Positive Relationships	83%	70%	Above
<b>Overall Average</b>	<b>81%</b>	<b>79%</b>	<b>Above</b>

## 1.7 Strengths in Recreation Services

The Operating Agreement with the YMCA of Southwestern Ontario is considered a best practice in Ontario as it provides a well-rounded level of service for both members and non-members (camps, programs, public skate etc.). The agreement relieves the taxpayer to a certain extent in covering a larger deficit and managing facilities and a staff team. The YMCA provides evidenced based research, training, tools, and technology and resources developed at a national level. Other noted strengths are organized under the Framework for Recreation in Canada Audit Tool as follows.

The Town's Operating Agreement with the YMCA of Southwestern Ontario is considered a best practice in Ontario as it provides a well-rounded level of service for both members and non-members.

### Active Living

- **LEVEL OF SERVICE:** Members are pleased with the level of service through the Serving all members survey findings – 81% of members feel that the Goderich-Huron YMCA is meeting their needs overall.
- **RANGE OF CHOICE:** There is a wide range of choice of recreation services for all age groups in Goderich through a combination of YMCA offered services and community stakeholder groups. The Goderich-Huron YMCA offers both member-driven services as well as programs and services for the public who may not be YMCA members. This is a clear advantage given that most YMCAs are membership-based and do not provide non-members with services other than a daily rate opportunity. Programs and camps are provided to non-members which broadens the reach of recreation and sport opportunities within Goderich.
- **HIGHFIVE:** Goderich-Huron YMCA staff employ the HIGHFive quality assurance framework developed by Parks and Recreation Ontario that embraces the Principles of Healthy Child Development in a recreation setting. All staff who are leading children's programs and camps are trained and certified in these principles. Physical Literacy for children is addressed through the HIGHFive program to teach basic and fundamental movement skills.
- **AQUATIC OPERATIONS:** The Aquatic operations both the pool and beach are audited according to the standards of the Lifesaving Society of Canada – Ontario Branch. The Aquatic Safety Management Program audits and identifies any safety issues and makes recommendations to the Y to address them. Y staff implement these recommendations to provide a safe environment for aquatic users based on evidenced-based standards.
- **LEARN-TO-SWIM:** The aquatic learn to swim continuum is a mature state and offers opportunities for all age groups and levels of ability. The Y has employed the Aquatic Safety Management program developed and administered by the Lifesaving Society-Ontario branch to regularly assess the safety of all aquatic operations and identify any issues that require attention.
- **SPECIAL EVENTS: Special Events** are a valued service within the municipality. Staff either organize, assist, or allocate spaces to enable special events annually.

### Access and Inclusion

- **LOW-INCOME:** The YMCA has a strong policy and approach to including residents experiencing low income. Of residents experiencing low income in Goderich and area municipalities, 300 persons are included in programs and camps at no cost or a small contribution while 600 people have subsidized YMCA memberships and help with costs to play sports etc. The YMCA has a strong commitment to ensuring that no resident goes unserved.
- **PERSONS WITH DISABILITIES:** Goderich-Huron YMCA staff work with persons with disabilities to understand and provide their support needs. The YMCA liaises with support groups for persons with disabilities to understand the recreation services needs and work together to provide/enable programs and services.

### Strengths in Building Capacity in Recreation

- **ORGANIZATIONAL CULTURE:** The YMCA of Southwestern Ontario assesses staff engagement and organizational culture and compares metrics from the last time the assessment was taken. Gaps are identified and senior staff will develop strategies to strengthen the ability of the staff team to work better together toward improved metrics.
- **VOLUNTEERS:** Volunteerism is strongly supported through the YMCA with efforts made to recruit and train members and participants.
- **EXTERNAL FUNDING:** Staff are aware of grants and funding sources from other levels of government and private foundations. The YMCA being a charitable foundation is successful in obtaining alternate funding sources open to charities – where the municipality would not be eligible. A summary of all sources should be updated annually to demonstrate to the municipality that this is a clear advantage of the Y/Goderich Operating Agreement.
- **PERFORMANCE MEASUREMENT:** Staff measure sales, rentals, registration numbers, member satisfaction, employee engagement, etc. A fulsome set of performance metrics should be developed to enable the Goderich-Huron YMCA to demonstrate improvements in performance and the setting of realistic targets.
- **TECHNOLOGICAL INFRASTRUCTURE:** The YMCA of Southwestern Ontario has the benefit of utilizing proprietary/purchased software systems to register patrons, rent spaces and allocate public spaces. This is a significant fiscal savings to Goderich.

## 1.8 Challenges in the Provision of Recreation Services

The challenge from the community's perspective is that unless a resident is a YMCA member, one must pay a daily fee for services. Many feel that the daily fee is cost-prohibitive and as a municipal group of facilities, a resident should be able to drop in and use facilities at a lesser cost. It is noted that revenue associated with Daily Rates was \$48,000 in 2019, which equates to approximately 3,430 day uses over the course of the year which in turn equates to approximately 10 fee-based uses per day. A common sentiment among the public was that there would be greater uses if the fee was not prohibitive. Other noted challenges are organized under the Framework for Recreation in Canada Audit Tool as follows.

### Active Living

- **WORKING WITH COMMUNITY PARTNERS:** The engagement of all interested community partners in healthy living and active lifestyles will increase the promotion and the engagement of residents in healthy lifestyles. Working with sport, recreation and health providers can help work toward a synthesized vision and coordinated efforts. For example, the 'Healthy Hearts' organization worked collectively with the Town and the YMCA as part of the original Maitland Recreation Centre concept recognizing that recreation facilities can also be used for health promotion, rehabilitation and collectively on increase active lifestyles in general.
- **WALKING TRACK:** The use of the walking track is an area of contention, as members pay for its use within their membership fee and non-members pay a daily fee. Many residents felt that it should be a universal experience for all residents especially for older adults in the wintertime when walking on streets and sidewalks is not always safe.
- **PROMOTING PHYSICAL ACTIVITY:** There is no overall strategy to address the physical activity levels within the Goderich community. Specific efforts must be identified to increase the frequency, duration, and intensity of physical activity in each age group.
- **OLDER ADULTS:** Specific efforts and a plan should be developed to include a growing older adult population in recreation and active opportunities.
- **YOUTH:** Specific efforts to include youth and create safe and welcoming space, possibly through implementing the criteria of the Youth Friendly Communities through the Playworks Collective.
- **FACILITY ALLOCATION & SCHEDULING:** There is some concern as to how facilities are allocated – the development of a fair-minded Allocation Policy with community input is warranted.
- **ICE AND SOCCER FIELD USERS:** Many of the survey respondents requesting that Goderich have more responsibility for recreation were ice and soccer field users. Focus groups with these groups is appropriate to understand the issues and build a plan to address them.
- **SPECIAL EVENTS:** A robust evaluation of special events is appropriate to test satisfaction levels, cost on average per attendee, the return on the investment to businesses and the community.

### Inclusion and Access to Services

- **CORPORATE POLICY:** A Corporate/Y Policy on Access and Inclusion for the delivery of recreation services is warranted to articulate the actions that the Y/Corporation will undertake to ensure that all citizens are included regardless of their background in alignment with the Human Rights Code of Ontario.
- **TRUTH AND RECONCILIATION:** The Town should be addressing how sport and recreation can address the Calls to Action in the Truth and Reconciliation Report by listening to local Indigenous Peoples and working collectively to support their engagement in sport and recreation.
- **VOLUNTEERS:** Volunteerism is important to the delivery of services by the YMCA and community groups – efforts to reflect the makeup of the community within the volunteer contingent would be appropriate to encourage all age cohorts and people from all backgrounds to volunteer.
- **FEMALE PARTICIPATION:** While YMCA staff are conscious that females drop out of sport and recreational activities at adolescence – there is no review and proactive plan/ approaches in place to keep girls, women and gender diverse people engaged in sport and recreation.
- **USE OF SPACE:** Public and YMCA spaces are informally observed as to who uses them and most importantly who is not using them. Results should be addressed to ensure that public spaces are used by all residents.
- **UNDER-REPRESENTED POPULATIONS:** Efforts are made to include persons with disabilities and residents experiencing low income within programs and services. More effort is required to focus on including Indigenous Peoples, the LGBTQI2S community, women and girls, and any other identified under-represented populations.

### Building Capacity in Recreation

- **STRATEGIC FRAMEWORK:** A community vision, mission and guiding principles typically lay the groundwork and speak to priorities and the purpose of recreation services. This framework provides a common understanding and language in the delivery of sport and recreation. While such a framework is presently lacking, the CRNA will deliver a draft vision, mission, and guiding principles for consideration as previously stated in Section 1.2 of this report.
- **COMMUNICATION:** Residents, and stakeholders feel that communications need to be strengthened in terms of informing residents what services and opportunities are available. With multiple service providers operating in Goderich and the absence of a centralized source of information regarding “who is providing what”, there is often a lack of understanding of the types of recreation services available among residents as well as incidences of service duplication or unintended competition among community-based providers. An annual marketing plan would assist in identifying what needs to be communicated to which audience, the frequency and most appropriate communications methodology.

- **COST:** Identifying the cost of services and programs is important in identifying further efficiencies and appropriate cost recovery levels. Working collectively with the Town's Finance Department will be imperative in building a consistent cost allocation formula.
- **COMPLIANCE:** Goderich-Huron YMCA staff indicate compliance with legislative requirements within their disciplines. A documented review of current requirements and standards would demonstrate whether there are any gaps in compliance.
- **MARKET PENETRATION:** Town and YMCA Staff do not know the penetration rates of each age cohort that are engaged in recreation and sport in Goderich. The calculation is straightforward; with 350 Goderich children in between the ages of 5 and 9 years, if 175 are actively engaged in sport and recreation then there would be a 50% penetration rate. The goal is to focus on age cohorts with lower penetration rates and increase penetration rates in all age groups annually.

## 1.9 Recommendations

The following Recommendations are advanced to strengthen the delivery of recreation services in the Town of Goderich. While a number of these Recommendations pertain directly to YMCA of Southwestern Ontario operations, the Town is encouraged to advance these with the YMCA as part of day-to-day discussions or more formally through the upcoming review of the Operating Agreement in 2022/2023.

- Rec. #1** Determine the average cost to provide the services used by non- YMCA members paying a day rate (including use of the walking track). Compare the options to increase the number of day rate users by lowering the fee (where there is capacity) versus the implications of keeping the day rate at the current rate.
- Rec. #2** Work with like-minded community partners to address what each is doing to increase physical activity levels in Goderich as measured by frequency, duration, and intensity. The Town and its partners should develop evidenced-based ways of informing, educating, and encouraging residents to become more active and meet the Canadian 24-Hour Movement Guidelines.
- Rec. #3** Work with organizations supporting older adults, including but not limited to the Goderich-Huron YMCA and the Mackay Centre for Seniors, to ensure that there is a wide range of choice of activities, that older adults can be self-governing in their activities, and to implement the quality assurance criteria of the Active Aging model developed by Parks and Recreation Ontario.
- Rec. #4** Work with youth-serving organizations within the Town of Goderich to implement the criteria of Youth Friendly Communities through the Playworks Collective to enhance recreational opportunities for youth in Goderich.
- Rec. #5** Engage community input in developing a fair-minded Recreation Facilities Allocation Policy. The revised Policy should allocate facilities and public spaces in a manner that considers an allocation per level of play, gender equity, distribution of space giving priority to children and youth, and considering emerging sports.

- Rec. #6** Host focus groups with ice and soccer field users to better understand their satisfaction levels, isolate key issues and work together to improve service provision.
- Rec. #7** Evaluate the contribution of Special Events to the choice of recreational activities, the importance to community pride and cohesion, as well as to evaluate the satisfaction levels, cost on average per attendee, and the return on the investment to businesses and the community.
- Rec. #8** Work with Indigenous Peoples and groups to recognize the value of recreation and sport in addressing the respective recommendations in the Truth and Reconciliation Report.
- Rec. #9** Assess the makeup of the Volunteer Corps to determine if greater outreach and recruitment efforts are needed in capturing all ages, abilities, and backgrounds.
- Rec. #10** Utilize the training models and audit tools available through the Canadian Women in Sport to enhance efforts to increase participation of girls and women in sport and recreation opportunities. This is especially critical to meet the Federal government’s goal to attain gender equity in sport and recreation by 2035.
- Rec. #11** Develop an Access and Inclusion Policy to outline what the Goderich-Huron YMCA will do to reach out and include all underrepresented populations in Goderich.
- Rec. #12** Identify under-represented people and groups in the Town’s sport and recreation system and develop ways and means of being more inclusive by engaging these voices. Efforts at a minimum should include persons experiencing low income, persons with disabilities, Indigenous Peoples, the LGBTQI2S community, women and girls, and any other identified underrepresented populations.
- Rec. #13** Develop a comprehensive Marketing and Communications Plan that will describe what should be promoted/communicated, to which audience, how often communications should occur and the most appropriate communications tools. A strong starting point would be to list all recreation and sport activities, groups and events on the Town of Goderich website and the Goderich-Huron YMCA website.
- Rec. #14** Identify the cost of all providing all recreation and sport services as a first step in identifying any further efficiencies, and appropriate cost recovery levels. This would be a first step in identifying transparency in setting of fees.
- Rec. #15** Speak with adjacent and surrounding municipalities to discuss their willingness to contribute to the overall costs of providing recreation services in exchange for their residents to access opportunities in Goderich.
- Rec. #16** Include the responsibility and accountability for the YMCA of Southwestern Ontario to meet legislative compliance and industry standards for each discipline in any future Town of Goderich/YMCA Operating Agreements.

- Rec. #17** Determine the approximate penetration rate of each age cohort (i.e., pre-school, children, youth, adult, and older adult) in recreation and sport in Goderich, including within the Goderich-Huron YMCA's programs and memberships as well as through registrations of other sport and recreation providers. Address areas where there are lower rates of penetration.

## Section 2.0

# Recreation Service Delivery and Governance Models

The Town of Goderich has a clear aim to engage as many residents and visitors in meaningful recreational pursuits as possible. Increasing participation in recreation year-over-year is the key to successful engagement with the community and providing the right infrastructure and program and event mix. Communities respond well when there is a blend of safe and enjoyable opportunities including active, creative, general interest and STEM (Science, Technology, Engineering, and Math). Providing a full range of programs allows residents and visitors to expand their knowledge, gain skill proficiency and have a choice. Engagement in recreational pursuits is a way to ensure that individuals, families, and the community are achieving a positive state of health and wellness. The evidence is strong – an active and engaged community is healthier overall, is cohesive and demonstrates community pride. Active individuals and families have better life outcomes. All efforts of Council, the community and staff must be directed at providing and enabling quality recreation and cultural pursuits.

An active and engaged community is healthier overall, is cohesive, and demonstrates community pride.

### 2.1 Direct and Community Based Service Provision

The Town of Goderich, through the Goderich-Huron YMCA, utilizes varying methodologies in providing and enabling programs and services. The goal is to provide a range of choices for all ages and abilities and to include all residents and visitors regardless of their background. The four main methods of providing and enabling services include direct provision by the municipality, community development practices in supporting community-based groups, promoting other providers both not-for-profit and for-profit services and contracting third party providers. This takes a holistic approach, and the key driver is to provide services efficiently and effectively. Consideration is given to ensure all age groups are included, to engage and hear the citizens' voices and include underrepresented residents.

The Goderich-Huron YMCA provides opportunities directly and to members in aquatics, programs, fitness, camps and generally where there are no other local providers. A community development approach is taken to support local community groups who provide sport, recreation, and cultural experiences by providing spaces and often reduced rates for rental of facilities.

Figure 2 depicts the process that YMCA of Southwestern Ontario/Goderich-Huron YMCA staff follow on behalf of the Town in providing/enabling programs and services. YMCA Staff first identify needs and the most likely provider. If the program or service is already provided locally, discussions would centre on what supports the YMCA, through the municipality, could provide. Depending on needs, space is provided, through the allocation policy or promotions and other supports. If there is not an established community-based provider, the YMCA will look to provide the program or service directly. In all cases, staff will promote opportunities, monitor participation, take accountability for the quality of the service, and address improvements that are needed.

Figure 2: Goderich Recreation Service Delivery Model



## 2.2 Operating Agreement & Budget

The Operating Agreement is in effect until 2023 and allocates the responsibility and the accountability of the operations of the Maitland Recreation Complex and Memorial Arena, Bannister Park and John O’Keefe Diamond, Victoria Tennis Courts, GDCl squash courts, beach lifeguards, camps, and programs for all ages to the YMCA.

The Town provides facilities as described, insurance, an annual operating contribution of \$936,000 and maintains a Capital Reserve Fund for capital repairs and replacements. The \$936,000 includes:

- \$741,000 in annual operating support - the formula is based on actual revenues minus actual expenditure which is essentially the annual operating deficit;
- \$195,000 an annual fixed fee based on 11.5% of the approved operating budgeted revenues as a Shared Services Fee; and
- ACW forwards the Y \$10,000 annual funding to gain access for their residents.

The 2019 Budget Projections were utilized in this report as it was the last complete operational year before the Pandemic forced facility closures. The YMCA’s 2019 Operating Budget is as follows.

**Table 2: Goderich-Huron YMCA Pre-Pandemic Operating Budget, 2019**

Revenues	
Revenues (excl. Town Contribution and grants)	\$1,443,800
Goderich Contribution	\$697,800
Annual Grants / Alternate Funds	\$51,000
Value of HST	<i>see notes</i>
<b>Total Revenues</b>	<b>\$2,192,600</b>
Expenditures	
Salaries and Fringe Benefits	\$1,216,700
Other	\$975,700
<b>Total Expenditures</b>	<b>\$2,192,600</b>
<b>Total Net</b>	<b>(0)</b>

*Notes: figures are rounded to the nearest \$100. The value of HST is \$180,100 but not included in the revenue total (although it is a value that is referenced for information purposes). Goderich contribution figure does no include amounts provided to the YMCA for administration.*

*Source: Goderich-Huron YMCA*

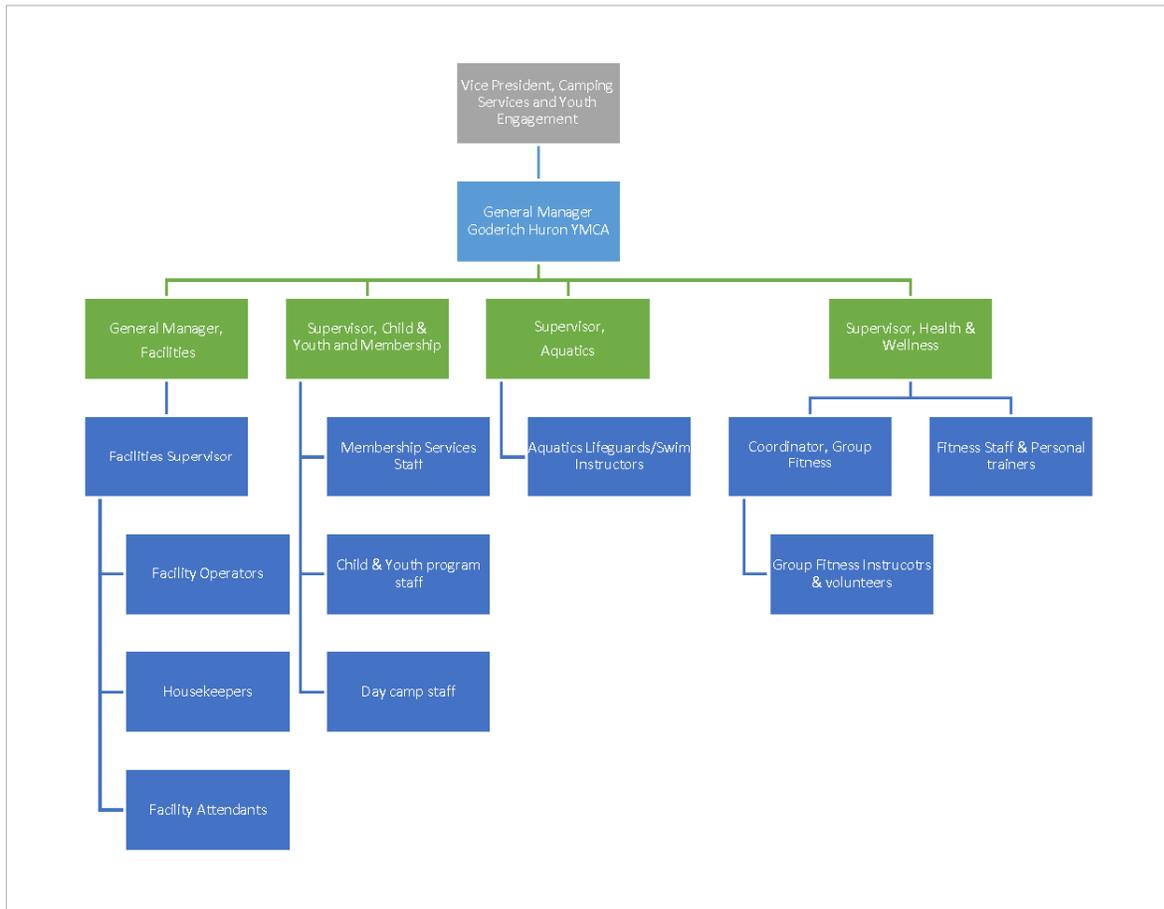
The overall budget is balanced at net zero as the Town of Goderich makes up the operational deficit as part of the agreement. From a revenue perspective, it should be noted that the YMCA’s charitable status allows it to obtain grants and donations more readily than the Town; the YMCA’s charitable status also allows for no HST levy on program, camp fees and rentals resulting in savings to residents and members. In a scenario where the Town of Goderich would be responsible for recreation services, HST would be levied on approximately \$1,385,700 and at 13% the users would experience an increase in fees totalling \$180,100. Registered Charities are also exempt from paying HST on many expenditures and as well can

offer taxable receipts for donations. From a fiscal perspective, there are real advantages to the existing operating agreement.

### 2.3 Goderich-Huron YMCA Staffing Model

The Goderich-Huron YMCA has a functional staffing model whereby the General Manager has Supervisors directly reporting on their respective disciplines including facilities, children, youth and memberships, aquatics and health and wellness. This is an appropriate organizational model given that there are unique and differing requirements, standards, and qualifications for each discipline.

**Figure 3: YMCA of Southwestern Ontario & Goderich-Huron YMCA Organizational Chart**



*Note: organizational chart current as of October 1, 2021*

## 2.4 The Governance Model

The Operating Agreement between the YMCA of Southwestern Ontario and the Town of Goderich includes several clauses pertaining a Board of Management of Recreation Services that provides guidance with respect to facility operations. Per Article 5 of the Operating Agreement:

### **Operating Agreement**

#### **Article 5 – Board of Management**

*It is understood and agreed that the Operator shall continue to report to the Board of Management, appointed by the Town, to which the Town shall delegate certain functions relating to the operation and management of the Facilities in accordance with By-Law #41 of 2018 from the Town of Goderich. In executing its responsibilities, the Board of Management shall maintain a general knowledge of operations in order monitor the Operator's performance against an annual approved plan and ensure financial and operational diligence in the delivery of programs, services, and facility management. In the course of assisting the Operator in building program and service delivery capacity the Board of Management will, from time to time, participate in strategic planning, visioning, and community liaison initiatives in co-operation with the Operator.*

*The Board of Management's principal scope of influence shall be:*

- i) To ensure that due diligence and good stewardship is maintained by the Operator in the operations and management of facilities,*
- ii) To serve in an advisory and liaison capacity between the Operator, Town Council, and the community-at-large and,*
- iii) To support the Operator in the advancement and delivery of the Operator's mission and core values of service to the community.*

The Board of Management works with the Goderich-Huron YMCA General Manager to:

- review annual operating budgets and present to Town Council for approval;
- assist in the preparation of the 5-year capital plan;
- provide general oversight; and
- serve in an advisory capacity to YMCA staff as well as in a liaison capacity between the Town, the Goderich-Huron YMCA, and the public.

During many of the discussions with the Board of Management and members of Council, concerns were raised as to the true role and responsibilities of the Board of Management. The point was made that the Board is not delegated authority as per typical Boards of Management in a municipal setting, yet they are called a Board of Management.

Table 3 describes the role of a municipal board of management compared to a municipal advisory committee. The key difference is that Boards of Management and Advisory Committees is that the former typically have:

- hiring capabilities;
- full budget responsibility and accountability;
- the ability to develop and approve policy for the services within their purview; as well as
- the ability to enter into agreements and contracts.

The above-noted responsibilities would be incompatible with the YMCA’s responsibilities and Town Council’s role. The current role of the Goderich Board of Management is more appropriately aligned with that of an Advisory Committee and would be best aligned by working in concert with the YMCA of Southwestern Ontario to implement the recommendations offered as part of this CRNA. The value of this work is that there would be a collective effort to engage the community in enhancing the provision of recreation services in Goderich. Representation of various age cohorts, backgrounds and skills and competencies would see diverse opinions at the table and truly representing those that participate in recreation and sport in Goderich.

**Table 3: Comparison between Traditional Boards of Management and Advisory Committees**

Component	Board of Management	An Advisory Committee
<b>Purpose</b>	Delegated authority to manage an organization or municipal corporation.	Responsibility to advice on a body of work (increase girls’ participation in sport for example), or the work of a municipal department (recreation advisory committees)
<b>Focus</b>	Focus is typically on strategy development, policy development and key decision making	Focus is on operational matters and outcomes and bringing public opinion into recommendations. Focus can also be on policy development in concert with staff and the public before recommending by Council.
<b>Appointments</b>	Could be voted in or appointments made through recommendations from the Board itself.	Recruited and appointed based on skills and competencies, varied backgrounds – appointments are initiated and are approved by Council
<b>Authority</b>	Has full authority to make policy decisions, hire the General Manager, approve budget. Can enter contracts.	Has no authority to approve policy, hire staff and approve budgets. Cannot enter into contracts.
<b>Decision Making</b>	Full decision-making authority on a strategic level.	Makes recommendations for approval by either staff or Council pending on the issue.

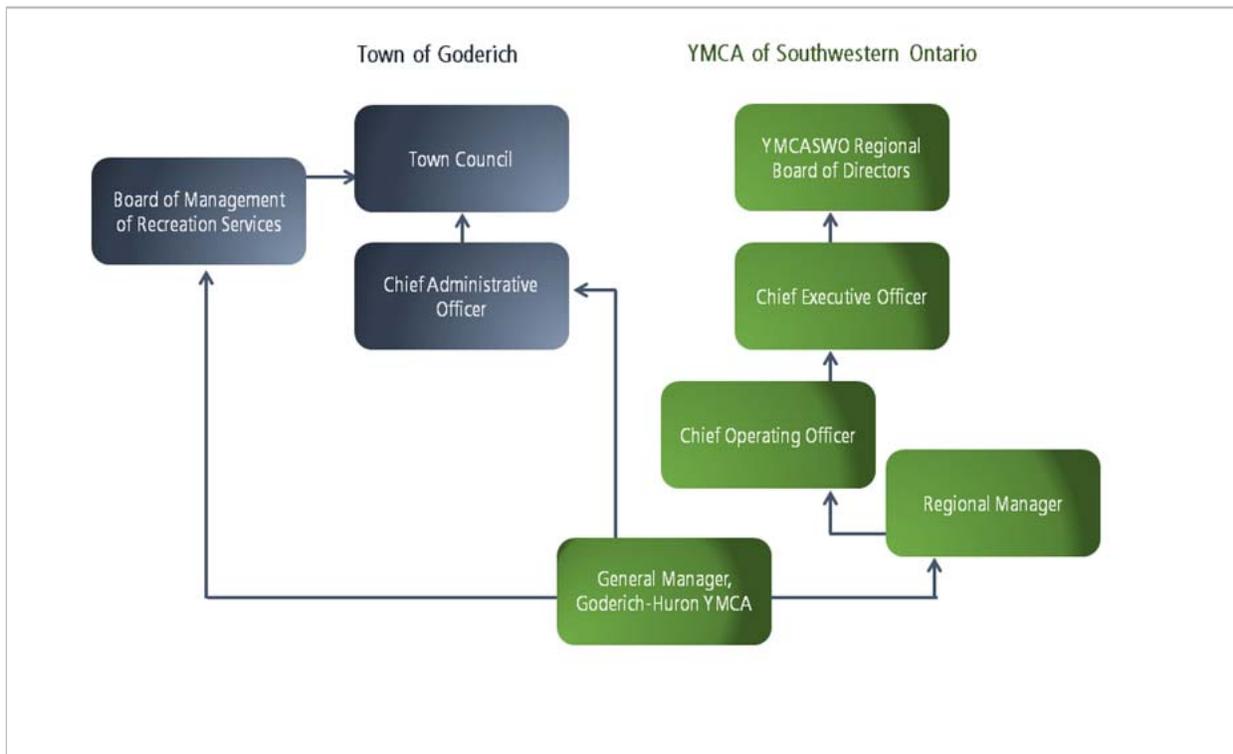
## 2.5 Municipal and YMCA Administrative Flow

Current flow of reporting relationships is identified within Figure 4. The General Manager of the Goderich-Huron YMCA has numerous reporting relationships between the YMCA of Southwestern Ontario and the Town of Goderich based on the elements of their work. Notably, the General Manager:

1. Works in concert with the Town’s Board of Management of Recreation Services to discuss budget, program priorities, community priorities;
2. Reports to both the Chief Operating Officer and the Vice President of Camping Services & Youth Engagement of Regional YMCAs to discuss priorities, budget, program, and membership priorities etc.; and
3. Works with the Town’s Chief Administrative Officer for selected operational functions that involve the municipality.

There is clearly duplication in the reporting relationships. A more streamlined approach would free up time for the General Manager to work on implementing the priorities and recommendations that are housed in the CRNA.

**Figure 4: Administrative Flow & Reporting Structure**



## 2.6 Current Strengths, Challenges in the Governance Model

### Strengths in the Governance Model

- **PRIDE OF INNOVATION:** There is a general sense of pride in the Goderich recreation service delivery model through the Operating Agreement with the YMCA of Southwestern Ontario.
- **RESIDENTS SERVED:** Before the provincially mandated shutdown of services due to the pandemic, the Goderich-Huron YMCA serviced 2900 members with 75% being Town of Goderich residents.
- **OPERATIONAL EXPERTISE:** The YMCA has the requisite knowledge of the full operational requirements of the responsibilities assigned to them through the Operating Agreement.
- **HST EXEMPTIONS:** Since the YMCA is a registered charity in Canada it is exempt from collecting and reissuing its portion of HST to the government. These savings are passed on to the users in terms of reduced fees.
- **EXTERNAL FUNDING POTENTIAL:** The YMCA being a registered charity is often more eligible for funding from foundations and those organizations that offer funding to not-for-profit organizations. There are three types of charitable foundations in Canada including private and public foundations as well as charitable organizations such as the YMCA. Looking for funding opportunities to support various initiatives in Goderich can be accessed through Imagine Canada, Charity Village, Philanthropic Foundations of Canada and other available sources and this would be appropriate work for the Board of Management and the YMCA to undertake in seeking alternate funding sources for sport and recreation initiatives in Goderich.
- **ECONOMICAL WAGE STRUCTURE:** The YMCA's wage structure provides a reduction of staff and fringe benefit costs to the municipality.

### Challenges in the Governance Model

- **UNCLEAR MANDATE:** Some Board of Management members feel that there is confusion as to their role and actual deliverables. A clearer understanding and articulation of the specific deliverables in today's context would assist the Board of Management members.
- **EVOLVING RELATIONSHIP:** There is a concern with the general culture of the relationship between the Town and the YMCA. The agreement speaks to the spirit of cooperation and the relationship has evolved over the course of years without the benefit of defining a joint high performing culture and the respective values and behaviours that the parties will respect and honour. This would be "Job One" should Town Council decide that continuing the Operating Agreement between the two parties provides added value to the community.
- **GOVERNANCE:** The current governance model requires clarification and renaming, especially since the committee is called a Board of Management but carries out the role of an advisory committee.

- **CUMBERSOME REPORTING:** There is duplication in the responsibilities and within the reporting relationships of the General Manager of the YMCA. A clearer delineation and definition of roles and responsibilities between the YMCA of Southwestern Ontario Board of Directors, the Board of Management and Town Council is required.
- **RESPONDING TO TRENDS:** The YMCA is providing recreational services in concert with the advice of the Board of Management but are not addressing social issues and community wide trends. Time needs to be dedicated to implementing the recommendations housed in the CRNA.
- **ASSET MANAGEMENT EFFICIENCY:** Greater efficiencies and a standard approach to preventative management of all Town facilities and equipment is required. The Town has a Maintenance Management Plan in place that looks at the lifespan and replacement value of equipment. The work schedules replacement and costs of the replacement in that given year considering inflation etc. Typically, municipalities determine the amount that needs to be placed in a reserve to have the funds available in a replacement year. The Town of Goderich has such a reserve. Further the plan looks to schedule regular maintenance and adjustments to equipment and facility components to extend the lifespan of the equipment, so breakdowns don't occur earlier than anticipated. The Town has staff undertaking this work and the YMCA completes similar tasks. It is recommended that the Town of Goderich take over the asset management of all Town major equipment and facilities and the YMCA continue to clean and maintain facilities from a general maintenance perspective.
- **ARENA OPERATIONS:** It has been suggested through certain CRNA consultations that some residents and stakeholders would like the Town to take over arena operations and allocation of ice. From an efficiency standpoint this is not recommended. The Town would have to hire staff and address the allocation of ice and purchase the booking software that the YMCA already owns and operates. If there are allocations issues, it would be advisable to update the Ice Time Allocation Policy with community input to arrive at a fair-minded and equitable approach (this is recommended in the Recreation Facility Needs Assessment Report). As well it has been previously recommended in this report that focus groups are undertaken with soccer and ice groups to discuss and resolve operational issues.
- **COMMUNICATIONS:** Communications between the Goderich-Huron YMCA and Town of Goderich at the senior staff level have improved with meetings being held monthly. This has served to anticipate upcoming events and address current issues in real time. These meetings have increased the level of cooperation and the sharing of resources. Comments were received that the communications between the Town and the YMCA could improve. It would be helpful to develop what needs to be communicated, how often, to what audience and set a communications framework that both parties agree to.
- **QUALITY ASSURANCE:** There are no performance metrics or quality assurance requirements for the delivery of service articulated in the Operational Agreement. A set of performance metrics would help both parties identify what is important and how this would be measured.

- **PRIORITIES:** It would assist Goderich-Huron YMCA staff and the Board of Management to identify priorities over the next five years in bring focus to the joint responsibilities of both parties. The recommendations in the CRNA will provide some direct guidance to this undertaking.

## 2.7 Recommendations

The following Recommendations are advanced to strengthen the governance model in the Town of Goderich. As a number of these Recommendations have direct relevance to the Town's relationship and operating structure with the YMCA of Southwestern Ontario operations, the Town is encouraged to advance these with the YMCA as part of day-to-day discussions or more formally through the upcoming review of the Operating Agreement in 2022/2023.

- Rec. #18** Develop a 5-year implementation plan of the recommendations housed in the CRNA and indicate any financial implications.
- Rec. #19** Undertake a facilitated session(s) of the YMCA of Southwestern Ontario, Town of Goderich, and the Board of Management to refresh and firmly articulate the most effective culture, values, and behaviours to develop a charter of engagement between the parties.
- Rec. #20** Rename the Board of Management to the Recreation Services Advisory Committee to implement the recommendations housed in the CRNA.
- Rec. #21** Streamline and reduce duplicated responsibilities and reporting relationships between the Town of Goderich, the YMCA of Southwestern Ontario Board of Directors, and the Board of Management of Recreation Services.
- Rec. #22** Transfer the role of Asset Management of the facilities from the Goderich-Huron YMCA to Town of Goderich staff.
- Rec. #23** Continue the ongoing communications between the Goderich-Huron YMCA staff and the senior Town of Goderich staff, possibly to quarterly meetings apart from day-to-day operational discussions as they arise.
- Rec. #24** Include specific Performance Measures, Legislative Compliance, and Quality Assurance expectations in the future Town of Goderich / YMCA Operating Agreement.

## Section 3.0

# Future Governance/Operational Options and the Preferred Option

### 3.1 Options for Governance & Operations

Three governance/operational models are presented to Council for consideration.

#### **Option 1: Status Quo**

A similar agreement would receive approval for an extension for another 5 years with no to minor changes.

#### **Option 2: Town of Goderich Operates / Delivers ALL Recreation Services**

The Town takes over the full operations of all services included in the Operating Agreement and in implementing the recommendations in CRNA.

#### **Option 3: A Refined Shared Services Model**

The Town extends the contract with the YMCA with refinements including:

- clearer expectations;
- a 5-year list of community priorities;
- refined governance model;
- legislative compliance and Quality Assurance expectations;
- policy reviews; and
- performance metrics that must be addressed.

The Town would assume responsibility for asset management including the development of a long-term capital budget through condition assessments as well as the development of a preventative maintenance system to extend the lifespan of equipment and facilities. The YMCA would continue to clean and maintain facilities.

A comparison of the strengths and challenges with each option is presented in Table 4.

**Table 4: Governance / Operational Models for Consideration**

	<b>Strengths</b>	<b>Challenges</b>
<b>Option One: Status Quo</b>	<p>There would be knowledge of existing roles and responsibilities and approaches to operations and deliverables. The public would know what to expect and who to contact for services.</p> <p>No financial increases for the Town are foreseen at this time.</p>	<p>The Status Quo option was not agreeable by either the parties (The Town and the YMCA). There is a very small number of survey respondents who support the status quo. All other consultations and inputs strongly preferred a revised agreement.</p>
<b>Option Two: Town of Goderich Operates / Delivers ALL Recreation Services</b>	<p>The Town would have full control of recreation services.</p> <p>Some community members would be pleased as most likely the day rates would be eliminated and the public would pay a fee for the activity that they participate in.</p>	<p>There would be additional costs to the Town and facility users, including the 13% HST on program and rental fees. Additional staff would have to be hired at a higher pay rate typically than the YMCA and the Town would have to buy technology to assist in registering people in classes, programs, and camps.</p> <p>There would be a significant financial obligation increase to the Town as it assumes operations of fiscally intensive facilities such as indoor aquatic centre, arenas, etc.</p> <p>Further, the Town would not be eligible for some charitable grants and donations from certain foundations.</p>
<b>Option Three: A Refined Shared Services Model</b>	<p>A refined model reflects the needs of the community and has the benefit of years of learning about what does and does not work well.</p> <p>Existing Town staff take on the role of Asset Management for Town-owned facilities (there is already a staff person that presently completes this work for all Town owned assets).</p> <p>Little to no financial implications are foreseen relative to the current arrangement.</p>	<p>There is work to be done to reconstitute and rename the Board of Management as well as develop and commit to a refreshed culture, values and behaviours and responsibilities of the new structure.</p>

### 3.2 The Preferred Option – A Refined Shared Services Model

It is recommended that the Town approve Option Three being “A Refined Shared Services Model” where responsibilities are shared as to the delivery of recreation services. The Town has an Asset Management Plan and a staff person in place to minimize the incidence of unexpected major repairs through preventative maintenance and taking a disciplined approach to capital planning. The Town would continue to have reserve funds in place to address major repairs and replacements as per the lifespan of equipment and facilities. This approach would reduce duplication of efforts and create an efficiency.

The YMCA of Southwestern Ontario would have continued responsibility for recreation services and would develop a five-year implementation plan based on the findings of the Community Recreation Needs Assessment. The updated Operating Agreement should include specific deliverables including quality assurance models in the delivery of services, emphasis on community plans dealing with recreation priorities, interorganizational communications, legislative compliance, and performance metrics.

The name of the Board of Management of Recreation Services would be changed to the “Goderich Recreation Services Advisory Committee” to reflect the true nature of its work. The role of the committee would be to work with the Goderich-Huron YMCA to engage community to implement the recommendations outlined in the CRNA. The future make-up of the committee would reflect the residents that it serves including youth, older adults and adults, a gender balance, residents with the skills and competencies needed to implement the CRNA. Skillsets of Committee members should span areas including (but not limited to) planning, communications, marketing, finance, recreation, sport background and fund development skills.

Continued communications between the Town’s Senior Management Team (finance, operations, and the CAO) and the YMCA of Southwestern Ontario will be critical in the success of this model. Quarterly meetings should be held to address the service level agreement, budget status, maintenance requirements, communications, and performance metrics.

### 3.3 Implementing the Preferred Option - A Refined Shared Services Model

#### Elements of Successful Operating Agreements

The commitment to improve the relationship and subsequent outcomes between the YMCA of Southwestern Ontario and the Town of Goderich will be outlined in an Operating Agreement. The elements of a successful operating agreement in this instance are offered for consideration.

- a) **Who is Served and Intended Goals** - The Operating Agreement will state that the residents of the Town of Goderich are paramount in terms of their engagement in safe, quality, and engaging recreation and sport activities. Their ongoing needs must be identified, and the system modified to accommodate changing needs. There is an understanding that the benefits of participation fall to individuals, families and the greater good of the community.
  
- b) **The Recognition of a Partnership** – The Operating Agreement is a reflection as to how the Town of Goderich is choosing to deliver recreation services. The agreement does not absolve the municipality from its responsibilities to the residents, it simply allocates some responsibilities and

accountabilities to a third party. The agreement should outline that the delivery of services is a partnership whereby the success will lie in each organization playing its part in working as a collective.

- c) **A Culture of cooperation** - The articulation of the culture, guiding principles, values and resultant behaviours are key in setting the partnership up for success. It is important these elements be defined as a collective to ensure that there is a clear understanding and that all parties live these values on a day-to-day basis.
- d) **Roles, Responsibilities, and Accountabilities are clear** – The agreement should be thorough in articulating the responsibilities and accountabilities in the delivery of service.
- e) **Interorganizational Communications** – Ongoing and supportive communication mechanisms (an internal communications plan) must identify what is defined to be “communication” along with how often and in what form to ensure that an openness exists to help each organization be successful. Regularly scheduled check-in meetings will serve to plan for upcoming events and ensure that the agreement deliverables are on track. The Use of Shared Files including status of the annual plan will also serve to ensure that there is open communications and shared information.
- f) **Risk Assessment, Quality Assurance, and Legislative Compliance** – the risks to each party should be identified and addressed in the agreement. Quality assurance mechanisms and legislative requirements must be clearly assigned and monitored as to compliance on a regular basis.
- g) **The Requirement for Joint Annual Planning** – An annual review of what has been accomplished, the identification of any further gaps in the delivery of service and prioritization of actions over the next year are identified as part of the annual budgeting process.
- h) **Performance Measures Identified** – The agreement must identify how success will be measured. There should be an identification of the varied choices that all residents have either through the YMCA, stakeholder groups or through other parties. The capacity and utilization of facilities, programs and services will identify growth in participation year over year. Satisfaction levels will identify the effectiveness in the delivery of service. The number of complaints per year in varying areas will identify if the Town and the Y are addressing and alleviating public concerns. Efficiencies would be measured in either the reduction in the costs to deliver various services or the attainment of alternate revenues through grants and project supports. Further, measuring participation by marginalized groups and specific age groups (youth and older adults) will identify if outreach mechanisms are effective. Gathering baseline data in year one will allow the parties to understand the starting point, identify gaps and provide the ability to set realistic targets.

**Roles and Responsibilities Pertaining to the Operating Agreement and Recreation Service Delivery**

The following table will provide an outline of the specific roles and responsibilities for all three parties engaged in the delivery of recreation services in the Town of Goderich under the preferred option.

<b>Area of Responsibility &amp; Accountability</b>	<b>YMCASO or as delegated to staff</b>	<b>Newly Constituted Advisory Committee</b>	<b>Goderich Council or as Delegated to Staff</b>
<b>Intra-Organizational Culture</b>	There is equal joint responsibility and accountability on the part of all parties to define and commit to a proactive, innovative, and engaging culture. The culture should be defined by all parties jointly and describe a group of organizations that are truly committed to playing their part in engaging all residents in active and self-developing recreation and sport activities.		
<b>Operating Agreement</b>	The YMCASO will review the draft Operating Agreement and suggest any changes that will strengthen the delivery of recreation services.	n/a	The Town of Goderich will draft the renewed Operating Agreement as per the recommendations in the CRNA pertaining to the vision for recreation services and guiding principles, the culture of the collective, administration, service delivery and governance, communications, and performance measurement.  An executed Operating Agreement will be presented to Council for Approval.
<b>Advisory Committee Terms of Reference</b>	The YMCASO will review the draft terms of reference and offer any suggested changes to senior staff.	The current Board of Management will offer any suggested changes to the draft Recreation Advisory Committee Terms of Reference.	The Town of Goderich will develop a draft terms of reference for the Recreation Advisory Committee for review by both the YMCASO and the current Board of Management members.  A final version will be presented to Council for approval.

Area of Responsibility & Accountability	YMCASO or as delegated to staff	Newly Constituted Advisory Committee	Goderich Council or as Delegated to Staff
<b>Recruitment of Recreation Advisory Committee Members</b>	n/a	n/a	The Town of Goderich will recruit potential members of the Recreation Advisory Committee based on the skills and competencies needed to address the deliverables in the revised terms of reference. As well members will be recruited based on gaining perspectives from youth to older adults and diverse backgrounds.
<b>Building a Strong and Effective Culture</b>	n/a	n/a	The Town of Goderich will take the lead in facilitating and documenting the discussion on a strengthened collective culture amongst the parties. These discussions will determine the culture, values and respective behaviours that are required to exceed expectations in the joint responsibility to provide/enable recreation services in Goderich. It is suggested that these discussions be led by a third party who has no stake in the delivery of municipal or YMCA services. The culture, values and behaviours will become an element in the Operating Agreement.
<b>Staffing &amp; Volunteers</b> – recruitment, selection, training, compensation, supervision, and succession planning	Full responsibility and authority for human resources delivering	Bring observations forward to the General Manager. No authority for human resource functions.	Bring observations forward to the General Manager. No responsibility or authority for human resource functions in the operating agreement.
<b>Governance</b>	Work collectively and agree and respond to the deliverables in the Operating Agreement.	No role in the execution of the Operating Agreement other than to offer advice and assistance in implementing the respective recommendations within the CRNA.	Staff to develop the Operating Agreement and Deliverables as well as strengthening ongoing relationships and work with the YMCASO to arrive at an agreement that is ready for Council approval.

<b>Area of Responsibility &amp; Accountability</b>	<b>YMCASO or as delegated to staff</b>	<b>Newly Constituted Advisory Committee</b>	<b>Goderich Council or as Delegated to Staff</b>
<b>Budget Development, Approval &amp; Control.</b>	<p>Full responsibility to develop the recreation services budget, bring it to the Advisory Committee for comment and review.</p> <p>Bring budget forward to Council through Goderich staff for Council discussion and approval.</p>	<p>Review budget with a view to ensure that service improvements have been accounted for and to ensure that all alternate funding has been applied for or will be applied for.</p> <p>Endorse budget package for Council approval.</p>	<p>Staff to offer any budget guidelines as approved by Council and ensure that</p>
<b>Contract Management</b>	<p>Meet the deliverables as set out in the Operating Agreement.</p>	<p>Assist staff in garnering public opinion and expert advice in executing the recommendations in the CRNA and as well ongoing services and programs.</p>	<p>CAO to work with the General Manager to assist monitoring the success, impediments and deliverables and outputs as stated in the Operating Agreement (quarterly meetings are recommended at a minimum).</p>
<b>Inter-Organizational Communications</b> (YMCA/ Goderich)	n/a	n/a	<p>Inter-Organizational communications is and will be paramount to the successful and seamless delivery of recreation service delivery through the YMCASO in Goderich. Communication protocols will be developed by the Town of Goderich and in concert with the YMCASO by determining the communications purpose, the mechanism and frequency of communication most effective. including formal and informal communications, internal and external communications, directional, collaborative, or informative communications.</p>

<b>Area of Responsibility &amp; Accountability</b>	<b>YMCASO or as delegated to staff</b>	<b>Newly Constituted Advisory Committee</b>	<b>Goderich Council or as Delegated to Staff</b>
<b>Community and Stakeholder Group Engagement.</b>	The responsibility to meet with recreation and sport stakeholder groups will be undertaken by the YMCASO for the services within their purview.	The Advisory Committee will assist in meeting with groups to listen and assist the YMCASO in developing proactive and responsive policies and practises.	n/a
<b>Communications, Promotion, Marketing</b>	The YMCASO will take to lead to work as a collective to undertake the development of a Communications, Promotion and Marketing Plan that informs residents about recreation opportunities and encourage participation. A baseline and immediate activity would be to list all recreation opportunities on the Town of Goderich’s website as well as the YMCASO website and other communications mechanisms.		
<b>Policy Development &amp; Approval</b>	With community and stakeholder input develop a fair-minded facility allocation policy and any other operational policies.	Provide advice and reach out to diverse populations and community stakeholder groups for input on the development of policies affecting the delivery of recreation services.	With community and stakeholder input, develop a Diversity, Equity, and Inclusion Policy in the delivery of municipal and third-party services.
<b>Service Delivery</b>	The YMCASO will be solely responsible and accountable for recreation service delivery for the services outlined in the Operating Agreement.	The Recreation Advisory Committee will liaise with the community through the YMCASO to listen and advice on the improvements needed in the delivery of service.	The Town of Goderich will monitor the Operating Agreement in concert with the YMCASO

<b>Area of Responsibility &amp; Accountability</b>	<b>YMCASO or as delegated to staff</b>	<b>Newly Constituted Advisory Committee</b>	<b>Goderich Council or as Delegated to Staff</b>
<b>Asset Management</b>	The YMCASO will be responsible for cleaning and general maintenance of facilities and recreation assets including equipment.	The Advisory Committee will visit all recreation spaces informally under the YMCASO purview to observe participation and most importantly observe who is not using public places and spaces. Further the RAC role will be to observe cleanliness standards and other operational requirements.	Goderich will be responsible to develop an asset management plan and execute preventative maintenance on facilities and major equipment. Capital planning and execution of capital replacements and refurbishments will fall under the Town of Goderich.
<b>Implementation of the CRNA Recommendations</b>	Work collectively to ascertain which recommendations should become the lead responsibility of the YMCASO or the Town of Goderich. Agree to the timing of implementation, processes and any added costs that might be incurred (added staff, expert resources, equipment etc.). Develop an annual plan for Council's approval (indicating the role of each party) as part of the budget process. Report out on achievements at year end.		
<b>Alternate Funding Sources</b>	The YMCASO and the Advisory Committee will research and align possible funding sources with the ongoing and new initiatives. Current alternate funding targets are part of the YMCASO's annual workplan and would continue to be with enhancements.	n/a	
<b>Performance Measures</b>	Work collectively to determine the current and baseline measurements around utilization of facilities (prime and non-prime), participation levels by age group, participation by gender and underrepresented groups, satisfaction levels. Once baseline data is known set annual targets with respect to each measure.		
<b>Dispute Resolution Mechanism</b>	Work collectively to investigate and award third party dispute mechanisms between and amongst the parties. Define what instances are Council's role to determine the outcome versus when a third party should be utilized.		

**Suggested Timing of Undertaking Recommended Actions in the CRNA**

The majority of actions identified in this Report will be required to be undertaken in the short-term (i.e. within the next 1 to 3 years). This is a result of having the requisite discussions, analyses, and other investigations to inform the upcoming renewal of the Operating Agreement with the YMCA of Southwestern Ontario, and ensure that should an agreement be reached that all parties are in a position to execute on their objectives shortly thereafter. Specific timing of Recommendations identified herein will be identified in the CRNA document.

**APPENDIX 1 –**  
**A Service Delivery Audit to Inform the Goderich**  
**Community Recreational Needs Assessment**

**A Framework for Recreation in Canada – Pathways to Wellbeing**  
**A Municipal Audit Tool**

*We envision a Canada where every citizen is engaged in meaningful, accessible recreation experiences that foster individual, community, and environmental well-being,*

The Framework for Recreation is a collaborative effort between provincial and territorial governments, recreation associations, academics, and practitioners. In February of 2015, the Federal, Provincial, Territorial Ministers responsible for sport, physical activity, and recreation endorsed the framework for Recreation in Canada and is fully supported by the Government of Canada. The FRC is a pathway toward this vision and is a guiding document for recreation providers in Canada. We now have a common language amongst practitioners and a nationwide vision.

To make this vision a reality – practitioners have built an audit tool to assist organizations in assessing their alignment with the FRC. The tool can be used by any sized municipality or organization whose purpose is to provide/enable recreation for its residents. It guides participants through the five goal areas and assesses where their organization stands along a continuum. The aim is not to measure an organization against the FRC but to strengthen an organization’s capacity and determine future actions to support strengthened service delivery. The Audit Tool and findings enable organizations to identify gaps and work with community to build stronger delivery systems in enable greater participation in quality recreation experiences. Especially relevant, this tool provides Goderich from a municipal perspective the breadth and emphasis on providing recreation services within a community.

Nationally, as more organizations use the audit tool, there will be the opportunity to collect data, and seek out where further research and tools might help the practitioner or organization.

The audit tool poses a supporting statement and determines how responsive current conditions are to the alignment with promising practices in Canada. The assessment ratings include:

1. Not Yet in Place
2. In Planning Stages
3. Partially Complete/Implemented
4. Complete/implemented and in a Mature State

**Note** – the FRC Audit Tool has been modified to meet the requirements of the Goderich Community Recreational Needs Assessment.

**Goal 1: Active Living - Foster active living through physical recreation and leisure opportunities for all ages.**

Supporting Statements	1	2	3	4	Selected Observations
1. Physical recreation opportunities are available for all ages.			X		There is a good range of choice of physical activities including trails, swimming, tennis, basketball, pickleball, water sports, and community-based sports at a minimum.
2. Barriers to full participation have been identified and addressed.		X			Physical and economic barriers have been addressed for persons with disabilities and persons experiencing low income.
3. An overall strategy exists to increase the frequency, duration, and intensity of physical activity for all residents.	X				There is no overall strategy in place in Goderich.
4. Staff collaborate with other allied partners (Health, Education) to increase physical activity levels for all residents.			X		Staff collaborate with allied partners to discuss shared areas of interest.  A greater focus should be placed on ways and means of increasing physical activity for all residents.
5. The concepts of physical literacy are incorporated into programs for all age groups and included in staff training programs. Staff and volunteer training include approaches to increasing physical activity levels in programs for all ages and camps etc.		X			Physical literacy is addressed in the HIGHFive Principles of Child Development model. A greater emphasis should be placed on physical literacy for all ages.
6. Staff employ the best practices identified by the World Health Organization (WHO) or other evidenced-based interventions to increase physical activity levels of all residents.	X	X			Staff are well aware of the importance of physical activity and ensure that the infrastructure and programming support this requirement. A simple overall plan would serve to encourage healthier lifestyles

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Supporting Statements	1	2	3	4	Selected Observations
<b>Programs and Services</b>					
7. A Service Delivery Model is defined and approved by Council.			X		The Service Delivery Model is clearly understood through the YMCA /Goderich Operating Agreement, and Council endorses the blend of direct and community-based service provision
8. Community Groups are supported to provide sport, recreation, and cultural opportunities for all ages through the provision of space, reduced rates for facilities, promotion of activities etc.		X			Community groups are provided premium public spaces and receive subsidized fees to use facilities. There are some groups concerned with the allocation of spaces and therefore a policy review with public engagement would be appropriate.
9. An Annual Grants Program formalizes criteria for grant requests by community groups to Council.	X				The Town of Goderich does not offer annual grants but considers requests from groups on a case-by-case basis.
10. Allocation of facilities and spaces is based on a formalized Allocation Policy and equitable criteria.		X			The Ice Time Allocation Policy and practices requires review to ensure that all public spaces are assigned equitably. The same would apply to allocation of sports fields.
11. Aquatics programs offer a continuum of learn to swim and leadership opportunities as well as water safety and drowning prevention education.				X	The Aquatic learn to swim continuum is in a matures state and accommodates swimmers of all ages and abilities
12. A balance of learn to swim, drop-in swim/aquafit and rental opportunities are offered in the aquatic program.				X	A balance of aquatic opportunities is provided/enabled to accommodate varied interests and addresses universal access.
13. Special Events are categorized, and municipal supports are delineated in a Special Event Policy.	X		X		Special events are a valued service in Goderich. A staff team coordinates logistics. A refined practice model would categorize event types and define the level of municipal supports provided.
14. Special Events are monitored as to attendance, economic impacts, attendee satisfaction and cost recovery.	X	X			Some elements of event performance and evaluation are completed. A more robust evaluation will provide Council with the quantified value of each event.

**Goal 2: Inclusion and Access – Increase inclusion and access to recreation for populations that face constraints to participation.**

<b>Supporting Statements</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>Selected Observations</b>
1. There is a Diversity, Equity and Inclusion Policy approved by Council which describes the municipality's role/Y's in supporting the inclusion of all residents regardless of their backgrounds and describes how equity will be addressed as services are provided.	X				While elements of inclusion are practiced, an overall Corporate/Y Policy will define underrepresented populations in Goderich and the clear actions that the YMCA will take on behalf of Goderich to be inclusive and equitable.
2. The Y monitors changes to demographics and community growth as data is available		X	X		YMCA staff monitor changing demographics and the impact on service delivery.
3. Marginalized and under-represented populations are identified and consulted with about barrier free access to recreation opportunities.			X		Goderich has completed the legislated review of physical barriers and supportive Policies to address barriers for persons with disabilities and the YMCA well accommodates persons experiencing low income.
4. There is an Access to Affordable Recreation Policy (AARP) in place for persons experiencing low income. The use of the AARP is monitored as a percentage of the residents living at the Low-Income Measure (statistics Canada).				X	The YMCA welcomes all residents and accommodate persons experiencing low incomes as part of their charitable mandate. All residents are served.
5. There is a range of no fee, low fee and for fee programs to ensure that there is universal access to programs and casual opportunities.				X	There is a range of low fee and fee-based programs. Efforts should be made to provide free universal programs for children, youth, and adults through community sponsorships.
6. Efforts are made to allocate public spaces fairly and represent genders equitably.		X			A review of the Ice Time Allocation Policy for all public spaces is suggested to ensure fairness in the use of public spaces.
7. All staff are trained, and facilities and programs have been modified to ensure that they are safe spaces for the LGBTQI2S community.	X				This is strongly suggested to ensure welcoming and safe environments.

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Supporting Statements	1	2	3	4	Selected Observations
8. Persons with Disabilities and organizations that represent them have input into the types of services provided and how to increase participation.		X			Regularized sessions with persons with disabilities and organizations that serve them would ensure that programs and services are reflective of current and future needs.
9. The Truth and Reconciliation Report has been reviewed so that staff understand how sport and recreation can strengthen the community's commitment to Indigenous Peoples. There is an understanding and recognition as to the Indigenous history within the community and efforts are made to listen to create a better understanding of the role Recreation Services can play.		X			Five percent of the Canadian population is Indigenous (including First Nations, Metis, and Inuit peoples) Understanding how recreation plays a role in developing cohesion and understanding is important in being inclusive and welcoming.
10. Indigenous communities and residents have input into program development and provision.	X				There have been no identified efforts to meet with Indigenous Peoples to ensure that public spaces and programs are welcoming and appropriate to the Indigenous community.
11. A Land Recognition is offered at the start of meetings.	X				
12. A Naming Policy for parks, public spaces and facilities is in place to demonstrate the contributions of residents, historical figures etc., that reflects equity and inclusion i.e., gender, BIPOC representation etc.	X				A Naming Policy for public spaces would reflect equity between genders, interests and what is important to the Town of Goderich.
13. A review of the names of public spaces and monuments has been undertaken as to their appropriateness in reflecting current values.	X				A Naming Policy for public spaces and facilities has not been developed nor has a review of monuments and the names of public spaces been undertaken. This is important in reflecting current social norms and values. This would be undertaken by the Town of Goderich.
14. Efforts are made to build a staff team and a volunteer base that represent the community that they serve.		X			Volunteerism is important to the delivery of services by the YMCA and community groups – efforts to reflect the makeup of the community within the volunteers would be appropriate as the community grows and changes.

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Supporting Statements	1	2	3	4	Selected Observations
15. Participation of girls, women, and gender diverse people in recreation and sport is audited to ensure that participation levels reflect the principles of equity and fairness.	X				While YMCA staff are conscious that females drop out of sport and recreational activities at adolescence. There is no review and initiative-taking approaches in place to keep girls, women and gender diverse people engaged in sport and recreation.
16. Public spaces are observed to determine who are using public spaces and importantly – who is not					Public and YMCA spaces are informally observed as to who is using them and most importantly who is not using them. Results should be documented to ensure that public spaces are used by all residents.
17. Specific efforts are made to ensure marginalized residents face no barriers to participation through consultation and a community reference group where possible.		X			Efforts are made to include persons with disabilities, and residents experiencing low income within programs and services. More effort is required to focus on including Indigenous Peoples, the LGBTQI2S community, women and girls, and any other identified underrepresented populations.

**Goal 4: Supportive Environments – Ensure the provision of supportive and social environments that encourage participation in recreation and help to build strong caring communities.**

Supporting Statements	1	2	3	4	Selected Observations
1. A Facility Master Plan is in place to address under resourced facility types and the need for refurbishment of existing facilities and amenities.			X		The CRNA will function as a master plan guiding long-range planning based on community needs.
2. An Asset Management Plan is in place to enable ongoing renewal of infrastructure including condition assessments.				X	Maintenance Plan used by the Operations Department.
3. A Climate Action Plan includes the ability of facilities and parks to reduce greenhouse gas emissions.	X				There is no overall plan in place in Goderich though discussions are underway based on Town Council's Declaration of a Climate Emergency.
4. An Energy Management Plan reduces or regenerates the use of utilities.	X				There is no overall plan in place in Goderich specifically for recreation facilities.
5. Collective actions exist with regional or county governments to address common issues.			X		The Town works with the County of Huron with respect to certain initiatives that may have relevance to persons participating or wishing to participate in recreation.
6. There are recreation and cultural facilities, parks, and parks amenities provision standards in place.			X		Will be in place through the CRNA.
7. Efforts are made to engage the community and partners to ensure that recreation facilities meet community needs and supports a delivers range of multi-use indoor spaces.			X		The Town continually works with local service clubs, volunteers, and others to help make recreation facilities and services come to fruition.
8. Ensure that recreation facilities and amenities are provided in under-resourced communities and are accessible to all.		X			Facilities are distributed across the Town but not necessarily based on serving marginalized neighbourhoods.

*Note that the FRC's Goal #3 (Connecting People to the Outdoors) portion of the Audit Tool is applicable to parkland and natural areas and is thus not applicable to the CRNA*

**Goal 5: Recreation Capacity – Ensure the continued growth and sustainability of the recreation field.**

Supporting Statement	1	2	3	4	Selected Observations
1. The Department has developed strong and compelling vision and mission statements.	X				Will be developed through the Community Recreation needs Assessment
2. The Y staff and volunteers have worked together to articulate a powerful organizational culture and supporting values.				X	The YMCA assesses staff engagement and organizational culture and compares metrics from the last time the assessment was taken. Gaps are identified and senior staff will develop strategies to strengthen the ability of the staff team to work better together toward improved metrics.
3. The Corporate Strategic Plan includes an assessment of Community Wellbeing (Community Wellness Index).	X				Community recreation is well supported by Council and the public. The Corporate Strategic Plan does not currently call for an assessment of Community Wellbeing.
4. There is alignment with international, national, and provincial community building initiatives such as Age Friendly Communities, Healthy Cities, Safe Cities Community Safety and Wellness Plans etc. there is alignment with recreation services.	X				An Age Friendly Community Plan has not been developed specific to Goderich.
5. The Y promotes the importance and benefits of engagement in recreation, culture, sports, and parks.	X				Stronger and consistent communications and messaging is required.
6. The Department offers leadership in training courses and provides placement opportunities as applicable.		X			Specific leadership training opportunities are in place through the YMCA. Members request and agree to various training opportunities to become volunteers and staff members.
7. A Training and Development Plan strengthens the skills and competencies of staff and volunteers.					Training is provided for staff and especially discipline specific training in aquatics, programs, facilities, sales, volunteers etc. is implemented

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Supporting Statement	1	2	3	4	Selected Observations
8. The Volunteer Policy and opportunities include recruitment, training, supports and recognition.			X		Volunteer opportunities are listed on the YMCA's website and potential volunteers are directed to the specific departments for training and orientation. Volunteers are recognized on an annual basis formally.
9. All operations are compliant with legislative requirements and industry standards. Regularized audits exist.			X		Staff indicate compliance with legislative requirements within their disciplines. A documented review of current requirements and standards would demonstrate if there are any gaps.
10. Communications and marketing efforts to promote opportunities are effective.		X			Communications is a delivery component of the YMCA. Regular efforts to communicate with the membership, public and the Town's governance structure are made. There is a need for a more detailed review of the communication gaps and potential remedies in informing residents of available opportunities.
11. An annual marketing strategy serves to keep residents informed and engaged in recreation and cultural opportunities.	X				An annual marketing plan would identify which services and messages require further delivery, identify the audience, the frequency of messaging and what marketing methodology is most appropriate.
12. Partnership and sponsorship Policies serve to augment service provision through alternate means and funding.	X				Y staff seek out sponsorship funding and partnerships however a policy and framework would serve to identify opportunities and seek out partners and sponsors.
13. The use of technology maximizes efficiencies within the operation			X		The YMCA has the benefit of utilizing technology to register patrons, rent spaces and allocate public spaces. This is a significant fiscal savings to Goderich.
14. The costs of services are understood and utilized when developing pricing and fee structures and understanding cost recovery levels.	X				Identifying the cost of services and programs is important in identifying further efficiencies and appropriate cost recovery levels.

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Supporting Statement	1	2	3	4	Selected Observations
15. Quality Assurance Models are utilized where possible including but not limited to the Aquatic Safety Management Audits, The Canadian Sport for Life Model, High Five for Healthy Childhood Development, Active Aging, Youth Friendly Communities etc.			X		The CRNA will recommend which disciplines should undertake implementing quality assurance models which are not currently implemented. Staging implementation and understanding staff capacity will be undertaken before implementing additional quality assurance programs.
16. Policies are reflective of best practices and the types of services provided. There is a regularized review cycle for approved policies.		X			Policies are in place and reflect community and YMCA values, safety, and quality assurance in the delivery of service.
17. Operations manuals in each discipline exist to provide ongoing and consistent guidance to staff and volunteers.			X		Operations manuals exist in all disciplines and an annual review would ensure that there is consistent direction and common direction captured.
18. All efforts are made to obtain government and other funding sources to augment service provision.			X		Staff are aware of grants and funding sources from other levels of government and private foundations. The YMCA being a charitable foundation is successful in obtaining alternate funding sources open to charities that the municipality would not otherwise be eligible for. A summary of all sources should be updated annually to demonstrate to the municipality that this is a clear advantage of the YMCA/Goderich Operating Agreement.
19. Performance Measures include:  Inputs – human, fiscal, and physical resources  Outputs – participation levels, utilization of programs, events, and facilities  Efficiencies – the cost to provide units of service, cost recovery levels etc.  Effectiveness – public, member and user satisfaction levels		X			Staff measure sales, rentals, registration numbers, member satisfaction, employee engagement etc.  A fulsome performance metric should be developed to enable the YMCA to demonstrate improvements in performance and the setting of realistic targets.