

The Municipality of North Grenville: Operational Review

A Management Blue Print Plan: Final Copy

FOURNIER CONSULTING SERVICES

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Executive Summary:

In March of 2008 the Council of the Municipality of North Grenville engaged the firm of Fournier Consulting Services to conduct a review of its municipal operations and to make recommendations in areas that require improvement to efficiently and effectively deliver the services required to meet the needs of the community in a manner consistent with Council's objectives. The review which involved a series of facilitated (SWAT- strengths and constraints analysis) sessions with Council and the senior management team (SMT) and interviews with selected community stakeholders was carried out from April to September, 2008.

The organization possesses several key strengths that are characterized by:

1. A clear vision for the future- one of growth that looks to balance the rural-urban mix of the community;
2. A dedicated, professional management team with leadership that functions well, tackles new initiatives, adopts change and through teamwork is poised for the challenges that growth brings;
3. A positive working relationship between Council and staff;
4. A strong customer focus that continues to improve;
5. A sophisticated community planning and infrastructure management model; and
6. A responsive and welcoming atmosphere that is evident throughout the Municipal Centre.

By and large the essential ingredients for a healthy and functional organization are in place.

As is the case for any organization-especially one that is experiencing significant growth-there are areas that require attention. The recommendations for action focus on:

1. A need for a systematic approach to the development of policies and procedures;
2. The development of a corporate-wide financial data and reporting base that should be integrated with a robust asset management tool (Geographic Information System-GIS) for strategic planning and financial forecasting purposes;

3. A consistent application of the organization's performance management system and training to enhance management and supervisory skills;
4. A need to address current staff resource gaps and put in place a human resource plan to address capacity pressures that will emerge as growth projections are realized over the next five (5) years;
5. Methods to reduce project delays and response times to inquiries and complaints that will strengthen organization's customer service approach to the delivery of services;
6. The continuation of process improvements and operational efficiencies through the application of service reviews and new on-line tools available to all Ontario municipalities;
7. The enhancement of the management team's presence in the community;
8. The development of a welcome package for new residents and program to celebrate successes;
9. The enhancement of internal and external communications through the development of a Council-staff communication protocol; and
10. The establishment of criteria to support the creation of new committees of Council in the future.

The foregoing proposals for action form the basis of a *Management Blue Print Plan* with supporting templates for the consideration of Council and the senior management team.

Introduction:

The Municipality of North Grenville was established as a township in 1998 through the amalgamation of the former Townships of Oxford-on-Rideau and South Gower and the Town of Kemptville. The “Township” designation was later replaced with the term “Municipality” by Council in 2005 to better reflect its urban and rural community composition and services. The municipality is strategically located on Highway 416 in the north-east quadrant of the geographic region of Leeds-Grenville midway between the Nation’s Capital, Ottawa and the Border of the United States at Ogdensburg, New York (Source: www.northgrenville.on.ca). The Municipality of North Grenville is a member municipality of the United Counties of Leeds and Grenville, an upper-tier jurisdiction in Eastern Ontario.

The municipality is experiencing population and development growth pressures by virtue of its proximity to the Ottawa region. Between 1996 and 2001 the population increased from 12,648 to 13,581 persons, representing the largest percentage increase of any municipality in the Leeds-Grenville region at 7.4% (Statistics Canada, 2001 Census). In 2008 the population is expected to have reached 15,000 persons, a figure which is projected to double to 30,000 persons by 2021 ([www.northgrenville.on.ca/Economic Development/Demographics](http://www.northgrenville.on.ca/Economic%20Development/Demographics)).

Recent building permit activity provides another indication of the scope and nature of the development pressures associated with the municipality’s population increases. Nearly one-third of all building permits from 2005 to 2007 were issued for the construction of two hundred and eighty-six (286) new residential housing starts. This construction activity alone represents almost seventy per cent (70%) of the total annual value of all building permits issued between 2005 and 2007([www.northgrenville.on.ca/Building Stats 2005-06](http://www.northgrenville.on.ca/Building%20Stats%202005-06) and the Municipality of North Grenville, Building Permit Summary, 2007).

The municipality also serves a market area of approximately 50,000 persons. The next largest group of construction activity, which is valued at \$10.13m for 2005, 2006 and 2007 involves the commercial sector where a considerable amount of new retailing activity has located along the Highway 43 corridor in the community of Kemptville ([www.northgrenville.on.ca/Economic Development/Building Stats](http://www.northgrenville.on.ca/Economic%20Development/Building%20Stats) and the Municipality of North Grenville, Building Permit Summary, 2007).

In May of 2007, the Municipality released a statement regarding its longer term priorities and strategies during the term of the current Council. Up dated annually, the plan focuses

on specific initiatives within (6) broad categories, including economic development, downtown revitalization, communications, community assets, infrastructure and the natural and built environment (Source: *North Grenville News Release* dated May 14, 2007).

The underlying message in terms of its strategic directions and website is clear: North Grenville is a growing community with all the attractions of rural and urban living that is open for business. As one stakeholder so aptly stated during the review:

“North Grenville is not competing with Athens. It is the Nepean of twenty years ago and is a subset of Ottawa”

The challenge of course is responding to the demands that new growth places on an organization’s physical, economic and human resources while at the same time managing the operations and delivery of municipal services to meet the immediate and future expectations of the community. It is in this context that the Council of the Municipality of North Grenville accepted a proposal from the consultant to conduct an operational review in March, 2008.

Project Scope and Work Plan:

The purpose of this review is to identify improvements in the management and staffing structures and related processes/functions required to support the municipal operations in a manner consistent with the strategic, long term goals and priorities of Council. Police and fire emergency services are excluded from this review since policing operations are governed by a separate board and the fire department is planning to conduct A Fire Master Plan that will address staffing and operations in the near future. The scope of work involved working meetings the CAO, senior management team, Council and interviews with five (5) community stakeholders. A number of objectives were established at the outset, including:

- To assess current operations and establish benchmarks for the level of departmental staffing complements that will be required to support and meet the service levels and demands of a growing community.
- To identify opportunities for more efficient and effective municipal program delivery.

- To identify strategies, coaching and mentoring needs within the current management and staffing structures that will enhance the interactions between management, staff, Council and the public.
- To assess the extent to which a customer service focus prevails throughout the organization.

The review was framed around a SWAT (strengths and constraints) analysis which involved of a series of facilitated working sessions with Council and the senior management team (SMT) between late April and early July of 2008. These sessions were augmented by interviews with five (5) community stakeholders conducted by the consultant in July of 2008. The stakeholders, all of whom were identified by Council and the Chief Administrative Officer (CAO) were chosen on the basis of their close working ties and interactions with the municipality and were seen as individuals who not only represented the community but also possessed a strong-if not intimate- working knowledge of the organization.

As part of the review, the longer-term priorities and directions set out by Council in its News Release of May 14, 2007 provided an additional context for evaluation throughout the SWAT sessions and stakeholder interviews. These directions, which are linked to the strategies in the *North Grenville Strategic Plan* of March, 2006, will be updated annually through the budget review and approval process.

The work was conducted primarily in three (3) stages. Stage one consisted of a consolidation of the findings arising from the facilitated SWAT sessions and interviews with the stakeholders into a draft report with a preliminary set of strategies and recommendations- a management blue print plan- for review by the CAO and senior management team (SMT). Stage two, which involved a working session with the SMT was designed to test and refine the application of the key strategies and benchmarking tools set out in the draft blue print plan. The submission and presentation of the final report to Council represents the third stage of the review.

Findings:

The results of the facilitated sessions with Council and the SMT and the structured interviews with the stakeholders are summarized in Tables One and Two. Copies of the

working agendas for the facilitated sessions with Council and SMT and the stakeholder questionnaire form Appendices 1 and 2 to the report.

The SWAT analysis is framed around two fundamental and linked questions: (1) what are we doing well and (2) what needs to be improved? In order to gain a better appreciation of what the municipality is doing well and conversely, not so well, the collective responses of Council and the SMT and the individual responses of the stakeholders were quantified in terms of the frequency or number of times a particular matter is raised. For example, if Council, the SMT and each of the five (5) stakeholders referenced or made a statement about a particular strength or constraint, then the matter received the highest score or weighting of seven (7). If only Council and one stakeholder identified with the matter, a score or lesser weighting of two (2) is given. The scoring provides a simple relative measure (i.e., an order of magnitude) of how well some things are being done and where the priorities may lie for the areas that require improvement.

The scoring of the municipal operational strengths is found in Table One below:

Table One
North Grenville Operational Review
SWAT Analysis-Order of Magnitude, August, 2008
Strengths

Strengths	Council	SMT	S1	S2	S3	S4	S5	Total
Management Team: Overall & By Departments								
Functions well together	x	x	x	x		x	x	6
Good leadership	x	x	x	x		x	x	6
Strong planning/development services	x	x	x	x		x	x	6
Dedicated and professional	x	x	x	x		x	x	6
Customer service focus		x	x	x		x	x	5
Strong/improving staff morale	x	x		x		x		4
DRT model-results oriented		x	x	x			x	4
Accessible and responsive		x	x	x		x		4
Positive interaction with Council	x	x		x				3

Innovative/adopts change	x	x	x					3
Community Centre operations well managed		x				x		2
Efficiencies explored/captured		x				x		2
Sense of vision-growth		x	x					2
Preserve rural-urban identity		x						1
Respected by peers and province		x						1
Council Size & Composition								
Efficient and effective representation		x						1
Office Environment								
Welcoming atmosphere		x		x		x		3
Community Support and Investments								
Downtown, curling rink, youth					x			1
Ferguson Forest Centre							x	1

Sources: The Municipality of North Grenville: Operational Review, Recorded responses from Council, SMT and individual stakeholders, April and July, 2008.

The SWAT review reveals strengths in five (5) broad areas of the municipal operations, including management, governance, office environment, sense of vision/community identity, and specific community investments. In order of magnitude the management team (i.e., SMT) is described as functioning well, dedicated and professional with good leadership exhibited by the CAO and departmental managers. Staff morale is strong and continues to grow. The municipality provides very strong planning and development and infrastructure management services where the Development Review Team (DRT) model is seen as a highly proficient, accessible, and responsive process for handling development applications. Similar comments apply to the operation and management of the community centre and arenas. Generally, the organization is accessible and responsive to stakeholders, the majority of whom feel a customer service focus prevails throughout the organization. The SMT strives to be innovative and demonstrates a willingness to adopt change. It has explored and captured some program and operational efficiencies (e.g., streamlined community centre bookings, increased revenue flows and inter-departmental filing system) and has a desire to continue working in this area. The office [Municipal Centre] environment offers a welcoming atmosphere.

Council and staff are working well together. They understand and respect their roles in the matters of policy/decision making and operations. The size and composition of Council is described as an efficient and effective local governance model. The sense of vision that underpins daily operations and longer term decision-making/goals is growth oriented. This vision however is balanced by a desire to provide services and programs that will preserve the rural-urban identity of the Municipality. Community support and investments made by the Municipality in special projects funding (\$50,000 in 2007-08) were directed to Ryan’s Well, NG Trails and the Giving Garden. Another \$8000 was applied to the community grants program by the municipality in 2008, and the Community Associations for Burritts Rapids and Bishop Mills also receive grants equivalent to the municipal property taxes for both community halls. Further support and investments in downtown Kemptville, the Curling Rink, the Hospital, North Grenville District High School, South Gower Park (soccer fields), North Grenville Accessible Transportation (\$12,000 annually in 2007-08) and the Ferguson Forest Centre are also cited as examples of Council’s broad support across many sectors in the community.

The scoring of the municipal operational constraints is depicted in Table Two below:

Table Two
North Grenville Operational Review
SWAT Analysis-Order of Magnitude, August, 2008
Constraints

Constraints	Council	SMT	S1	S2	S3	S4	S5	Total
Management Team: Overall & by Departments								
Lack of community identity/promotion		x		x	x			3
Customer service training	x	x			x			3
Project/productivity delays	x	x			x			3

Performance management & supervision skills	x	x			x			3
Lack of community presence	x				x			2
Slow responses to inquiries	x				x			2
Poor bring-forward (BF)/tracking system	x	x						2
Pursuit of grant applications	x	x						2
Lack of motivation in some departments	x				x			2
More service and operational efficiencies		x					x	2
Reduce red tape/ streamline processes		x			x			2
Systematic policy/operating procedures (SOP)		x						1
New resident information/welcome package		x						1
Business case reporting format		x						1
Corporate data/ GIS information base		x						1
Utilization of support staff/delegation	x							1
Celebrate successes		x						1
Staff/ Council communication protocol	x							1
Growth Pressures/Capacity Issues								
Human resources- staffing		x	x	x		x		4
Corporate supports- processes		x		x				2
Technical supports- resources		x		x				2
Sustaining Growth Vision								
Analyze/forecast HR needs	x	x	x	x				4
Establish Service levels and standards		x			x			2
Current staff/resource shortages								
Economic development /promotion		x	x	x				3
IT (Information Technology)		x		x				2

Public Works-technical/supervision		x		x				2
Committee supports		x						1
Community Investment								
Infrastructure		x		x	x	x	x	5
Marketing promotion/outreach		x		x	x	x		4
Downtown revitalization				x			x	2
Chamber of Commerce					x			1
BIA							x	1
Snack bar (arenas)						x		1
Committees and composition								
At maximum support level		x						1
New committees required		x						1
Business presence					x			1

Sources: The Municipality of North Grenville: Operational Review, Recorded responses from Council, SMT and individual stakeholders, April and July, 2008.

There are six (6) broad areas within the municipal operations where improvements are identified, including management (upper and departmental levels), growth pressures/capacity issues, sustaining the balanced (rural-urban) growth vision, current staff resource shortages, community investment and committees (i.e., new requirements) and membership composition.

The need for additional and sustained investment in the areas of infrastructure (primarily municipal water and sewer services) and community marketing/promotion/outreach are ranked very high, particularly by the stakeholders. The latter concern is linked to the present lack of any staff resources assigned or dedicated to economic development and promotion within the municipal operations. Further investments in downtown

revitalization, including the development of architectural/conservation design standards, a revamping of the Property Standards by-law and the promotion of more events are identified. The establishment of a closer working relationship (including funding) with the Chamber of Commerce and the downtown Business Improvement Area (BIA) is raised. A look at improving the hours of operation of the snack bar at the arena is suggested by one stakeholder. For the most part-except for the dedicated municipal resources support for economic development and community promotion-these are matters of policy that fall outside the scope of this review and are addressed in this section of the report as items that should be brought to the attention of Council because of their importance to the stakeholders during the review.

The categories of growth pressures/capacity issues and sustaining a balanced (rural-urban) vision that is growth oriented are bound together by three (3) issues. Growth pressures, which are already being experienced in some of the municipal operations, will continue to push the human resources and corporate and technical supports beyond their present capabilities. The necessary human resources (a HR plan), corporate (processes, financial planning systems and tools such as GIS) supports and technical (external and internal expertise) supports to sustain this vision should be developed and a forecast plan put in place. The establishment of program service levels and performance standards should be developed and integrated with the resource forecast plan during the annual budget review and approval process.

There is a question of whether there are areas within the municipal operations that may be over or understaffed. The size and alignment of staffing resources is dependent upon the range of services offered and the service levels or standards established for each operational area. The development of unit measures, or benchmarks for comparison to other municipalities that are similar in size and scope of operations will address the question and serve as a baseline for the human resource forecast plan. Current shortages in staffing resources, which are linked to the above-noted discussion on capacity issues, are identified and include the lack of any presence in economic development and promotion, an IT (Information Technology) position stretched beyond capacity, the need for additional technical/supervisory support in the Public Works department and administrative support for committees which is now seen to be at its maximum support level. The need for more committees in the future (e.g., waste reduction) will exacerbate the matter. In order for any committee to function effectively the proper technical and/or administrative support must

be in place. One stakeholder suggested the Municipality consider a greater business presence when appointing members to committees.

With respect to economic development and promotion, the Counties (UCLG) launched an economic development program with staff (2 full-time, contract) resources during the latter half of this review. Consultations between the Municipality and the Counties are in order to avoid any duplication of services and ensure the appropriate linkages are put in place.

At the SMT and departmental supervisory levels there are gaps in the performance management system. Regular performance appraisals at all staff levels throughout the entire organization are essential and while the need varies at the management level, supplementary training in the areas of leadership, supervision, team building, employee motivation, coaching and mentoring, setting and measuring employee goals and objectives and discipline would benefit the organization and raise the bar for management. Although customer service issues are raised primarily around by-law enforcement, training should be rolled out in a targeted and selective manner to these employees who would benefit the most by the program.

Project delays and the need for a bring-forward (BF) tracking system are linked and best addressed with a common solution. Improvements in response times to inquiries from Council and the public and a suggestion to establish a staff/council protocol regarding the media would enhance internal and external communications.

Community identity and promotion within the management team context refers to the challenges the team encounters in striving to inform the public, especially new residents about the services and programs operated by the Municipality. Communication/information strategies, including a new resident information and welcome package may address the information gap and promote/foster a sense of community. A greater presence by members of the SMT- and Council as well according to one stakeholder- at community events would also help to promote the community and build a sense of community identity.

The under utilization of administrative support staff at the senior management level surfaced and opportunities to delegate tasks of an administrative nature need to be explored as one means to help senior staff remain focused on managing their operations.

The management team is- and expresses a desire to continue- tackling initiatives that would reduce “red tape” and streamline processes, identify service program/operational efficiencies and cost savings, and establish benchmarks for the delivery of services using, for

example, the Municipal Performance Measurement Program (MPMP). New tools are required to support these initiatives and foster a strategic approach to the management of services and programs in order to sustain growth, including the development of a corporate-wide data/ GIS base, financial planning supports and the development of a business case format in reports to Council and committees. The organization also needs to celebrate its successes.

The need to dedicate resources for the pursuit of grants available through senior levels of government and other sources, which was identified in a previous study re-surfaced in this review.

Directions, Strategies and Recommendations:

The preceding section provides a high level overview of the strengths and areas for improvement within the municipal operations. By and large the review indicates the organization possesses several key strengths characterized, for example by a clear vision for the future, a dedicated and professional management team that functions well and desires to tackle new initiatives, a positive working relationship between Council and staff, an organization that is adapting to change, a strong customer focus, and a sophisticated and responsive planning and community development model. The essential and pre-requisite ingredients for a healthy and functional organization are in place.

As in the case for any organization-especially one that is experiencing significant growth-there is room for improvement. In some instances it simply a matter of tweaking the issues while in other cases Council and the SMT must focus their energy and resources on issues that require attention. In this section of the review several directions and strategies with specific actions are recommended. Each recommendation is rated as high (essential and time sensitive), medium (should follow an essential priority) and low (as time and resources permit) and in certain cases, such as training a cost estimate is attached for budgeting purposes. For the most part the costs of developing the tools and implementing the strategies will require a strategic and focused investment of staff time. The proposed directions, strategies and recommendations are in no particular order other than the high-medium-low ratings. Together the senior management team and Council are in the best position to prioritize the recommendations. The proposed actions and ratings which are set

out in Table Three below, together with the templates that follow the table represent a *Management Blue Print Plan* of operational improvements for Council's consideration and approval.

Table Three

North Grenville Operational Review

Directions, Strategies and Recommendations, September, 2008

A Management Blue Print Plan

Operational Areas/Ratings/Costs	Directions/Strategies	Actions/Recommendations
Management Team: Overall & by Departments		
High Estimated costs: Investment of staff time.	Develop Policy and Procedure Model/System	In order to establish a systematic approach to the creation of municipal policy and/or operating procedures, it is recommended: a) That a standard process be established using the proposed checklist of criteria set out in Template #1.
High Estimated costs: Staff time for initial assessments and forecast analysis. Improvements in hardware and/or software applications may be identified through the initial assessments of the current financial system and GIS	Develop Corporate Data- Financial Base/ GIS for strategic planning and forecasting and	In order to improve the management and oversight of all operations the following steps are recommended : a) Assess the capabilities of the current corporate finance/accounting system and create financial reporting formats to the needs of Council and SMT. Typical reports should include: i) Standard year to date (YTD) reports covering key expenditure/revenue

<p>requirements.</p>		<p>components in each operational area for regular review (e.g., monthly) by Council and managers;</p> <p>ii) 5-10 year capital forecasts that cover infrastructure and the human, corporate and technical needs to support growth and the services mandated by Council; and</p> <p>iii) Consider funding new human, corporate and technical capital needs through a fixed percentage (%) or factor of the real annual assessment growth.</p> <p>b) Assess opportunities for a more robust corporate-wide GIS system (see Appendix 3) to enhance asset planning and performance measures by:</p> <p>i) Determining corporate-wide applications and needs of North Grenville and assessing the cost effectiveness of different service providers or desk top applications, including the Counties (UCLG)</p>
<p>High Estimated costs: AMCTO course costs: \$3,149.00 & GST/person enrolled in all course components. Registrants can select component modules and reduce costs. All other costs involve</p>	<p>Improve Performance Management & Supervisory Skills</p>	<p>In order to enhance the performance and supervisory skills of the management team, it is recommended that:</p> <p>a) The CAO assess the performance management and supervisory needs of the management team and make recommendations on the enrolment of managers in the AMCTO Municipal management Program (or components thereof) for budget</p>

<p>staff time.</p>		<p>approval over the next 1-2 years;</p> <p>b) All senior managers should evaluate the opportunities and take the necessary steps to delegate administrative tasks suitable to and more appropriately handled by their support staff;</p> <p>c) Conduct regular annual performance appraisals of all staff employed by the municipality. This task will include Council, CAO and all managers and supervisors and requires:</p> <ul style="list-style-type: none"> i) That all job descriptions be reviewed for accuracy and completeness with performance behaviors &, expectations stated and outcomes measured where appropriate; and ii) That standardized appraisal forms be used for management and non-supervisory staff. These forms are in place and have been recently modified by the CAO for use by the organization. <p>d) Develop regular staff meetings in all departments based on the current SMT model. Agendas should include (for example) status of projects, operational issues and solutions, budget YTDs and program or operational efficiencies;</p>
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		<p>and</p> <p>e) Develop new staff reporting format based on a business case approach. See Template #2.</p>
<p>Staff Resource Gaps High Estimated costs: Items a) to c) require detailed analysis and proposals by staff for Council approval in the 2009 budget review process. The costs for item d) should be incremental or marginal</p>	<p>Address Current Staffing Resource Gaps</p>	<p>There are four (4) critical areas in the current operations that require immediate attention based on both SMT and stakeholder input, including:</p> <ul style="list-style-type: none"> a) Economic development/promotion; b) IT (Information Technology) support; c) Technical/supervision support in Public Works; and d) Corporate financial support. <p>The actual requirements for areas a) through to c) above should be assessed on a business case approach including the prioritizing of tasks to be performed to fill the gaps, the number of hours on an annualized basis required to meet desired performance targets or standards, the return on investment (e.g., increased revenues and/or productivity) and a determination of the most efficient and effective means to meet immediate needs, i.e., hiring additional staff or contracting out the resource supports. With respect to economic development/promotion the Municipality should determine the scope and range of the service to meet local needs after meeting with the Counties to avoid any overlap and create appropriate links in programming.</p> <p>Item d) above relates to the legislative requirements in municipal finance. As a fundamental corporate resource sound</p>

		<p>financial planning is essential for all operations. A recommendation by the CAO during this review to re-align all corporate (administrative, technical and financial) support functions into one (1) department as depicted in Template #3a concurrent with the recruitment of a Treasurer is fully supported.</p>
<p>Growth Pressures and Sustaining the Vision High Estimated costs: Initial costs relate to staff time to match human resource needs to the established benchmark criteria for Council approval in the annual budget review and approval process.</p>	<p>Develop Capacity Models (e.g., a Human Resource Plan with Measurable Benchmarks) To Sustain and Address Growth Pressures and Vision</p>	<p>The question of whether operations are under or over staffed and/or aligned properly is really dependant on mandated and desired service levels or performance standards in all operational areas. On a go forward basis it is recommended that:</p> <ul style="list-style-type: none"> a) The departmental organizational charts which were prepared for this review by the SMT and reflect each manager’s view of the staffing levels required to meet today’s needs in Templates #3a, #3b, #3c and #3d serve as the working basis for the development of the HR plan; b) The benchmarking criteria set out in Template #3 be applied for the purposes of establishing a baseline of service and program staffing level standards. A set of comparators (e.g., like-sized municipalities with similar operations) should be developed and applied to validate changes in current (2008) staffing levels ; and c) Immediate and future human resource requirements be evaluated annually during the budget process using the baseline benchmarks and comparators established in step b) above.

<p>Management Team: Overall & by Departments High Estimated costs: Staff time.</p>	<p>Management Presence In the Community</p>	<p>In order to raise the profile of the municipal organization, demonstrate leadership and enhance visibility in the community it is recommended:</p> <ul style="list-style-type: none"> a) That members of the senior management team make it a practice to attend five (5) to (6) major annual events that take place throughout the community
<p>High Estimated costs: Investment of staff time.</p>	<p>Reduce Project Delays and Establish Response Time Tracking System</p>	<p>In order to monitor the status of projects, avoid delays and track response times for complaints and inquiries the following steps are recommended:</p> <ul style="list-style-type: none"> a) That the CAO in conjunction with the management team file regular written reports with the monthly Committee of the Whole agenda of Council regarding the status of all projects where delays have or may occur, citing the reasons for the delays and steps taken or recommended to mitigate the delays; and b) That all managers/supervisors record the date, time and the nature or details pertaining to inquiries (email, telephone and in-person) received. If the matter cannot be dealt with immediately, an appropriate period of time will be noted and logged manually or electronically (check the current municipal operating systems for capabilities- and the SMT noted the Municipality's new web site may possess this feature) to be brought forward (BF system) and ensure the matter is tracked and addressed in a timely manner.

<p>High-Medium Estimated costs: The investment of staff time will be significant and will require dedicated time at SMT meetings in the initial stages of the process reviews and the development of the municipal service review model for Council review and approval.</p>	<p>Create Process Improvements & Operational Efficiencies Through Service Delivery Review</p>	<p>In order to establish a manageable and continuous (CQI-Continuous Quality Improvement) approach to reduce red tape, streamline processes, maximize revenues/grants and achieve operational efficiencies, it is recommended:</p> <ul style="list-style-type: none"> a) The senior management team: <ul style="list-style-type: none"> i) Continue to examine on a regular basis all operational processes and procedures to eliminate duplication and streamline steps or re-align resources to save time and/or money; ii) Make recommendations to Council on the elimination or devolution of programs or services, or activities that fall outside of Council’s legislated or community –based core mandate, or that may be administered more efficiently by other organizations in the community-see Template # 4; and iii) Investigate and compare the application of the proposed benchmarking criteria in Template #3 with the pre-established unit measures in the Municipal Performance Measurement Program (MPMP) – see
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		<p>Template #5 and Financial Information Returns (FIRs) data on all Ontario municipalities for application in North Grenville. The comparative analysis tools available in AMO's Municipal Information & Data Analysis System (MIDAS)- a web-based tool with free access-is potentially an ideal means to develop a manageable approach to service reviews- see Template #5; and</p> <p>iv) Establish a suitable model for service delivery reviews where performance and outcomes (service standards) are measured and evaluated on a regular basis to meet the rural and urban needs of the community. The model should incorporate the appropriate (i.e., fits the North Grenville context) benchmarking criteria and/or MPMP unit measures (Templates #3 and #5) and the review process should be framed</p>
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		<p>around the ten (10) fundamental questions normally applied to such reviews- see Template #6; and</p> <p>b) Formalize the co-ordination and direct the flow of information pertaining to senior government grants and loans through the CAO's office for review and assessment in order to maximize the opportunity for additional capital and operating revenues.</p>
<p>Medium Estimated costs: Investment of managerial and supervisory staff time.</p>	<p>Improve Customer Service Levels</p>	<p>In addition to the recommendation for improvements in the tracking of response times for complaints and inquiries, it is recommended:</p> <p>a) That CAO and senior managers target problem areas through regular meetings with staff to establish expectations for staff members and provide the appropriate training where the need is identified.</p>
<p>Medium Estimated costs: Initial investment of staff time. Actual cost to be determined.</p>	<p>Develop Recognition-Celebrate Successes Program</p>	<p>In order to acknowledge and celebrate achievements within the organization, it is recommended that:</p> <p>a) The CAO be directed to prepare a report with options on the criteria and costs for Council's consideration and approval.</p>
<p>Community Outreach Medium Estimated costs: Staff time to assemble the content and produce the package. Paper</p>	<p>Develop a Welcome Package for New Residents</p>	<p>In order to inform new residents of the services and programs offered and delivered by the Municipality, it is recommended that:</p> <p>a) Council direct the senior management team to prepare a comprehensive package to welcome</p>

<p>costs are estimated at \$500.00 per year based on the number of new residential dwelling starts over the last three (3) years.</p>		<p>and introduce new residents to the range of services , including standards and programs available to the community in both hard copy and electronic formats i.e., CD or linked to the Municipality’s website.</p>
<p>Low Estimated costs: Staff time to research and prepare report.</p>	<p>Develop Council-Staff Communication Protocols</p>	<p>In order to effectively communicate internally and externally, It is recommended that:</p> <ul style="list-style-type: none"> a) Council direct the CAO to a report on the appropriate policies and procedures relating to such matters as: <ul style="list-style-type: none"> i) Media relations and contacts; ii) Staff availability during regular working hours and non-working hours; iii) Email usage ; iv) Enhancing outreach and communication opportunities through the Municipality’s website; and v) The use of cell phone and Black Berry devices.
<p>Committee Supports Low Estimated costs: Staff time to produce the report.</p>	<p>Establish Criteria for Committee Support Resources</p>	<p>In order to ensure newly created committees of Council have the appropriate resources to function properly and meet the mandate established by Council, it is recommended that prior to the establishment of the committee:</p> <ul style="list-style-type: none"> a) Council direct the CAO and/or appropriate department manager to report on the resources required to support the committee’s mandate, including such criteria as: <ul style="list-style-type: none"> i) Administrative support

		<p>for agenda production and delivery, record keeping correspondence, and report production;</p> <p>ii) Technical support in terms of subject matter expertise;</p> <p>iii) The availability or capacity of the municipality to provide the appropriate levels of technical and administrative support; and</p> <p>iv) The costs to secure external or additional resources if the requirements are beyond the capacity of the organization.</p>
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Sources: The Municipality of North Grenville: Operational Review, based on an analysis of Tables One and Two.

The following Templates, which form part of the *Blue Print Management Plan* and serve as a set of working papers and technical notes for guidance in the implementation of the plan, should be read in connection with the recommendations set out in Table Three above.

Template #1: A Systematic Approach to the development of Policies and Procedures- Checklist of Criteria.

It is the responsibility of Council to establish and approve the policies that govern the operations and services of the municipality. The implementation of policy and procedures rests with staff. As such, the creation of new policies and procedures or the review existing policies for changes or updates should initially address the following criteria:

1. An indication of the staff resources required to conduct the review of the existing policy and any additional or new research that may be required;
2. An estimate of the time that will be required to complete the review of the existing documentation, conduct any new research, and prepare a preliminary report on options or preferred courses of action; and
3. An indication of the time and costs to conduct the policy review if external expertise is required, e.g., legal advice.

Template #2: Building the Business Case into Staff Reporting- Key Elements.

In the municipal context the term “return on investment” or ROI means one can predict or forecast with some reasonable certainty based on reliable and measureable criteria or standards of need and an accurate estimate of the costs, or components of cost over time whether the ROI will:

1. Produce new or additional revenues to re-invest in the capital or operational requirements of the service;
2. Produce efficiencies that results in savings over the short and longer term;
3. Results in improvements to a service in order to meet the established standards; and
4. Serve as a seed or create a partnership to attract other public and private investment.

The assumptions that should be tested include asking the following questions: Does the municipality need to carry out this service (line of business)? Are there alternative ways to manage and/or deliver the service? Has the need been measured against an accepted standard and are all of the real direct and indirect costs accounted for in the short and longer term feasibility analysis?

Template #3: A Methodology to Assess Current and Human Resource Needs and Develop A Human Resource Plan-Proposed Benchmarking Criteria.

Benchmarks for Staffing

This template was prepared by the SMT at the request of the consultant and incorporated into the plan as a working paper for the development of the HR needs forecasting plan and service reviews.

General Comments:

- growth and development have a major impact on the operations and resources
 - staff are involved in all stages of development, including the planning, approvals, and the actual development
 - creates a great demand on existing resources
 - many policy and legislative changes have impacted resources over the past decade, and continue to impact the operations (i.e. water legislation, building code changes, emergency management, accessibility, minimum standards, Planning and Municipal Acts, liability, technology)
-

Corporate Services:

Comments on Current Structure:

- recommend consolidation of finance and clerk's departments into Corporate Services
- recommend additional resources for information technology
 - currently stretched too lean (responsible for phones, cell phones, website, Internet, photocopiers, audio/visual for all rental at Municipal Centre as well as staff usage, and computer system management)
 - unable to perform system management
 - by providing audio/visual for rentals and staff purposes, creates unavoidable overtime (rentals happen outside working hours/days)
 - no time to look at technology strategically

Benchmarks for Staffing:

CAO

- number of staff and corporate structure
- Council priorities and policies
- number of meetings
- number of special projects

Clerk

- number of Council and Committee meetings
- additional responsibilities (i.e. Emergency Planning, Police Services Board)
- level of licensing activities (# of licenses issued)

Finance

- number of ratepayers (i.e. tax accounts)
 - number of water/sewer accounts
 - number of staff (payroll)
 - number of payables and receivables
-

Public Works:

Comments on Current Structure:

- recommend hiring an engineering technologist that could also be a waste management coordinator
- recommend a water/sewer full-time clerk to cover administrative work required due to policy/legislation
- recommend mechanic position based on costs for outside vehicle maintenance and repairs

Benchmarks for Staffing:

Roads

- kilometers of roads

- class of roads (higher classes require higher level of service)
- population density (urban areas require higher level of service)
- drainage systems
 - length of open ditches
 - length of storm sewers
 - number of storm ponds

Waste:

- tonnage
 - population (tonnage increases with population growth)
 - number of businesses, industries and institutions
- diversion programs and policy/legislative changes
- hours of operation

Water/Sewer

- kilometers of pipe (water and sewer)
- number of connections
- volume of water and wastewater
- type of water source/storage and sewage treatment
- policy/legislation requirements

Engineering

- level of growth and development, in planning stages, approval stages and development stages
- number, type and state of repair of infrastructure (infrastructure and asset management)
- construction contract and management
- policy/legislative changes

Vehicle Maintenance and Repairs

- cost per vehicle for outside maintenance and repairs
-

Planning & Development:

Comments on Current Structure:

- currently Chief Building Official is both CBO and a Planner
- recommend to divide the positions, transfer planner to a Senior Planner's position and move Senior Building Inspector to Chief Building Official
- recommend an economic development coordinator (not management position) to deal with much of the administrative work required for economic development
- recommend a .5 fte GIS technician to support planning, economic development and building

Benchmarks for Staffing:

Planning

- number of planning applications
- number of enquiries
- number of projects (i.e. Official Plan update, comprehensive zoning by-law, Community Improvement Plans and projects, policy/legislative changes)

Building

- number of building permits
- value of new homes
- value of industrial, commercial and institutional construction
- number of enquiries

By-Law Enforcement

- number of complaints
- number of enforcement events
- proactive versus reactive enforcement (where proactive will require additional resources)

Economic Development

- marketing and investment program
- business retention and expansion program
- the number of projects (i.e. Bioproducts strategy, 416 Corridor, etc.)

Recreation:

Comments on Current Structure:

- current management/administrative base is satisfactory – Director (1 fte), Events Coordinator (1 fte), Arena Coordinator (1 fte), Recreation Coordinator (1 fte), Facilities Supervisor (1 fte), Assistant Facilities Supervisor (1 fte), and Maintenance Technician
- recommend to have Arena Coordinator as permanent staff (currently on contract)
- recommend increasing operators to 6 fte to cover increased usage of Municipal Centre and lost time (sick time, vacation/holidays, training)
- continue the use of seasonal, casual and contract positions for programs, arena attendants, staff pool, additional janitorial work, groundskeepers, etc.

Benchmarks for Staffing:

Facilities

- number and type of facilities
- state of repair of facilities
- number of people/participants

Parks

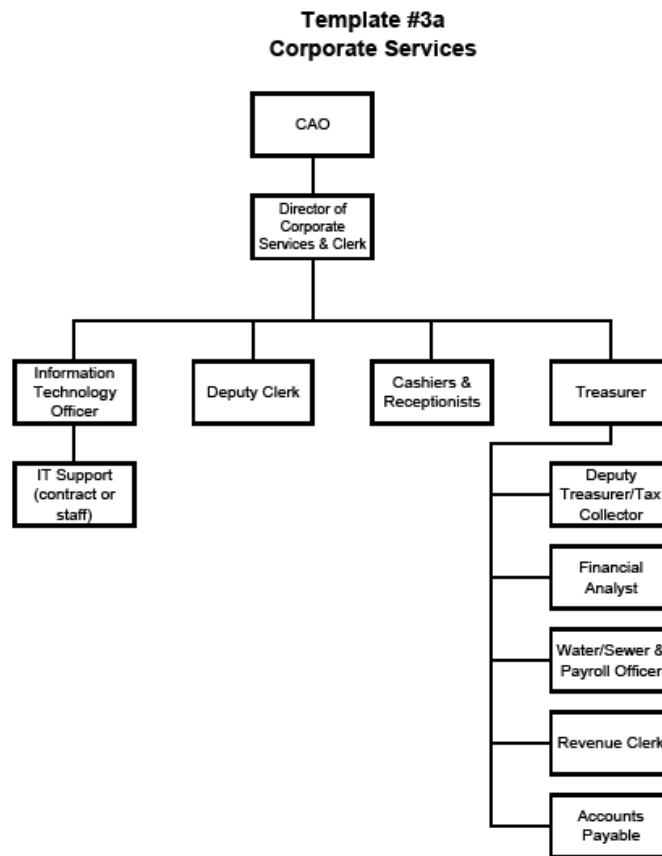
- number and type of parks
- acreage
- weather (i.e. in 2009 wet season required additional mowing)
- state of repair of parks, equipment (i.e. old play structures, skateboard park require more resources than new, modern, maintained equipment)
- social impacts (i.e. requirements for security, vandalism)

Programs

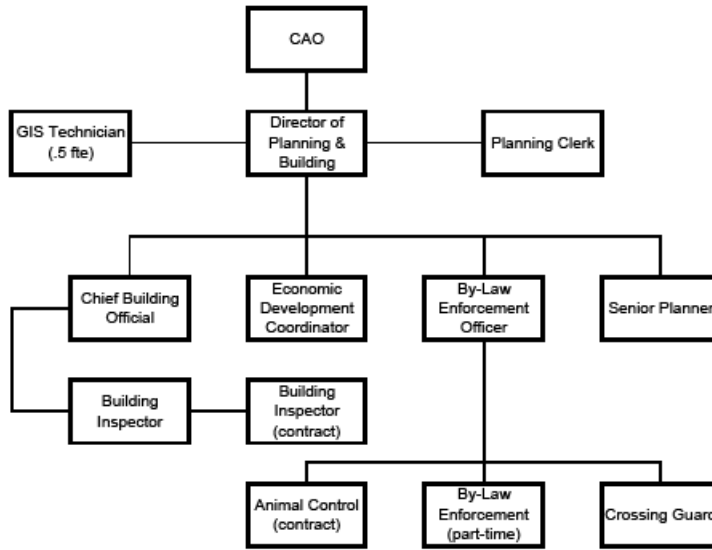
- number of programs
- number of participants

The following organizational charts are attached as templates to this report:

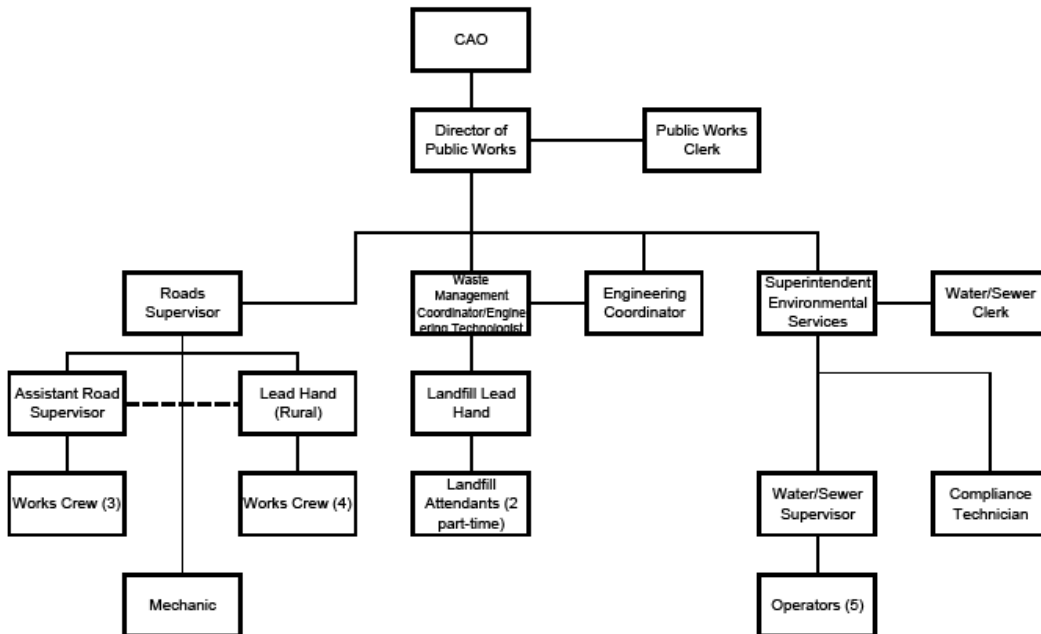
1. Template 3a- Corporate Services Ideal Structure;
2. Template 3b- Planning and Development Ideal Structure;
3. Template 3c- Public Works Ideal Structure; and
4. Template 3d- Recreation and Culture Ideal Structure.



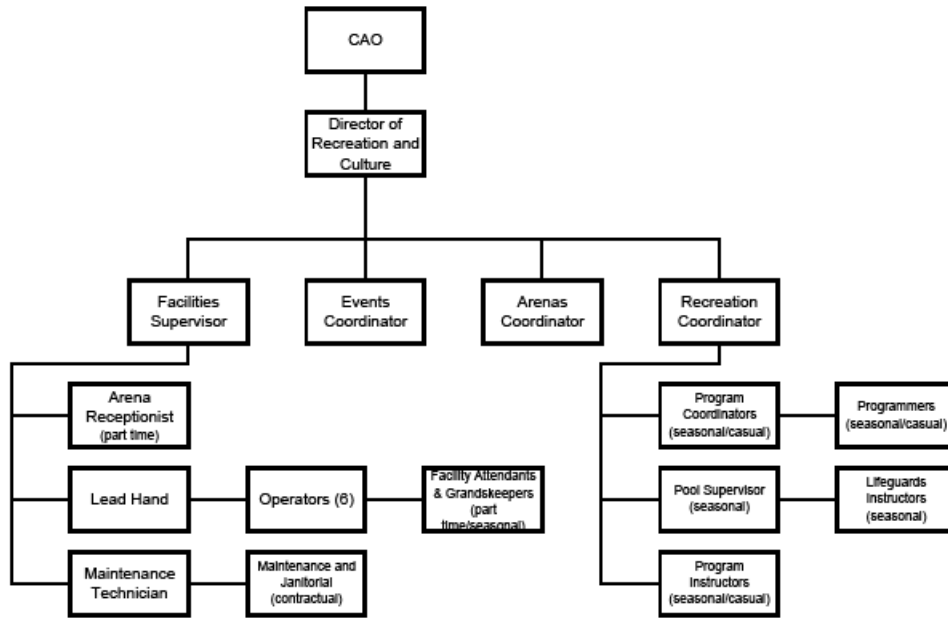
**Template #3b
Planning and Development**



**Template #3c
Public Works**



Template #3d Recreation and Culture



other seasonal/contractual positions - summer maintenance, plowing, cemetery, painting/handyman, downtown maintenance

as community grows and more facilities added (new library, fire hall, parks), require additional staff, as well as additional staff with NGMC as it gets busier and more rentals

Template #4: Applying the Mandatory-Discretionary Continuum in Municipal Service Reviews- Typical Criteria

A total of seven categories are normally applied:

Category 1	Legislative Requirement- No Control There is provincial or federal legislation requiring the municipality to perform or fund the service.
Category 2	Legislative Requirement- Some Control As above, there is senior government legislation requiring the municipality to perform or fund the service but there is some flexibility on how the service may be delivered.
Category 3	Core Function An essential activity or service that all organizations, public or private, must do in order to conduct business.
Category 4	Core Municipal Functions These are services that all municipalities perform in order to carry on business and meet the essential needs of the community.
Category 5	Highly Desirable Services These services which contribute to the “quality of life” would only be eliminated or service levels reduced with extreme reluctance.
Category 6	Nice To Do These are services that may be eliminated or reduced with moderate to marginal impacts on the community.
Category 7	Little or No Benefit These services or activities either provide little or no benefit to the community or may be irrelevant to the municipality’s current functions.

Source: *Service Delivery Review and Improvements in Leeds and Grenville*, MMA&H- MPMP and SDR Workshop, S. Fournier, November 8, 2007, London, Ontario, p.25.

Template #5: Discussion Points and Sources for the Municipal Performance Measure Program (MPMP) and AMO's Municipal Information & Data Analysis System (MIDAS)

MPMP: The Ministry of Municipal Affairs in conjunction with municipal working groups has designed and refined performance measurements since 2003. Currently there are fifty-eight (58) efficiency and effectiveness unit measures covering the following municipal service areas: local government; fire services; police services; roads; conventional transit; wastewater (sewage); storm water; drinking water; solid waste management (garbage); parks and recreation; libraries and land use planning. Many of the unit measures relate directly to operating costs, e.g., *Roads 4.1 Operating costs for paved (hard top) roads per lane kilometre.*

For more information visit: www.mah.gov.on.ca/page297.aspx

MIDAS: This web-based data system is fast becoming a very useful- and likely powerful- tool for comparative analysis and is potentially one the most cost effective means to access data from comparable municipalities when conducting service reviews. All of the FIR and MPMP data for Ontario municipalities is accessible at no charge to a municipality.

For more information visit: www.amo.on.ca and click the MIDAS tab.

Template #6: Setting Up a Service Review Template- The Ten (10) Fundamental Questions.

Service reviews are framed around ten questions about service improvements and expenditure management:

1. Do we really need to continue to be in this business/service?
2. What do citizens expect of the service and what outcomes does council want for the service?
3. How does the current performance compare to the expected performance?
4. Do the activities logically lead to the expected outcomes?
5. How is the demand for the service being managed?
6. What are the full costs and benefits of the service?
7. How can the benefits and outputs of the service be increased?

8. How can the number and cost of inputs be decreased?
9. What are the alternative ways of delivering the service?
10. How can a service change best be managed, implemented and communicated?

Source: A Guide to Service Delivery Review for Municipal Managers, Ontario Ministry of Municipal Affairs and Housing, August 2004, p.1.

Note: A hard copy of a typical service review template accompanies this report.

Appendix 1

Working Agenda for the Facilitated Sessions with Council and Senior Management Team

April-July, 2008

1. Welcome and Introductions
2. Overview of proposed Work Plan and Objectives of the Review
3. A Review and Discussion on the Municipality's Strategic Priorities established in May, 2007
4. SWAT Analysis:
 - a. What does the management team/organization do well, i.e., what are the strengths that will lead to achieving Council's priorities?
 - b. What areas need improvement within the management team/organization in order to achieve Council's priorities, i. e., are there constraints or weaknesses?
5. Any other points for discussion or comments?
6. Adjournment

Appendix 2

North Grenville-Operational Review-Stakeholders Questionnaire

July, 2008

Date, Time and Location of Interview:

Method: Phone Personal Interview

Contact: Name and Organization/Company

Community Sector: (e.g., business, development, arts, industry, etc.)

Nature of Contact(s) or Interaction(s) with Municipality:

- What:
- Who:
- Frequency of contact:

Have you had an opportunity to go over the Municipality's stated goals and objectives as set out in the Strategic Plan notes attached to the CAO's letter of introduction? (Go over if necessary). A key focus of the review is to enhance or improve customer satisfaction.

Taking into account Council's stated goals and objectives and the customer focus, in your opinion what are (please provide specific examples where possible):

- (a) The strengths of the municipality (or the things they do well) to support its goals and objectives and customer focus?
- (b) The barriers within the Municipality (or things that need to be changed or improved) to support its goals and objectives and customer focus?

Do you have any further comments you would like to add?

Appendix 3

Vision for A North Grenville GIS

The vision for a Geographic Information System (GIS) for North Grenville is one which sees the GIS as a “corporate” tool to all spheres of responsibility within the organization. This requires that the GIS include a wide range of themes which can be used to address the specific needs of the Departments within the corporation.

Traditionally, GIS has been a tool for Planning & Building and Public Works. It is also has the potential to be an important tool for Recreation, Administration, Treasury (asset management), Emergency Management and Economic Development.

Presently the North Grenville GIS is a web based system which is very much in its infancy. The system contains very basic themes related to parcels, civic addresses, some MPAC property data, limited natural features data from MNR and the beginnings of a building permit tracking system.

The system has limited query capabilities and is not designed for “power users” to create additional themes or carryout detailed query or data analysis. The ability to modify the view of the information with changing colour is also lacking.

Some of the themes which could be added to the system to allow it to evolve towards a corporate tool are:

- Official Plan and Zoning designations
- Road network (centre line of roads and related data)
- Sanitary Sewer, Storm Sewer, Water Distribution system information for Kemptville
- Contours

- Trails, sidewalks, public water access points
- Air photography
- Heritage resources
- Municipal drains
- Direction of flow for watercourses
- Public lands and recreation facilities
- Economic development themes - Tourist attractions, industrial/commercial vacant lands inventory, quality of life features
- Emergency Management themes– public buildings, emergency centres, shelters, directional flow of watercourses, transportation network, weather features etc...

A corporate GIS presents a number of “views” to various users of the system and provides a level of detail and “analytical power” depending on the needs of the user. There can be views which are similar to the existing system which is acceptable for those who only seek information and do not wish to carry out any analysis. There are views which allow access to more detailed information, some of which may be restricted from public distribution but which is valuable for research purposes. Then there are full views for the “power users”.

The web system has benefits for those who are only looking for information and do not wish to carry out any analysis. However, a desk top application is required for the higher end users. The Municipality presently has one license of Arc View 9.2 which is the industry standard for desk top GIS.

The present GIS is being managed by a service provider. It is envisioned that as the Municipality moves towards a corporate GIS there will be a need for system to be managed more in house (perhaps with the assistance of outside GIS experts) to ensure that the system is tailored to meet specific corporate needs of the Municipality and not the needs of the service provider. The service provider will likely continue to have a roll in the delivery of a web based GIS and some application development.

There is also a roll for the United Counties to play in the maintenance and deliver of GIS services for North Grenville. Although this area needs to be explored in more detail, the County is presently responsible for all lot creation and therefore it is logical to expect that they would be responsible for updating the parcel fabric of our GIS. It is also understood that senior levels of government prefer to deal with local government at the County level when providing information. Therefore the County may have roll to play in the warehousing of information as well as information exchange. There is also a roll for the County in application development which would benefit all lower tier municipalities, i.e. emergency management, economic development, tourism, etc...

A corporate GIS could be realized in 2-4 years.

Source: Memo prepared by Forbes Symon, Director of Planning and Development.
Municipality of North Grenville, dated September 19, 2008.