1. MOTION TO GO INTO CLOSED SESSION

THAT a closed meeting of the Audit Committee be held on Tuesday, June 18, 2013, immediately following the Community Services Committee meeting, in Room 217, in accordance with Section 239 of the Municipal Act, 2001, for the purposes of considering the following subject matters:

   a) labour relations

2. MOTION TO RECONVENE INTO OPEN SESSION

3. DECLARATIONS OF PECUNIARY INTEREST UNDER THE MUNICIPAL CONFLICT OF INTEREST ACT

4. DELEGATIONS

5. PRESENTATIONS

6. REPORTS – Chief Administrative Officer

   a) CA-13-002/P-13-037, Cultural Sites - Program Review 2012-2013

7. INFORMATION/CORRESPONDENCE

   a) Memo: List of Program Reviews, Compliance Audits and Control Consultations Conducted by Internal Audit

8. OTHER BUSINESS

9. NEXT MEETING

10. ADJOURN
TO: Chair Tom Galloway and Members of the Audit Committee

DATE: June 18, 2013

FILE CODE: A10-20, A35-01

SUBJECT: CULTURAL SITES - PROGRAM REVIEW 2012-2013

RECOMMENDATION:

THAT the Audit Committee endorse the recommendations and proposed actions of the Cultural Sites – Program Review 2012-2013 as described in Report No. CA-13-002/P-13-037, dated June 18, 2013;

AND THAT $50,000 from Project 4404 Visitor Services, included in the McDougall Cottage 2013 Ten Year Capital Program, be transferred to a new project in order to complete the Strategic Planning for the Cultural Sites Program in 2013.

SUMMARY:

The Region of Waterloo owns and operates three museums dedicated to conserving and showcasing the history and culture of Waterloo Region. The Community Services Division within the Planning, Housing and Community Services Department of the Region is responsible for the operation and maintenance of these community museums (herein referred to as “Cultural Sites”). They are 1) Waterloo Region Museum (including Doon Heritage Village); 2) Joseph Schneider Haus; and 3) McDougall Cottage.

In 2012, the Internal Auditor, together with the Community Services Division, initiated a comprehensive program review to ensure the services and operations of the Cultural Sites Program (herein referred to as “Program”) are managed and delivered effectively and efficiently. A specialist consulting firm, with experience in reviewing museum operations, was retained to help assess good value for resources invested for the Region. A detailed assessment of processes was undertaken in the following distinct areas of the Program: (1) Management and Planning, (2) Collections, (3) Curatorial and Research, (4) Education, Programs and Exhibits, (5) Exhibits / Gallery, (6) Marketing and Promotion, (7) Visitor Experience, (8) Volunteer Utilization, (9) Partnership Development, (10) Facilities and Building Maintenance, (11) Cost Recovery and Revenue Generation, and (12) Staffing.

The results of the review indicated that overall, the services and operations are being managed and delivered effectively and efficiently. The consultants specifically noted that their interviews and surveys showed “that the Cultural Sites are highly valued and well regarded across the Region for the cultural, heritage and educational services they provide. The facilities and exhibits are well managed and contribute to the high quality of life experienced by residents, and convey a positive view of the Region to visitors. The commitment of Cultural Sites staff and volunteers was obvious, not only in their communications to the consultants, but was also evident in the thoughtful approach which had been taken to cultural research, educational services and the development and maintenance of the buildings over time.”
However, there are opportunities to increase the efficiency and effectiveness of the Cultural Sites Program services and operations. The areas for improvement are centered on three key themes:

1) **Need for better integration of all Cultural Sites**: To date, the museums as described above have operated largely as independent entities. There are opportunities to better integrate and operate the museums under a more unified ‘Cultural Sites Program’ with some common objectives and, where possible, take advantage of the increased efficiency and effectiveness which would come through improved communications and information sharing. The report contains numerous recommendations oriented towards that overall goal, including the establishment of a statement of purpose for the Cultural Sites Program, development of a Strategic Plan, improved systems and procedures, better communication, information and resource sharing among staff at the various museum sites.

2) **Need for improved information flow between management and staff**: A need for increased communications between management and staff came up frequently in the program review. This was expressed in a variety of forms: clearer expectations and objectives being specified of staff; more frequent communications between management and staff; and an improved annual review process.

3) **Opportunity for more interaction with the community**: A third major theme emerging from the program review was the opportunity for greater and more meaningful interaction with community groups and other cultural sites throughout the Region. This theme encompasses a range of opportunities from more direct marketing (of the Cultural Sites Program overall) to a more integrated working relationship with other community groups and organizations, including reciprocal marketing. This includes cultural sites operated by lower-tier municipalities and others throughout the Region as well as a variety of community groups and organizations.

The recommendations have been developed in the context of a Program Evaluation Framework that identified 45 specific evaluation criteria or standards, under 14 areas of performance (such as Management, Collections, Marketing, etc.). Cultural Sites staff developed this Framework collaboratively with the consultants, since there are no standard metrics in the museum and cultural sites industry. The consultants note “this framework is unique among cultural organizations and sets relatively high standards and expectations”.

Of the 45 evaluation criteria, the consultants judged that 11 (or 25%) were being fully met. Most of the remaining criteria were partially met, but there were aspects where improvements could be made. This resulted in 40 recommendations, which are described in this Report, along with the actions proposed by staff for implementing the recommendations. In general, staff agrees with the recommendations made by the consultant.

Some of the recommendations resulting from this review are focused on increasing efficiency, which should result in a savings of time and money. However, most of the recommendations are oriented towards increasing effectiveness and removing or mitigating risk, and will require an investment of staff time or other resources, as described in this report. The proposed timing for each action shows the period in which the action would be initiated: Immediate (by end of 2013); Short-term (by end of 2014); Medium-Term (by end of 2015); and Longer Term (post 2015).

**REPORT:**

**Background and Overview of Operations**

The Region of Waterloo owns and operates three museums dedicated to conserving and showcasing the history and culture of Waterloo Region. The Community Services Division within the Planning, Housing and Community Services Department of the Region is responsible for the operation and
maintenance of these community museums (herein referred to as “Cultural Sites”). They are 1) Waterloo Region Museum (including Doon Heritage Village); 2) Joseph Schneider Haus; and 3) McDougall Cottage. The following is a brief overview of each site:

- **Waterloo Region Museum (WRM)** - The Waterloo Region Museum is the Region’s newest museum and showcases the history and development of Waterloo Region with interactive exhibits, a living history village Doon Heritage Village (DHV) and storage and conservation facilities for artifacts. The museum opened its doors in May 2010 as the gateway to Doon Heritage Village. Exhibits opened in November 2011. A broad range of curriculum-based education programs, workshops, and special events are offered, and space rental for corporate and private functions is popular.

- **Joseph Schneider Haus (JSH)** - Kitchener’s oldest dwelling, a farmhouse built by one of the region’s first pioneers, has been restored and converted into a living history museum interpreting life in 1816, galleries, and a resource centre. It is a designated National Historic Site, with nationally significant artifact collections. Its features include exhibits, lectures, workshops, curriculum-based education programs, weekend programs keyed to the season and a varied lineup of summer courses for children.

- **McDougall Cottage (MC)** - This 1858 granite and limestone cottage on the bank of the Grand River was home for more than a century to hardworking Scots, and boasts hand-painted friezes and trompe l’oeil ceilings. The restored cottage hosts Scottish-themed workshops and exhibits, afternoon teas, and kitchen ceilidhs.

The name ‘Cultural Sites Program’ does not describe a formal group or entity within the Community Services Division; rather it is a term that describes the resources and activities surrounding the three museum facilities. It is taken to mean the buildings, collections, staff and activities directly related to the three sites described above and under the purview of the Planning, Housing and Community Services Department. There is certain staff associated with museum operations (maintenance-related) that are not officially part of the Cultural Sites Program as they are not within the Planning, Housing and Community Services Department and thus are not directly covered by this review. Also, there are cultural activities undertaken or supported by the Region that do not fall under the purview of the Cultural Sites Program as described above and are thus not subject to this review (e.g. Corporate Archives, Cultural Heritage Planning, grants to other cultural facilities in the Region, such as THEMUSEUM in downtown Kitchener).

**Purpose of the Program Review**

Program reviews are intended to provide an objective assessment of the extent to which a program is achieving its intended results, the proficiency with which resources are administered, and the manner in which associated risks have been managed. In this case, risk means the activities and events that could potentially prevent programs from achieving defined goals. Program reviews support the strategic objective of ensuring that all Regional programs and services are responsive, efficient, effective, and accountable to the public. In 2012, Internal Audit, together with Community Services Management, determined that a program review would be helpful in determining what improvements, if any, could be made to processes supporting the achievement of the Community Services objectives.

While there were no particularly urgent factors that necessitated an evaluation at this time, it was felt that as a result of a number of recent changes to the Region’s Cultural Sites offering, a review at this juncture would be prudent. These factors were:

- a number of additions and expansions to the Cultural Sites offering of the Region over the last decade, most notably the construction of the 47,000 sq. ft. Waterloo Region Museum in 2011, but also the reconstruction of several of the out-buildings on the Joseph Schneider Haus site and the acquisition of McDougall Cottage in 2002;
- an increasing recognition of the importance of cultural activities and cultural planning in communities, both to respond to growing interest on the part of residents as well as an understanding of the benefits of cultural assets as economic generators; and
- the fact that arts, culture and heritage have a central role in the Region’s Strategic Plan; the Cultural Sites Program is a key vector through which that importance is recognized and service in that area is delivered to the community; and that those program reviews that have been undertaken up to this point have not examined arts, culture or heritage in any significant way.

For these reasons, it was determined to undertake a review of the Cultural Sites Program in 2012-2013 with the purpose of assessing the effectiveness and efficiency of the services, organization, operations and resources of the Cultural Sites Program. The review was to identify opportunities for improvement and a strategy for optimizing service delivery and organizational value while making the best use of resources. The review was also to assess the risks associated with the delivery of the program are being managed effectively.

**Methodology and Approach of the Program Review**


The scope of the review and the work plan were developed to provide a framework to:

- Assess that policies and procedures contribute to achieving the goals and objectives of the Cultural Sites Program.
- Assess that the processes within the Program’s operations are being conducted in an effective and efficient manner.
- Assess that the organizational structure and resources are appropriate to achieve the Program’s goals and objectives.
- Assess that the Program is operating effectively and achieving good value for the resources invested.
- Assess that the risks associated with the delivery of the Program are being managed effectively.

Several sources of data were drawn upon in the course of this program review. These were:

- Review of relevant municipal policies and documentation.
- Interviews with management and staff.
- Staff focus groups. Three focus groups with managers and staff were held: one focus group with WRM staff, one focus group with combined JSH / MC staff, and a third focus group held for those staff who couldn’t attend either of the first two
- Staff survey to Cultural Sites Program management and staff which enabled every staff person to provide input to the process on a confidential basis.
- Volunteer survey which provided all volunteers at the Cultural Sites with an opportunity to provide their thoughts and suggestions.
- A survey of visitors to Cultural Sites was undertaken in order to obtain their input into the quality and effectiveness of Cultural Sites’ programs.
- A statistically representative survey of the public was undertaken through the regular omnibus survey conducted by PMG. This survey was of 750 residents of the Region, and its purpose was to determine levels of awareness and involvement on the part of general residents of the Region.
Recommendations

The Program Review consultant developed forty recommendations for improving the efficiency and effectiveness of the Cultural Sites Program.

Management and Planning

1. Statement of Purpose for Cultural Sites Program
2. Regular Review of Statements of Purpose
3. Long Range (Strategic) Plans for Cultural Sites Program, including Each Cultural Site
4. Short-Term Plans for Each Cultural Site
5. Accountability Structure (performance measurement and monitoring) for the Cultural Sites Program
6. Reporting to the Public
7. Teambuilding Workshops for Management and Staff

Collections

8. One Documentation System for Collections
9. Increase On-Line Access to Collections Information

Curatorial and Research

10. Directory of Original Research Undertaken
11. Review and Document Curatorial Process used for Program and Exhibit Development

Exhibits / Gallery

12. Public Input Into Exhibit Planning and Evaluation
13. Develop Specific Objectives and Targets for Major Exhibition and Programs

Education, Program and Events

14. Explore Development of One Overall Curriculum Guide

Marketing and Promotion

15. Unified Annual Marketing / Promotion Plan
16. Centralized Production of Marketing Materials within the Cultural Sites Program
17. Promotional and Informational Materials Clearly Reflect the Region’s Involvement
18. Increase Joint Marketing and Promotion across the Region’s Own Cultural Sites
19. Explore Opportunities for Joint Program Development and Marketing with the Network of Cultural Sites across the Region
20. Greater Marketing Effort for McDougall Cottage

Visitor Experience

21. Annual Attendance Targets to be Developed and Presented to Council
22. Use Visitor Satisfaction as a Longitudinal Measure
23. Community Outreach Plan
24. Multi-Year Accessibility Planning for Cultural Sites
Volunteer Utilization

25. More Frequent Training and Other Volunteer Activities
26. Consider Additional Ways to Improve the Volunteer Experience
27. Recognition of the Friends Groups

Partnership Development

28. Partnership Development Program

Facilities and Building Maintenance

29. Emergency Preparedness Plan for all Sites
30. Asset Management Plans for Cultural Sites Should Consider Consequences of Increased Utilization
31. Identify Major Risk Areas and Incorporate into the Asset Management Process
32. Improve Transit Access to WRM/DHV

Cost Recovery and Revenue Generation

33. Review Desirability and Level of Revenue Target for the Cultural Sites Program
34. Membership Growth Plan and Target

Staffing

35. Staff should be Aligned With the Cultural Sites Program
36. Annual Staff Reviews and Periodic Management/Staff Meetings
37. Discuss and explore opportunities with Human Resources to optimize the use of TAMS
38. Ways and Means of Improving Efficiencies with Other Departments Should be Identified on an Ongoing Basis
39. Review and Update Job Descriptions
40. Specific Training Plan Part of Annual Staff Evaluations

In general, Regional staff agrees with all of the recommendations. The Action paragraph in each section describes work that has already been done in the area, or plans for how the recommendation will be implemented in future. The Timing for each action shows the period in which the action would be initiated: Immediate (by end of 2013); Short-term (by end of 2014); Medium-Term (by end of 2015); and Longer Term (post 2015).

Discussion of Recommendations and Proposed Actions

Management and Planning

a) Recommendations 1 & 2
Develop Statement of Purpose for Cultural Sites Program & Regularly Review

One of the findings of the Program Review noted that there is not a Statement of Purpose (vision, mission and values) for the Cultural Sites program. Although a Statement of Purpose does exist, including individual statements of purpose for DHV and JSH, it does not adequately reflect the overall program. A Vision, Mission and Values statement has been drafted for WRM, but not fully reviewed or approved. A draft statement of purpose has also been developed for MC. This situation is due to the fact that the Cultural Sites Program was a concept largely developed for this program review and does not have a separate identity or organizational structure. Notwithstanding, this program review
has recognized that there are many commonalities and synergies among the activities of all sites and acknowledges that the Program would benefit from being formally recognized as a Program Area.

Recommendation 1 proposes a Statement of Purpose be developed for the current Cultural Sites Program overall which should be formally recognized as such. The Statement of Purpose developed should clearly reference and link to the Region’s overall Corporate Strategic Plan. Each individual site (museum) should also have a Statement of Purpose that is consistent with the one for the Cultural Sites Program. Recommendation 2 proposes that the Statements of Purpose should be reviewed annually to ensure their continuing relevance and utility.

The development of a Statement of Purpose is good management practice and will provide an opportunity to ensure that the Cultural Sites Program is consistent with the Region’s Vision, Mission and Values and Corporate Strategic Plan.

**Action:**
A Statement of Purpose will be developed which formally recognizes the three museums owned and operated by the Region as one Program Area with a consistent name. This will consolidate and give a stronger presence to the Region’s commitment to conserving and presenting our heritage. The Statement of Purpose for each site may also need to be revised, to fit in with the program area statement.

**Timing:** immediate. **Cost:** see below

b) Recommendations 3 & 4
Long Range (Strategic) Plans be Developed for Cultural Sites Program including Each Cultural Site & Short-Term Plans Developed for Each Cultural Site

One of the findings of the program review was that long-term plans for each cultural site (museum) do not exist. There are short term plans assembled in terms of the highlights of the past year and plans for the coming year that are presented to Council (thus acting as both an evaluation and planning mechanism), but these are not presented within the context of long-term or Strategic Plans.

Recommendation 3 proposes that a Strategic long term plan should be developed for the Cultural Sites Program including each cultural site. In addition to the long term plans, Recommendation 4 proposes that short term plans should be developed for each cultural site.

A Strategic Plan for the Cultural Sites Program including long and short term plans for each individual site is necessary to ensure that the program and each site’s activities are aligned with the Statement of Purpose, goals and objectives. The Strategic Plan provides a mechanism to revisit goals, objectives, programs and activities each year. As such it will also provide a review mechanism to track whether progress is being achieved against stated objectives, thereby achieving both financial and non-financial benefits.

**Action:**
The Director Community Services, in consultation with museum management and Ministry of Culture and Tourism staff will undertake the development of these strategic documents in 2013. Developing long range strategic plans is the logical extension to the statement of purpose. They will better inform the annual action planning process, and provide a framework for evaluation or performance measures. The Ministry of Culture and Tourism has advised specifically that a Strategic Plan for Joseph Schneider Haus is required by October 31, 2013 as a condition of continuing to receive a Community Museums Operating Grant (CMOG).
Timing: immediate. Cost: Consulting assistance is required to complete the Statement of Purpose and Long Range Plan within a reasonable timeframe. The program review consultants have provided an estimate of $30,000-$50,000 to undertake this type of project.

c) Recommendations 5 & 6
Accountability Structure (performance measurement and monitoring) for the Cultural Sites Program and Reporting to the Public

This program review has identified some lack of rigor and structure in the accountability structure. While some information is presented in the previous years’ operations and future planned initiatives reports, this could be structured differently in order to force a greater focus on future performance. The overall purpose of such a structure would be to provide information to Council and ultimately the public regarding the extent to which the Cultural Sites Program is achieving the objectives of the Strategic Plan. The presentation and discussion around accountability provides a forum through which measures to bring performance back on track can be debated and agreed upon.

Recommendation 5 proposes that as part of the development of the Strategic Plan for Cultural Sites, an accountability system should be set up to measure efficiency, effectiveness and risk management at the Cultural Sites. Recommendation 6 proposes that as a part of the accountability structure that certain key metrics and usage statistics should be provided to the public to demonstrate responsibility and accountability.

An accountability structure will help ensure that efficiency, effectiveness and risk management are achieved on an ongoing basis. It will provide a feedback mechanism to management and Council to make certain the Cultural Sites are achieving their goals in an effective manner.

Action:
Usage (visitor) statistics have been reported for each of the museums in their annual Highlights reports to Council, but this recommendation suggests further detail is needed. Development of a formal accountability structure will be one of the requirements of the strategic planning work described above. Beginning in 2014, a Performance Report for the cultural sites will be prepared for Council, separate from the museum’s highlights reports.

Timing: immediate. Cost: see above.

d) Recommendation 7
Teambuilding Workshops for all Management and Staff

While the management and staff organizational structure at the current time appears to be well understood, this program review did find some communication difficulties at several levels. There is an opportunity for Management to give greater attention to staff communications, consulting more with staff and creating more opportunities for staff to be involved in decision making.

Recommendation 7 proposes that teambuilding workshop(s) take place to ensure that all management and staff know one another, understand what each other does, and have a chance to talk about common issues and concerns.

These meetings can also be used for staff to provide input in focus groups and workshops to the planning of Cultural Sites programming and major operational decisions which will affect program delivery. This will enhance the overall team environment within which the Strategic Plan will be created and thus the efficacy of the Strategic Plan itself. As well, the teambuilding workshops and periodic meetings will help ensure that staff understands they are part of an overall Cultural Sites Program with common objectives.
Action:
The Region’s 2012 Employee Survey has resulted in two Corporate Priorities which directly relate to these program review findings: Dialogue with Employees, and Encouraging Employee Contributions. Actions supporting these priorities will be implemented by museum management over the course of 2013-2015. Over the same period, museum management will work with Human Resources to develop program-specific teambuilding workshops and will also provide opportunities for staff with similar responsibilities from each site to discuss common issues and potential solutions.

Timing: Short-term. Cost: Moderate, mainly staff wages to attend workshops and meetings.

Collections
e) Recommendations 8 & 9
One Documentation System for Collections and Increase On-Line Access to Collections Information

The collections documentation system currently being used at WRM and JSH is a standard and adequate system (MC is not a collecting institution). The main concern is the effectiveness of the collections software system used to store the information. The current system was developed in-house and two different versions are in use, one at JSH and the other at WRM.

Recommendation 8 proposes that the two collections documentation systems be replaced with one Harmonized System: The Region should ensure that the plan to replace and upgrade the documentation systems (currently in the Capital Budget Forecast) proceeds as planned. This will reduce duplication, improve efficiencies and accuracy.

Recommendation 9 proposes that the Cultural Sites strive for future on-line access to collections information. As a new documentation system is developed, opportunities to provide on-line access to information should be explored and provided where it is deemed appropriate to do so. The creation of an on-line access capability for collections information including artifacts and images will provide the public with enhanced accessibility to the collections and could generate some follow up visits thus providing non-financial and a modest financial benefit.

Action:
A new collections documentation system will be implemented. The present documentation systems are definitely inadequate, although on-line access to parts of the collections is currently available. Museum staff is in the process of investigating available collection management software, with the support of Information Technology Services. Challenges include the transfer of existing data to a new system, and completing the documentation for all items in the inventory.

Timing: Select software and begin implementation in 2013. Anticipate completion of data transfer by the end of 2014, with additional time through 2015 for the creation and uploading of digital images.

Cost: Several software packages are being investigated, but the cost is expected to be modest. The larger expense will be for data conversion and additional photography of the collections. A total of $403,000 is identified in the 10 Year Capital Forecast for WRM and JSH (spread over 2013-2016) for a database, data conversion and additional digitization and photography of the Region’s collections.

Research and Curatorial
f) Recommendation 10
Develop Directory of Original Research Undertaken

There is no comprehensive listing or compendium of the research undertaken through the Cultural Sites Program. In some cases research results in a publication, in others an exhibition, and in some
situations a response to a research question on the part of the public. Sometimes this research is reported back to Regional Council in the form of the Review of the Past Year (presented in June), but there is no consistency with which this takes place. Recommendation 10 proposes that a directory of all original research undertaken by Cultural Sites staff should be developed. This would record the purpose of the research, the researcher, a summary of the results, and a reference to the complete documentation. Ideally, this should be available on-line to the general public.

The development of a Directory of Original Research will help communicate to the public and those in the museum community the types of scholarly research that the Cultural Sites have undertaken. This will also help to provide access to this research for those wishing to review the original research. While this may improve efficiency and effectiveness to some degree (e.g. staff being aware of previous relevant research and able to gain access to it quickly) its real value lies in the fact that the intellectual capital contained within the research will not be lost to future researchers.

**Action:**
*Staff will investigate other areas of the Corporation that use tracking systems, to find an easy-to-implement approach.*

**Timing:** Longer-term. **Cost:** staff time plus cost of technology.

g) Recommendation 11
Review and document Curatorial Process used for program and exhibit development

While there were no specific deficiencies noted with existing curatorial processes, recommendation 10 proposes that a specific examination and review of curatorial processes take place in the future. This would identify the origins of the idea for a program or exhibit, and the subsequent set of activities (research, message identification, etc.) that follows. The emphasis of this investigation would be upon the development of ways and means to improve the overall process. The review process should also examine best practices and would result in updating policies and templates regarding the curatorial process.

A review of the curatorial process underlying the development of an exhibit would help improve the efficiency and effectiveness of the curatorial process as well as to formalize the procedure and provide appropriate due diligence mechanisms such as obtaining permissions and clearing copyright, if this is required.

**Action:**
The Manager/Curator JSH and the Curator of Exhibits at WRM are the primary developers of exhibits at the museums. Documentation of their exhibit development processes will improve efficiency, ensure steps are not missed, and enable other staff to better participate in the process.

**Timing:** Long term **Cost:** staff time.

**Exhibits / Gallery:**

h) Recommendations 12 & 13
Ensure Public Input the Formative Evaluation of Exhibits & Develop Specific Objectives and Targets for Major Exhibition and Programs

This program review has shown that exhibits meet the Region’s standard. More explicit effort upon obtaining community input in the planning stages for each new exhibit should, however, be ensured to provide additional insight as to how the exhibit can be interesting and meaningful to the residents of the Region. Recommendation 12 proposes that the Cultural Sites Program ensure that public input
(perhaps through focus groups) is obtained for each major new exhibition and program offering. As well, the objectives and purpose of each exhibit should be specified in the June report on upcoming planned activities. Obtaining public input at the formative stage of exhibit planning will help to ensure ongoing relevance of the exhibition to community needs and improve the quality of the exhibit. It will also provide a mechanism to ensure that the exhibit and related communications materials are respectful of any community sensitivities surrounding the nature of the exhibition and programming.

It was also noted that there is little information available relating to specific objectives and targets being developed for specific exhibitions and programs. Recommendation 13 proposes that for significant new programs and services, where there is a significant investment of time and resources going into the development of the program, specific targets should be developed with respect to those parameters that are most relevant to that new activity. These targets may be, for example, attendance, revenue, awareness, learning, enjoyment related depending on the particular exhibit. Development of targets (attendance, participation, costs and revenues) for major exhibitions and programs will add rigour to the exhibit and program planning process and ensure that the planning process has some idea of the local market interest in and demand for these programs. As such, the benefits are both non-financial and financial.

**Action:**

Museum management will develop a more formal plan for consulting with the public about exhibits, and for establishing objectives for major exhibits. Input on exhibit content has been routinely obtained, but most usually from the groups being represented or engaged. For example, many exhibits at JSH showcase the work of the artist-in-residence who is directly engaged in developing the exhibit; for the WRM galleries, various groups including First Nations and German clubs were consulted in the development of the exhibits. An omnibus survey administered by the University of Waterloo and a face to face survey administered by WRM staff were undertaken during the planning and design of exhibits in the WRM. However, more input could be obtained from the broader public on a go-forward basis.

This action is consistent with the expectation of the Ministry of Tourism, Culture and Sport that the WRM review and update its Exhibition Policy and develop a process of evaluation for exhibits including objectives, both internal and external and evaluation methods that measure achievement of objectives. The policy review and evaluation process is required by October 31, 2013.

**Timing:** Immediate for review of policy and development of process of evaluation. Cost: staff time.

**Education, Programs and Events**

i) Recommendation 14

**Explore Development of One Overall Curriculum Guide**

A review of the background materials provided shows that there are two curriculum-based guides – one for JSH and one for WRM/DHV. (MC does not have its own curriculum guide.) These clearly tie the resources of Cultural Sites to the requirements of the curriculum. The guides are quite explicit and directive in tying in the resources available at the Cultural Sites to the requirements of the school program. Recommendation 14 proposes that the program area explore development of one overall curriculum guide: In the medium to longer term, the Cultural Sites Program could explore the feasibility of developing a joint curriculum guide for schools that would show the collective resources of the Cultural Sites Program and the fit with the school program. This would be a more efficient way of informing all teachers of the full range of resources made available by the Region through the Cultural Sites Program. It would also convey the impression of a more integrated program overall. Finally, it may expose some teachers (who perhaps were exposed to only the offerings available at one cultural site, to the full range of resources available).
Action:
This action will be implemented through the initial step of compiling a combined list of education offerings from all the museums. The Education Coordinators from JSH and WRM will be mandated to work more closely in sharing school contacts, outreach, etc.

Timing: Short-term, anticipated for implementation for the 2014/2015 school year. Cost: staff time

Marketing and Promotion

j) Recommendation 15, 16, 17, 18, 19, 20 & 23
Develop Unified Marketing Plan for Cultural Sites Program
A unified marketing plan for the Cultural Sites Program does not exist. In part, this is because the Cultural Sites Program itself does not exist as a recognized and distinct entity. Recommendation 15 proposes that a joint or unified marketing and promotions plan should be prepared for all Cultural Sites in the region. Recommendation 18 proposes that, to the extent possible, there should be greater joint programming and well as promotion between the Region’s Cultural Sites. Recommendation 23 proposes that, in the longer-term, a community outreach plan should be developed as part of the unified marketing plan for the Cultural Sites. This should identify key community groups throughout the Region that should be on a regular communications list for new events and activities.

The Omnibus Survey undertaken as a part of this program review showed high levels of awareness for all sites except the relatively new and fairly small McDougall Cottage. Recommendation 20 proposes that additional marketing efforts take place for McDougall Cottage.

Turning to other cultural institutions in the Region and the extent to which the Cultural Sites engage in cross-promotion with them, the evidence suggests that this is even more limited than the sites promoting each other. Recommendation 19 proposes that, to the extent possible, opportunities for joint program development and marketing should be explored with the network of cultural sites across the Region. Examples could be programs with the Homer Watson House, the Fire Museum and Education Centre in Cambridge, and THEMUSEUM in downtown Kitchener.

In addition the situation at present is that marketing materials (for example, flyers and brochures) are produced separately for WRM/DHC and JSH/MC. As a result there is an unevenness of the branding message. Recommendation 16 proposes that to ensure high quality production with consistent branding and messaging, the production and design of marketing materials for the entire Cultural Sites Program should be centralized and coordinated in one area. Recommendation 17 proposes that all promotional and informational materials for any of the sites should distinctly feature the Region’s logo, the wording such as ‘Region of Waterloo Museums’.

The benefits of the aforementioned recommendations are as follows:
- A unified marketing and promotions plan for the Cultural Sites will improve communications with the public with a resultant increase in attendance and revenues.
- The development of a community outreach plan will be a way for the Cultural Sites Program to reach out to individuals and communities and provides an excellent way to help welcome them to the Region, at the same time showcasing the Region’s history. It will also have some impact on attendance and related revenues, unless these programs are offered for free to encourage attendance.
- Centralized production of marketing materials will ensure consistent messaging and branding with respect to the individual sites
- By ensuring proper branding of the Regions logo on all marketing materials, the public will be aware on a consistent basis that the Region is responsible for and financially supports the Cultural Sites
• Development of joint marketing and promotion initiatives will result in innovative programming and will result in increased visitation to the sites. This would increase revenues to the sites.

Action:
Museum staff have already started to work toward a more unified and comprehensive marketing approach for the three museums. For example: the ad used for the Waterloo Region Tourism Marketing Corporation Travel Guide is a two-page spread featuring each museum but with a unified look; new stand-up banners for each site are designed with a unified look; and the footer on the WRM website includes links to JSH and MC. Also, there is a draft Marketing Plan for WRM which identifies visitor segments and marketing approaches for each. With respect to community outreach, WRM already provides family passes to over 90 social agencies, and MC offers many free community events.

However, more work in this area is clearly needed. The following actions will be taken:
• The Director Community Services will convene a working group of museum management and corporate communications staff to review current marketing plans;
• The working group may determine that consulting assistance is needed to develop a unified brand and marketing plan and would proceed with issuing an RFP;
• As part of either the strategic plan or the marketing plan, the preferred approach to branding the Region’s involvement and referring to the program area (i.e. Cultural Sites, Region of Waterloo Museums, etc.) will be finalized;
• The working group will compile a base of short and longer term opportunities for joint promotion of the sites, with specific focus on MC, and including a review of all current promotional material;
• Opportunities for extending community outreach will be acted on as appropriate, but in the longer term a formal plan will be developed;
• Opportunities for joint program development and marketing will continue to be discussed within existing groups: the Waterloo-Wellington Museums and Galleries Network, and the Alliance for a Grand Community. Both groups are considering initiatives in connection with 2017, the 150th year of Confederation;
• A solution to centralizing the production and design of marketing materials for the entire Cultural Sites program area will be investigated in conjunction with Corporate Publishing, with the intent of meeting corporate standards while improving efficiency of producing material;
• A unified website, which would provide the flexible and extensive content currently available only to WRM, will be developed to include JSH and MC as well.

Timing: short to medium term for the planning actions, but immediate and ongoing for updates to promotional materials.

Cost: Staff time, consulting assistance for marketing plan, contributing to joint promotional initiatives, design and implementation of unified website; total estimate $100,000 to $150,000.

k) Recommendation 21
Annual Attendance Targets Should be Developed and Presented to Council
The review of the documentation from the program review revealed that attendance and related performance targets are not in place. Recommendation 21 proposes that annual attendance targets should be developed and presented to Council. For the annual presentation to Council (i.e. the review of the year past and the outline for future performance) an attendance estimate or target should be developed for each cultural site for the following calendar year. The context for this target should start with a review of the previous year’s target in terms of whether or not it was achieved and an assessment of the reasons underlying why it was or was not reached (or exceeded, if that was the case). The use of annual attendance targets will ensure that the Cultural Sites Program continues to focus on its overall attendance as a key source of earned revenues and resultant financial benefits.
Action:
WRM has already initiated setting and reporting attendance targets (see Reports P-12-110 Waterloo Region Museum – Mid Year Update, October 16, 2012 and P-13-051 Waterloo Region Museum 201 Highlights and Plans for 2013, April 30, 2013). This will be expanded in 2014 to include JSH and MC. However, while WRM may expect attendance to continue to grow, somewhat in proportion to population, JSH and MC have capacity and scheduling limitations that will likely dictate a maximum target. These performance measures will be reported separately from the Highlights report, and likely earlier in the calendar year.

Timing: Short term. Cost: part of Strategic Plan.

Visitor Experience

1) Recommendation 22
Use Visitor Satisfaction as a Longitudinal Measure

The visitor survey conducted as part of this program review at each of the facilities asked visitors to rate their overall degree of satisfaction with the experience they had that day at each cultural site. The aggregate results were as follows:

<table>
<thead>
<tr>
<th>Cultural Site</th>
<th>Number of Respondents</th>
<th>Satisfaction Levels</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Somewhat Satisfied</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Very Satisfied</td>
</tr>
<tr>
<td>Waterloo Region Museum</td>
<td>64</td>
<td>7.0%</td>
</tr>
<tr>
<td></td>
<td></td>
<td>90.1%</td>
</tr>
<tr>
<td>Doon Heritage Village</td>
<td>30</td>
<td>6.7%</td>
</tr>
<tr>
<td></td>
<td></td>
<td>83.3%</td>
</tr>
<tr>
<td>Joseph Schneider Haus</td>
<td>10</td>
<td>30.0%</td>
</tr>
<tr>
<td></td>
<td></td>
<td>70.0%</td>
</tr>
<tr>
<td>McDougall Cottage</td>
<td>3</td>
<td>0.0%</td>
</tr>
<tr>
<td></td>
<td></td>
<td>100.0%</td>
</tr>
<tr>
<td>Entire Sample</td>
<td>112</td>
<td>6.3%</td>
</tr>
<tr>
<td></td>
<td></td>
<td>88.4%</td>
</tr>
</tbody>
</table>

In all cases a majority of respondents indicated that they were very satisfied with their experience, and with the knowledgeable staff, the number of staff, and the information they received. The visitor survey exercise undertaken in support of this program review has proven to be a very useful and informative one. Recommendation 22 proposes the use of regular visitor surveys to track visitor satisfaction levels. The use of regular visitor surveys provides a longitudinal measure of how visitor satisfaction is changing over time. It provides a mechanism for visitors to provide immediate feedback on the quality of their visitor experience as well as to highlight any problems or issues that may arise and which need to be addressed. As such, the recommendation will provide both non-financial and financial benefits.

Action:
The visitor survey designed by the consultants could be administered again at the sites in Fall 2014, with a target of 50 – 100 responses from each site, as recommended. Additional or alternative options that will be explored are the purchase of questions in the region-wide Omnibus Survey, or use of the American Association for State and Local History (AASLH) Visitors Count! General Visitor Survey, which provides standardized questions and analysis. WRM and JSH are already participating
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in the AASLH Visitors Count! Education Survey; work has been delayed due to the teacher’s labour disruption this year, but results should be available in fall 2014.

Timing: Medium term. Cost: staff time to administer process and assess, or cost to purchase external survey questions and analysis.

m) Recommendation 24
Cultural Sites Should Ensure Input to the Multi-Year Accessibility Plan
The new WRM facility and programs reportedly meets or exceeds the AODA standards, as does the JSH in most respects. DHV poses a challenge in that accessibility was not a major concern when the buildings were built and some of the accessibility standards and requirements would entail retrofits that would destroy or negatively impact on the heritage character of the building. Similar considerations apply to some extent at MC. These concerns are reportedly understood and reasonable accommodations will be made as the Region works through the Multi Year Accessibility Plan. Recommendation 24 proposes that the Cultural Sites should ensure input to the multi-year accessibility plan. This will ensure the Cultural Sites Program meets its legal and social obligations to provide accessibility to its venues.

Action:
The cultural sites will commit to doing an accessibility review of each museum every 2 to 3 years, in consultation with the Grand River Accessibility Advisory Committee and the Region’s AODA coordinator. The review would identify issues or structural components that need to be upgraded or changed, and an estimated budget if needed. These action items would be incorporated into annual updates of the Region’s Multi-Year Accessibility Plan (2013-2017).

Timing: Medium-term. Cost: Staff time plus cost of upgrades which would be recommended for inclusion in Capital Budget.

Volunteer Utilization

n) Recommendations 25 & 26
More Frequent Training and Other Volunteer Activities and Consider Ways to Improve the Volunteer Experience
A specific survey of volunteers was undertaken as part of this program review. In total, 71 responses were received. The aggregate results were as follows:

<table>
<thead>
<tr>
<th>Cultural Site Volunteered At:</th>
<th>Number of Respondents</th>
<th>Satisfaction Levels</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Somewhat Satisfied</td>
</tr>
<tr>
<td>Waterloo Region Museum</td>
<td>32</td>
<td>34.4%</td>
</tr>
<tr>
<td>Doon Heritage Village</td>
<td>17</td>
<td>13.6%</td>
</tr>
<tr>
<td>Joseph Schneider Haus</td>
<td>19</td>
<td>36.8%</td>
</tr>
<tr>
<td>McDougall Cottage</td>
<td>Sample size too small for meaningful results (only 2)</td>
<td></td>
</tr>
<tr>
<td>Entire Sample</td>
<td>65</td>
<td>32.3%</td>
</tr>
</tbody>
</table>

As the table shows, levels of volunteer satisfaction are reasonably high – well above the 80% threshold when ‘very satisfied’ and ‘somewhat satisfied’ levels are combined. Despite the generally
high ratings received from volunteers as evidenced above, there were a number of comments from the surveys that revealed several areas of frustration or where the volunteer experience could be improved. These were:

- shorter turnaround times between when volunteers apply and they are formally accepted
- refresher training is needed
- opportunities and events for volunteers at the different Cultural Sites to get to know one another
- volunteers’ input should be solicited to a greater extent in planning

Recommendation 25 proposes that more opportunities are needed for all volunteers to come together for training, learning and general socializing sessions. The provision of more training and related activities for volunteers will improve the nature of the volunteer experience and encourage a greater supply of volunteers. For volunteers who interact with the public, it will help also to provide an improved visitor experience at each site and thereby increase visitation and related revenues.

In addition, recommendation 26 proposes that Management should consider ways and mean to improve the volunteer experience. As noted, the volunteers are an important resource to the Cultural Sites Program, and need to be effectively managed, trained, supported and recognized. They can help improve the quality of the visitor experience, and are important ambassadors for the Cultural Sites Program in the broader community. Through their effective management, the overall Cultural Sites Program will operate more effectively and efficiently. Further, high levels of visitor satisfaction will lead to repeat visitation.

**Action:**
The Volunteer Coordinator at WRM is highly qualified and has been in demand across the organization to support corporate volunteer initiatives. In 2014, this position will be re-focused on the volunteer experience at the museums, and will work on implementing the above recommendations.

**Timing:** Medium Term. **Cost:** Staff time.

**Action:**

- **Recommendation 27**

**Recognition of the Friends Groups**

Friends’ Groups can be invaluable partners to museums, enabling them to do things that otherwise could not be done through the museum organization alone (fundraising, advocacy, acquisitions and certain specific projects). There does appear to be a different level of recognition for the Friends Groups. At WRM/DHV the Group is given a separate and distinct page on the WRM website that profiles their activities and the opportunities for involvement; at JSH the Group has its own Facebook page, and the JSH page on the Regional website does not mention the Group.

Recommendation 27 proposes that the Region should provide equal recognition of the JSH Friends Group perhaps through a higher profile on the website (which itself should be reconfigured to convey a better impression that the museums are unified and ‘equal’ under the Cultural Sites Program). Equal recognition of the Friends Groups is important to encourage volunteering and effective volunteer management at each of the sites. It will also help to reinforce that the museums and their volunteers are given equal focus and importance under the Cultural Sites Program.

**Action:**
As part of the redesign of a unified website, each of the three Friends Groups would have an individual profile and link to other sites the individual groups might choose to initiate.

**Timing:** Medium Term. **Cost:** included in website redesign.
Partnership Development

p) Recommendation 28
A Partnership Development Program Should be Created

Typically partnerships can be of varying types: resource partnerships where an organization supplies funding or in-kind support in return for public recognition and awareness-building (e.g. corporate sponsorships); content partnerships where the partner brings knowledge and connections to the table (and which may result in joint programs or exhibits, for example); and marketing partnerships where both entities promote each other to mutual benefit. Compared to other museums and cultural institutions, the Cultural Sites Program has not been actively engaged in the pursuit of partnerships as defined above.

Recommendation 28 proposes that a partnership development program should be created and implemented. The Cultural Sites Program, possibly in conjunction with other Cultural Sites in the Region, should develop a partnership program that would consider the guidelines for partnership development (i.e. when and where it is appropriate); the types of partners desired; the methods for evaluating the success of partnerships; etc. The Region funds not only the Cultural Sites Program, but certain other cultural organizations in the Region. The encouragement of partnership development among cultural organizations in the region will help coordinate the activities of different groups where it makes sense to do so. For example, festivals or events could be planned around themes shared by the different cultural organizations which could be promoted and communicated more widely thus having an impact on attendance and revenues. There are also some government programs which prefer to give grants to partnering organizations, as they believe the funds will be utilized more effectively and will reach wider audiences.

Action:
The corporate donation approach was used effectively in the capital campaign for building the WRM; JSH and MC have on-going relationships with several corporations that support annual programs such as Heart and Hand, and the quilt exhibits. However, as municipally-funded organizations, the sites have been cautious about approaching corporate donors, so as to not negatively impact other cultural institutions that must rely much more on these sponsors. It is also unlikely that these other cultural institutions would want to share their financial partnership arrangements, as these provide a ‘competitive advantage’.

Content partnerships and marketing partnerships will be more fully explored. One example is the preliminary discussions already underway among local cultural institutions about joint events in 2017.

Timing: Longer term for any formal partnership plan or program. Cost: unknown.

Facilities and Building Maintenance

q) Recommendation 29
Develop an Emergency Preparedness Plans for all sites

Through the interviews and document review the consultants have found that a detailed Emergency and Disaster Preparedness Plan exists in draft form, and not fully completed for the Waterloo Region Museum (covering the WRM, DHV and the Curatorial Centre). This plan addresses situations relating to fire, flooding, severe weather, earthquake, pest damage, power outage, theft and intentional harm to the buildings or artifacts. The plan was initiated in 2012 and is to be reviewed annually and updated as appropriate. The consultant’s review of the draft plan suggests that it will be quite comprehensive and that the prescribed courses of action to deal with these areas of risk are logical and appropriate. However, no such similar approach exists for JSH or MC. Recommendation 29 proposes that Complete Emergency Preparedness Plans for all sites: Emergency and disaster
preparedness plans need to be completed for all sites, drawing on the initial work done by WRM. JSH and MC require an Emergency Preparedness Plan for unforeseen emergencies that may arise.

**Action:**
Staff agrees that Emergency Preparedness Plans for all three sites are important, however implementation has been limited due to available staff time and funding. Staff will work with the Region’s Emergency Measures Coordinator to develop a timeline and cost estimate for completing these Plans.

**Timing:** Medium term. **Cost:** to be determined and recommended in future budget.

r) Recommendations 30 & 31
Asset Management Plans for Cultural Sites Should Consider Consequences of Increased Utilization and Major Risk Areas

The capital budget (2012) for the Community Services component of the Planning Housing and Community Services Division of the Region was approximately $26 million, covering the 10-year period 2012 to 2021. The capital budget contains a mix of new capital items and projects (such as the construction of a school house and a Curatorial Centre Storage Expansion) and maintenance items (such as Barn repairs and replacement of utility services). While future capital asset management is in place and accounted for in the Region’s capital budget, the plans do not appear to have increased usage or demand provisions in place.

Recommendation 30 proposes that asset management plans for Cultural Sites should consider consequences of increased utilization. These plans need to take into account the building condition and the impacts of high public use at each facility. The plans need to allow for periodic maintenance, repairs and capital investment to prolong the durability of these buildings. In addition, Recommendation 31 proposes that for the capital improvement plan (and the accompanying capital budget) that it contain provisions to account for risks to public safety (such as road and pedestrian access, accessibility for mobility restricted patrons, and potential overcrowding in smaller venues such as MC) as well as to ensure that overall standards for quality are maintained. The ultimate benefit is improved public safety.

**Action:**
Where existing capital plans do include projects that respond to increasing demand (such as the planned addition of a school house at WRM/DHV) this will be more explicitly stated. Museum staff will also work with Facilities staff to review and update Building Audit reports. An assessment of the maximum attendance capacity of JSH and MC will be completed, and results factored in to program planning at each site. Discussions with Transportation and Environmental Engineering staff regarding road and pedestrian access to the sites will continue.

**Timing:** Long term. **Cost:** Potentially significant to upgrade assets; will be included as appropriate in Capital Budget.

s) Recommendation 32
Transit Access to WRM/DHV Should be improved

There is currently a lack of public transit accessibility to the WRM/DHV site. Recommendation 32 proposes that the Region should examine ways and means through which this access could be achieved as quickly as possible. This will increase the accessibility of the WRM/DHV to those groups and individuals who rely on public transit including newcomers and diverse audiences. In addition, a safe crossing at JSH and parking requirements at MC should be investigated.

This recommendation would result in increases in attendance and utilization including financial and non-financial benefits.
Action:
Museum staff will meet with Transportation Planning staff to review whether there are any possible options currently available to provide better transit service, or to have plans available to implement in conjunction with a potential future service expansion that would accompany approval of a Conestoga College student transit pass program.

Timing: Short Term. Cost: staff time

Cost Recovery and Revenue Generation

t) Recommendation 33
Review Desirability and Level of Revenue Target for the Cultural Sites Program

At present, the Cultural Sites Program has earned revenues that are equivalent to about 6% of its operating budget, or 9% if financing charges are removed. This, according to the Consultants, is clearly well below the norm for museums and Cultural Sites. Conversely, however, it also shows the Region’s commitment to and investment in its heritage. Moreover the Cultural Sites Program does not have an earned revenue target of any kind in place, nor any kind of annual monitoring program. Recommendation 33 proposes the development of a Strategic Plan for the Cultural Sites Program (previously recommended) should consider the appropriateness and level of any revenue target as a key parameter shaping the program. This should be determined early on in the development of this strategy, considering both the advantages as well as the disadvantages of having such a target in place. Clearly increased revenues will help offset the costs to the Region of providing the Cultural Sites Program. If a revenue target is part of the Strategic Planning approach to the delivery of the program then the development of that strategy should include consideration of the various mechanisms outlined above.

Action:
Reporting on revenue targets will become part of an annual report for the sites, and potentially also part of a larger performance measurement plan for the PHCS Department. Further work needs to be done on defining the components of revenue, costs, visitors, etc in order to ensure valid long term comparisons. In addition, museum staff will undertake a regular review of fees and charges for admissions, special events and facility rentals, in comparison with other museums and local halls, and make recommendations to Regional Council as appropriate.


u) Recommendation 34
A Membership Growth Plan, with a Target, Should be Developed

A single annual membership program is available ($35 for an individual; $50 for a family). The membership provides for free admission to the sites; a discount in the shops; a guest pass; discounts on workshops, lectures and special programs; and reciprocal admission benefits with other institutions. However, a Membership Development Plan, specifying targets, is not in place. Recommendation 34 proposes that a membership growth plan, with a target, should be developed. The development of a Membership Growth Plan and the decision to target increased membership will be an important step to encourage a broadened and diverse membership base. The membership is an important constituency that is likely to include the Cultural Sites Program’s most ardent supporters who may be possible supporters of special projects and events. The expanded membership program is likely to have primarily non-financial benefits.

Action:
A focus by WRM staff on promoting the benefits of buying a membership, during the Circus exhibit this past winter resulted in a 200% increase in memberships. This demonstrated that it is possible to
set and even exceed a membership target. WRM staff has set a target of 1000 members by the end of 2013. However, further consideration needs to be given to the implications of membership growth: how to retain members after one year; what benefits to include with the membership package and what are the associated costs; and how to balance benefits and cost across the sites. Staff will undertake a review of the membership program, including a focus group with current members and assessment of programs in other cultural institutions.


Staffing

v) Recommendations 35 & 36
Staff Should be Aligned With the Cultural Sites Program & Annual Staff Reviews and Periodic Management / Staff Meetings Should Occur

One of the findings of the program review is that communications among staff at the three sites is extremely limited and there could be highly productive discussions between them relating to more efficient resource sharing, information sharing, and discussions of 'lessons earned' in providing high quality visitor service. Recommendation 35 proposes that staff should be aligned with the Cultural Sites Program. Staff need to see themselves as aligned to the Cultural Sites Program overall, not specifically just employees of JSH, or WRM or DHV. The recommendation will improve organizational effectiveness and efficiency.

In addition, recommendation 36 proposes that periodic Management/Staff Meetings and annual staff reviews should occur. These meetings should provide opportunities for staff to contribute more effectively to major program and operational decisions, to build more effective teamwork, and to assist staff to develop the capabilities for future program leadership to support the ongoing development of the Cultural Sites Program into the future.

Action:
Each site is differently resourced in terms of full or part time staff, and responsibilities of staff positions; also JSH and WRM have extensive open hours. These facts make it challenging to arrange full staff interaction among the sites, and to have an effective exchange of information at all levels of the organization. There are regular and on-going Management/Staff meetings at all three sites, and annual reviews are an expectation of the Region.

The Director will work with the museum management team to create opportunities for staff interaction among the sites, and to provide more opportunities to contribute during staff meetings. This will be supported by actions arising from the Corporate Employee Survey priorities of Dialogue with Employees and Encouraging Employee Contributions.

Timing: Short Term. Cost: Staff time.

w) Recommendations 37 & 38
Discuss and explore opportunities with Human Resources to Optimize the Use of TAMS & Ways and Means of Improving Efficiencies with Other Departments Should be Identified on an On-Going Basis

The evidence from the program review suggests that there are other areas where interaction with other departments and Regional systems overall could be improved. A key one is dealing with the Region’s Time Attendance Management System (TAMS). Staff report difficulties using the system, likely because it has not been fully optimized to address the non-standard hours of work of some of the staff at the cultural sites. Recommendation 37 proposes that Cultural Sites management should meet with the administrators of the TAMS program to identify ways in which it could be augmented to better meet the program’s requirements (as well as contribute to increased efficiency).
Recommendation 38 proposes identifying ways and means of improving efficiencies with other RMW Departments on an on-going basis. This will improve efficiency and effectiveness both within the Cultural Sites Program and for other Regional departments where there is interaction between the two.

**Action:**
The museum management team will meet with Human Resources to discuss potential improvements in the use of TAMS. The team will also meet with representatives from other departments, as appropriate, to discuss any areas of potential operating efficiency.

**Timing:** Short Term. **Cost:** Unknown but could be significant for TAMS revisions.

x) Recommendation 39
**Review and Update Job Descriptions**

Written job descriptions do exist for every job position within the Cultural Sites Program. In the opinion of the consultants, the format of these job descriptions is comprehensive and covers all salient aspects of the position and responsibilities. However, the position descriptions are not necessarily kept up to date. Recommendation 39 proposes that job descriptions need to be reviewed and brought up-to-date throughout the Cultural Sites Program. Having accurate and updated job descriptions is necessary for effective and efficient human resource management in any organization, including clarification of job responsibilities, expectations and reporting relationships.

**Action:**
All job descriptions at the WRM were updated in December/January 2012 following opening of the museum, and are under review by Human Resources. Job descriptions for positions at JSH and MC are older and need to undergo the same process.

**Timing:** Medium Term. **Cost:** staff time.

y) Recommendation 40
**Specific Training Plan Part of Annual Staff Evaluations**

One of the findings of the program review is that regular staff training and professional development for all permanent staff takes place in a limited sense and is not necessarily geared to annual reviews. Specific Reference Manuals have been developed for instruction and procedures in Customer Service and for Seasonal Staff at WRM/DHV. Recommendation 40 proposes that a specific training plan, focusing on individuals' training needs related to the job description, should be part of the annual staff review process and discussed with management and supervisors. The annual staff review should also identify individual staff training and development needs including possible mentorship opportunities, job shadowing and related learning experiences such as participation in local community organizations. This will improve the organizational effectiveness of the Cultural Sites Program.

**Action:**
As part of the Region’s Safety Management System, all jobs at the sites will be assessed by museum management for health and safety risks, and appropriate training identified. A focus on other corporate or professional training, specific to the individual's responsibilities will be included in the annual review.

**Timing:** Short-term. **Cost:** staff time; cost of registration fees and travel costs associated with some professional development activities will be managed within the existing budget.
Implementation Considerations

The implementation of these recommendations will involve a considerable effort on the part of management and staff. Significant changes to work processes and associated interdependencies, the organization of the work, and the associated technology are discussed in this report. The time commitment required to effectively implement these recommendations will be considerable. The implementation will require interaction and support from several other departments and many of the sections within the Cultural Sites.

Implementation Benefits

A program review such as this one is focused upon the assessment of efficiency and effectiveness of current operations, as well as any risks that might be entailed in the running of the program or the provision of the service. Any recommendations for change that result from the review will, accordingly, are oriented towards improving efficiency and effectiveness as well as reducing or eliminating risks. Either way, the recommendations will convey certain benefits to the community, and these can be characterized in several ways. While some of the benefits will be quantitative and measurable in dollar value terms, many will be qualitative in nature or not necessarily measurable economically.

Specifically, there are several key benefits that can be derived from recommendations:

- **Improved long-term management of the Cultural Sites**: The Strategic Plans, Annual Plans, and Performance Measures (such as attendance targets) will assist management in focusing on initiatives with the highest priority to Council and the public.

- **Net financial savings through improved efficiencies in business processes**: Efficiencies achieved through changes to business processes such as marketing and graphic design, volunteer management, and exhibit development are more likely to enable maintenance of existing services than to lead to a reduction in budget.

- **Greater degree of staff effectiveness through automation**: Implementation of new collection management software will enable staff from WRM and JSH to share knowledge, and to more efficiently enter and retrieve information.

- **Avoidance of future costs**: Implementation of recommendations that consolidate and document work done at all of the sites, such as a directory of original research, one curriculum guide, and asset management plans, will ensure that no duplication of work occurs.

- **Maximization of marketing efforts**: The unified marketing plan and branding will maximize the effectiveness of the existing marketing budget for all three sites. Coordination of marketing and joint promotion with other cultural institutions may be more expensive, but will also be more effective and potentially extend the reach of the marketing effort.

Reporting

Staff will report back to Council on the various stages of implementing the recommendations from this Program Review through the development of an annual reporting process. Staff will track the various implementation actions and report on the actual costs and benefits. The first report should be anticipated by the end of 2013.

CORPORATE STRATEGIC PLAN:

The completion of the study was done in keeping with Focus Area 5.3: Ensure Regional programs and services are efficient and effective and demonstrate accountability to the public.
FINANCIAL IMPLICATIONS:

Some of the benefits associated with the recommendations are quantifiable (such as monetary savings to the Region or the amount of time saved on the part of staff) while others are not (such as improved communications). The Consultants have stated that, in the analysis of benefits at this broad stage, detailed quantification of the benefits is not possible, as this will depend on the specifics of how each recommendation is implemented. For example, recommendations relating to potential for time savings will be dependent upon when the directive is implemented, how many staff are involved, exactly how much of an individual’s job description will be affected by the new procedures, etc. It is important to note in this context that the purpose of this program review was not primarily to identify areas of cost savings [i.e. cost cutting], nor to identify areas where the Cultural Sites Program might invest in future [i.e. Strategic Planning]; it was simply an evaluation of current performance against stated objectives, in terms of efficiency, effectiveness and risk management. Further, it is likely that as the Cultural Sites Program continues to improve its overall effectiveness, that this is likely to have a modest impact on self generated revenues over time, likely in the order of 5% to 10% over current levels.

Most of the recommended actions do require staff time to implement. This will require careful development of work plans and management of time, but no increase in staff complement is proposed. The only actions with immediate identified costs, due primarily to the need for consulting assistance, are:

- Strategic Plan: $30,000-$50,000 in 2013.
- Unified Marketing Plan, Branding and Website: $100,000-$150,000 beyond 2013; subject to future budget consideration and approval by Regional Council.

In order to initiate the Strategic Plan process in 2013, it is proposed that $50,000 from Project 4404 Visitor Services, included in the McDougall Cottage 2013 Ten Year Capital Program, be transferred to a new project in order to complete the Strategic Planning for the Cultural Sites Program in 2013. This capital project was intended to provide off-site parking for McDougall Cottage; several options have been investigated to date, but no cost-effective solution seems likely at this point.

OTHER DEPARTMENT CONSULTATIONS/CONCURRENCE:

In addition to the staff from the Cultural Sites who participated in this program review, staff from Corporate Resources, Finance, Transportation Planning and Human Resources were directly involved in this program review through interviews, and review of the recommended actions.

ATTACHMENTS:

NIL

PREPARED BY: David A. Young, Manager, Internal Audit
Lucille Bish, Director, Community Services

APPROVED BY: Michael L. Murray, Chief Administrative Officer
Rob Horne, Commissioner of Planning, Housing, and Community Services
MEMORANDUM

To: Chair Tom Galloway and Members of the Audit Committee
From: David A. Young - Manager, Internal Audit
Subject: List of Program Reviews, Compliance Audits and Control Consultations Conducted by Internal Audit
File No: A35-01

At the May 8, 2013 Audit Committee Meeting, Audit Committee requested a list of previously completed Program Reviews, Compliance Audits and Control Consultations conducted by Internal Audit. The requested information is summarized in this memo.

Program Reviews

The following is a list of Program Reviews completed by Internal Audit along with the year of completion.

- Fleet Services Program Review - Expected completion – October 2013
- Cultural Sites Program Review - Completed: 2013
- Region of Waterloo International Airport - Completed: 2012
- Rent Supplement – Completed: 2012
- Facilities – Maintenance and Operations - Completed: 2011
- Information Technology Services - Completed: 2010
- External Communications - Completed: 2010
- Capital Program Delivery/Design and Construction - Completed: 2010
- Purchasing and Materials Management - Completed: 2009
- Waterloo Region Housing - Completed: 2008
- Health and Safety - Completed: 2007
- Provincial Offences Act Administration - Completed: 2007
Compliance Audits and Control Consultations:

The following is a list of Compliance Audits and Control Consultations from 2009-2013 conducted by Internal Audit.

2013:
The following Compliance Audits and Control Consultations have an expected completion date by the end of 2013.

- Purchase Cards Compliance Audit
- Petty Cash Compliance Audit
- Provincial Offences Court Administration (POA) Internal Control Audit
- Inventory Asset Safeguarding Process Review
- Payroll Process Review

2012:

- Purchase Cards Compliance Audit
- Provincial Offences Court Administration (POA) Cash Handling Process Review
- Legal Expropriations Process Review
- Procurement By-Law Compliance

2011:

- Petty Cash Compliance Audit
- Purchase Cards Compliance Audit
- Cash Controls Process Review – Grand River Transit & Waste Management
- Memo to Grand River Transit re: Fare Boxes Internal Control

2010:

- Petty Cash Compliance Audit
- Purchase Cards Compliance Audit
- Children’s Services Consulting
- Ontario Bus Replacement Program Compliance

2009:

- Petty Cash Compliance Audit Review
- Purchase Card Compliance Review
- Children’s Services Consulting Review
- Smart About Salt Consulting Review