



**Town of Pilot Butte**

**Review and Assessment of Staffing,  
Operations and Efficiencies**

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# Review and Assessment of Staffing, Operations and Efficiencies Report

## Introduction

### ***A. Purpose of Review***

The Town of Pilot Butte contracted Civic Solutions Inc. at a lump sum cost of \$8,591 to conduct a review and assessment of and provide recommendations in the following areas:

- a) staffing levels and organizational structure as it relates to
  - i. current staffing levels in relation to Council approved service levels, legislated responsibilities and other similar size Saskatchewan municipalities;
  - ii. future staffing levels required to meet growth demands based upon agreed benchmarks and how may the organizational structure be configured to accommodate those requirements;
  - iii. transitional planning and professional development options for Council and Administration; and
- b) municipal operations in relation to
  - i. efficiencies; and
  - ii. red tape.

The scope of the assignment included the following deliverables:

- a) initial meeting to agree on project parameters;
- b) conduct on-site data collection for each benchmark using blended methodology (comprehensive interviews with council, staff and other stakeholders as determined by Council, document reviews [i.e. minutes, policies and bylaws, financial information, statistics, relevant reports];
- c) gather comparative data from other municipalities as identified by Council;
- d) integrate analysis and interpretation into a final project report with conclusions and recommendations for possible action;
- e) presentation of final report to Council and Administrator.

The review relied on a comprehensive interview process of Council and staff as well as a survey of seven comparable municipalities. Ten external interviews of individuals chosen by Council were conducted in February, March and April 2015. These individuals represented ratepayers, business owners and a community organization. The interview questions can be found in Schedule A of this report.

The report is divided into the following topic headings: Introduction, Research Findings, Council Interviews, Staff Interviews, External Interviews, Conclusion, Appendices. Recommendations are made throughout the report and are also consolidated into Schedule C with target deadlines, budget and status/comment columns so the document can be used as a tracking and reporting tool.

The interviews consisted of services, policies, practices and procedures of the municipality and on-site visitations centered on the minutes, bylaws, policies, and financial software and reporting.

### **B. Town of Pilot Butte**

The Town of Pilot Butte, population 2,279, is located 11 kilometers east of Regina, Saskatchewan. The community is situated on the main railway line and lies between Highway 46 and the TransCanada Highway. Neighbouring municipalities are the Towns of White City and Balgonie, Village of Edenwold and the Rural Municipality of Edenwold.

The local economy consists of a mixture of small businesses and government agencies/services some of which are insurance/SGI agency, restaurants, convenience stores, gas station, manufacturing firms, post office and school. A strip mall is in the final stages of construction and currently has one tenant which is open. The municipality operates and maintains a hockey arena, ball diamonds, playgrounds and developers are constructing a walking trail system as part of new developments. The recreation centre is home to the town office, community library and seniors centre. There is also a municipal building at the recreation centre property which is rented out to a local business. Other municipal buildings include a public works shop and yard, sewage lift stations and a state-of-the-art water treatment plant.

The close proximity to the City of Regina and the installation of the water treatment plant and distribution system has spurred residential development in the community during the last few years. A commonly heard comment from interviewees was that Pilot Butte is changing and is becoming a bedroom community of Regina.

### **C. Legislation**

The *Saskatchewan Municipalities Act* (the *Act*) provides the purposes of municipalities and for roles and responsibilities of Council and Administration.

Pursuant to section 4 of the *Act*, the purposes of municipalities are to:

- a) provide good government;
- b) provide services, facilities and other things that, in the opinion of council, are necessary and desirable for all or a part of the municipality;

- c) develop and maintain a safe and viable community;
- d) foster economic, social and environmental well-being;
- e) provide wise stewardship of public assets.

Sections 92 and 110 of the *Act* outline the general responsibilities and duties of a Council which are to:

- a) represent the public and consider the well-being and interests of the municipality;
- b) participate in developing and evaluating the policies, services and programs of the municipality;
- c) participate in council and committee meetings and meetings of other bodies to which they are appointed by the council;
- d) ensure administrative practices and procedures are in place to implement the decisions of council;
- e) keep in confidence matters discussed in private at a council or council committee meeting until discussed at a meeting held in public;
- f) maintain the financial integrity of the municipality;
- g) perform any other duty or function imposed on councillors by the SMA or any other Act or by the council; and
- h) establish a position of administrator for the municipality.

The Mayor has additional duties prescribed under Section 93 which pertain to presiding at meetings and to perform other duties as imposed by the Act or any other Act or by bylaw or resolution. A Mayor is also ex-officio a member of all council committees and bodies established by Council pursuant to the *Act* unless Council provides otherwise.

The person appointed as Administrator must be qualified as required by the legislation of either the urban or the rural professional governing body. The Administrator may delegate any of his/her powers, duties or functions to any employee of the municipality with the approval of the Council. Section 111 of the *Act* provides several duties and responsibilities for the Administrator some of which involve the records, finances and corporate seal, ensuring minutes of council meetings are recorded and advising Council of its legislative responsibilities.

## **Research Findings**

### ***A. Benchmark Communities***

Council members chose seven communities they believed to be similar in nature to be benchmarked based against using criteria as follows:

- Population range of 1,500 – 2,200 within 40 kilometer radius of the Regina or Saskatoon downtown:  
Towns of Balgonie, Dalmeny, Lumsden, White City
  
- Population range of 1,500 and 2,200:  
Towns of Fort Qu'Appelle, Indian Head and Maple Creek.

## **B. Findings**

A standardized survey was created by the consultant and Administrator and distributed to the seven municipalities. Responses were received from the Towns of Balgonie, Maple Creek and White City.

The comparative data is presented in the report in Schedule B as follows.

Table 1: Population and Employees 2012 – 2014

Table 2: Operating and Capital Budgets 2012 – 2014

Table 3: Permits 2012 - 2014

Table 4: Taxable Properties 2012 -2014

Table 5: Assessment Values 2012 – 2014

Table 6: Council Meetings

Table 7: Salaries and Wages.

## **Council Interviews**

Meetings for council interviews were conducted January 27 - 30 and February 27, 2015. Each meeting was completed in a consistent manner with the consultant introducing herself, the company, explaining the process prior to starting the interview. Each interview consisted of the same eight questions made up of two open-ended questions (the first was to learn about the person and why they were on Council and the other was the final question which gave them the opportunity to provide any additional information), six covered general governance aspects. A summary of each of the governance aspects and the additional comments follows.

## **A. Strategic Planning**

The Official Community Plan (OCP) was mentioned by most members of Council as the Town's major strategic planning document. One council member added the next step is to link broad OCP policy statements.

"An OCP is the keystone of the planning process and is essential in managing future growth and development."<sup>1</sup> The Community Planning branch of Saskatchewan Government Relations ministry does indicate on its website that municipalities should integrate asset management into their OCP. Community Planning defines asset management as "an integrated business approach involving planning, finance, engineering and operations to effectively manage existing and new infrastructure to maximize benefits, reduce risk, and provide satisfactory levels of service to community users in a socially, environmentally and economically sustainable manner."<sup>2</sup>

Pilot Butte's OCP does include the policy context, objectives and policies with respect to community infrastructure. OCP policy 14.2.1 sets the framework for completing the asset management plan. The Town could likely be in a good position to complete the rest of the asset management plan by dedicating sufficient time internally, using information already obtained for the long term capital plan and from the tangible capital asset project. Council members expressed concerns about future infrastructure requirements due to development as well as the upgrades required for the sewage lagoon and drainage problems.

The municipality does not have a strategic plan. Every member of council was of the opinion that a strategic plan would be of benefit. Some felt that council and administration were too often scrambling, which sometimes leads to bad decisions because of a lack of planning and that being more strategic would have many advantages. Others wanted to have a better vision of what the Town can be. A strategic planning process was recommended in the Organizational Effectiveness Review completed by Koenig & Associates Inc. in 2009.<sup>3</sup>

Many municipalities have annual retreats of one or two days in length either in an outside location or sequestered at a local venue for strategic planning. Topics are generally identified ahead of time and typically are strategically focused in nature to develop/update business plans, long range capital projects and budgeting. Administration provides the materials and facilitation may be conducted by a consultant. While facilitation could be handled internally by a staff

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<sup>1</sup> <https://www.saskatchewan.ca/government/municipal-administration/community-planning-land-use-and-development/growth-and-development>

<sup>2</sup> <http://www.saskatchewan.ca/government/municipal-administration/community-planning-land-use-and-development/growth-and-development/integrating-asset-management-into-your-ocp#what-is-asset-management>

<sup>3</sup> Organizational Effectiveness Review, Koenig & Associates Ltd., October 23, 2009, page 11

member or elected official, it is usually best left to an experienced facilitator so the staff member or elected official can be an active participant in the planning process.

**Recommendation 1:**

*That the Town undertakes to complete the finance, engineering and operations/maintenance components of an Infrastructure Management Plan for the municipality by the end of 2016.*

**Recommendation 2:**

*That the Town undertakes a process to implement a three year strategic plan to be facilitated by a consultant by September 2015. That the plan include an over-arching vision statement, mission statement, goals, objectives and budget linkages.*

**B. Policy**

Council members want to have a regular review of the policies and bylaws of the municipality. While some work has been done, most felt the process for review was not as comprehensive as it could be and that some bylaws have not been as clear as they should, were open to interpretation and rescinding of bylaws occurred because information was not correct.

The 2015 Policy Manual was examined by the consultant. While comprehensive in nature, it was noted polices appear to be a mixture of council motions and administrative procedures. Some related to fees for various matters which may be best established in an annual fees bylaw, while others such as the Criminal Record and Vulnerable Check Sector Policy and the Clothing Allowance Policy should be in the Personnel Policy. Several of the policies are statements and do not include procedures.

The Policy Manual should be reviewed by Administration with respect to:

- relevance to existing practice and updated accordingly; and
- whether it should be included in an existing bylaw or new bylaw.

If a policy is determined to be relevant, it should be rewritten in a policy statement format for Council's review and approval. The policy statement will create the framework for Administration to establish procedures in order to implement Council's direction. A well-structured and easy to use standard format for a policy template should be created. A policy template example is provided in Schedule D.

A policy regarding the development of policy would be helpful as it would provide the basic guidelines for policy and procedure development, manual format and policy manual upkeep and distribution. Formalization of process results in effective time management.

The policy format should consist of the following components:

- a) Name of Municipality: Should be the entire corporate name.
- b) Section: Should be the department or operation centre. i.e. Administration
- c) Title: Name of policy should be directly related to the empowering legislation and or purpose of the policy.
- d) Policy Number: Numbering system as established by Administration.
- e) Motion Number: Motion number for the motion to adopt the policy.
- f) Effective Date: Date of adoption by Council (by motion).
- g) Legislative Reference: Name of applicable legislation.
- h) Purpose/Objective: Brief sentence concerning policy intent.
- i) Definitions: for purposes of clarity include a definition if the word is not used in its generally understood context.
- j) Policy: Policy statement. Refer to Schedule E: Drafting Guidelines for more details.
- k) Sunset Clause: establishes the basis for standard review process, update, keeping policies current and relevant.
- l) Signature Line – Mayor and Administrator.
- m) Procedures: Follows the policy in another format; are Administrative in nature and Council is generally not involved in the development. There are a few policies where it is advantageous to have Council involved such as those which deal with Council and Legislative specific issues i.e. Media and Communications policy.
- n) Appendices: Templates for forms, etc.

A system for organizing the Policy Manual in electronic and paper format should be established and could be as follows:

- (A) Administration
- (D) Development & Planning
- (E) Emergency & Protective Services
- (F) Finance
- (G) Governance (Council and Committees)
- (P) Personnel
- (R) Recreation, Culture and Leisure
- (U) Utilities
- (W) Public Works.

All policies should be numbered; an alpha-numeric numbering provides the basis for an easy method for filing. The alpha-numeric system would include:

- a) the letter of the policy section which applies;

- b) a sequential number within the policy section;
- c) a version number (identifier for amendments).

For example, assume the first finance policy passed is a credit card policy. The number assigned would read F-1.00 where:

“F” indicates it is a finance policy;

“1” represents the chronological number assigned to the policy; and

“.00” indicates it is the original version. Future revisions would be numbered consecutively commencing at .01.

**Recommendation 3:**

*That Council directs Administration to conduct a review of the current Policy Manual to determine relevance to existing practice and whether some should be included in an existing bylaw or new bylaw or remain as policy and present the findings to Council for direction by September 30, 2015.*

**Recommendation 4:**

*That Council directs Administration to develop a Policy Development policy and related procedures for Council’s consideration by October 31, 2015.*

**C. Budget Process**

From a practical corporate standpoint the budget should be passed as soon as possible for the current year so the business of the Town is not delayed. Administration was able to present the first draft to Council in January this year. Council members generally felt the budget should be considered earlier than it has been and adopted by January. One member suggested a more appropriate time to consider the budget would be to start in October with a preliminary presentation in November. This would work well with an annual fall strategic planning process. Another felt that there may be an advantage to having a multi-year operational budget. There is a 5 Year Capital Plan in place.

Much praise was given to the Administrator for the work she puts into the budget and how it is presented; colour is used to present information and cross references are made. The operations and capital portions are explained and the shortfall is identified. The budget is reviewed line-by-line which can be a very time consuming undertaking for the organization and may result in micro-management by the Council.

Several were concerned about a drainage problem that comes with a \$900,000 price tag and how that project can best be funded. One suggestion to introduce new efficiencies was to provide rewards to employees for instituting new ideas that save the municipality money.

Some concern was expressed about wages and staffing levels, efficiencies which may be derived from staff versus contract services, budget to actual line by line, and spending related capital projects; examples cited: an attempt was made to purchase a truck with \$30,000 budgeted for soccer; a bobcat was approved but a gator was purchased. The consultant requested additional information from the Administrator regarding these purchases and was provided with the following motions:

- a truck purchase was authorized by motion 302.14 in October 2014. The motion does indicate a recommendation was received from the Manager of Waterworks. The consultant did check the 5 Year Capital Plan. There was no budget for the truck in 2014 but \$25,000 did appear in the 2015 capital budget. It appears the purchase was accelerated and had council approval. The consultant is not aware of what discussions took place at the meeting or what the recommendation said.
- a gator was purchased from Bobcat in 2011 and the motion 137.11 authorizing the purchase was passed. The consultant did not cross-reference the items to the 2011 Capital Budget.

Council should be reviewing the budget in a big picture context, where they consider service levels, major spending for operational projects, long-term capital planning, debt management, reserve policy and provide a target increase to Administration. A sample service level review may look like:

- Identification of the service (i.e. recycling),
- Service type (i.e. external – contracted)
- Customer identification (i.e. residential and commercial customers),
- What is the service level (i.e. pick up services at each residential and commercial account holder with a single bin every other week),
- Output (i.e. cost recovery or cost plus),
- Value of the service (i.e. safe, clean community),
- Goal supported (i.e. community health),
- Value of the program (i.e. high, medium, low),
- Mandatory or discretionary (i.e. discretionary),
- Responsible department (i.e. Administration and Public Works),
- Service costs (i.e. \$200,000)
- Performance measurers (i.e. cost per customer pick-up)
- Effectiveness (i.e. number of illegal dumping incidents, number of animal and customer conflicts as result of service).

Policy and procedure on the budget process would assist Administration in development and

reporting, allow Council to provide for service levels with established performance measures, assist in timelier tendering of projects which could save money. The Town should either dedicate a two to three day service level review process or have one or two services reviewed during each council meeting to accommodate a timely review and be ready in time for budget 2016.

**Recommendation 5:**

*That Council works with Administration to develop a policy and procedures for the budget process which links the budget to the annual strategic review process and considers it for adoption by September 30, 2015.*

**Recommendation 6:**

*That Council undertakes a service level review to establish formal service levels for municipal operations by September 30, 2015.*

**D. Regional Initiatives**

Many Council members identified White Butte as a successful regional partnership which is working well. Some regional successes involve fire and the obtaining a commitment from the province for TransCanada overpasses and improved inter-municipal relationships. On a smaller but still significant scale, the Town is providing treated water to the Town of Balgonie.

Other suggestions for regional cooperation which could be explored in more depth involve a regional recreation complex with a swimming pool and field house, Highway 46 transportation plan, sewage lagoons, regional fire chief, sharing of staff and equipment, training and joint ventures and planning services, networking local trail systems to the TransCanada Trail. One challenge identified involved the need for a fair funding formula for service or revenue sharing from rural partners due to development in the RM impacting the Town.

One council member was concerned about the need for the school division to address expanding grades locally.

**Recommendation 7:**

*That Council includes the identification of regional initiatives to support and lobby for as part of the strategic planning process.*

**E. Concerns and Red Tape**

Many of the concerns and general comments council members brought up during their interviews were similar in nature to statements heard during the interviews of staff and external individuals and will be addressed within the major areas of concern.

## Employee Interviews

The consultant conducted comprehensive interviews with staff January 22 to January 30, 2015. The same interview process for council members was used for the staff. However, there were more questions asked in relation to operations. On-site visits also included a review of various documents such as minutes, budgets, policies and bylaws. Additional questions focusing on management aspects were asked of the Administrator.

For the purpose of this report all discussions have been classified into two categories being Personnel Matters and What's Working Well and What Could Be Improved. The areas identified as "Could Be Improved" are cross referenced to recommendations and or other actions.

### **A. Personnel Matters**

The Town has 14 full time employees; the estimated payroll expenditure for the FTE in 2015 is \$610,000. Most of the positions are filled by individuals with 4 or less years' experience with the Town.

Years	Employees
0 - 4	8
5 - 9	2
10 - 14	3
15+	1

All positions have job descriptions which are updated on a regular basis. During interviews with the staff it was found that their recollection of their duties was very close to the written job descriptions.

Some members of Council expressed concern about not having or seeing the job descriptions. Job descriptions could be made available to the elected officials for information purposes. Council would normally receive more detailed job descriptions during any process which would involve the approval of new or inter-departmental change requests of positions.

### **Recommendation 8:**

*That Administration provides job descriptions to Council for information purposes by May 2015.*

The Administrator has administration staff reporting to her in addition to the Public Works Foreman, Waterworks Foreman and the Recreation Director. Her duties consist of those as outlined in the Act plus supervision of staff, communications, direction for agenda development, and she has taken on duties associated with developers and development agreements. Contracted

planning support is provided to the Administrator for planning and development by external contract planner Bob Linner. Some responsibilities have been delegated such as agendas, minute taking, permitting, maintaining day-to-day financial oversight and accounts payable review.

There may be some upcoming retirements over the next few years which could afford the Town the opportunity to realign the organizational structure and to provide some managerial relief to the Administrator with respect to managing so many direct reports. A proposed organizational structure is outlined in Schedule F.

A review of the overtime for the last three years was conducted and is as follows:

<b>Year</b>	<b>Administration</b>	<b>Public Works</b>	<b>Recreation</b>	<b>Water</b>	<b>Total</b>
2014	7.5	152.34	72.0	247.50	479.34
2013	25.25	369.51	62.75	181.50	639.01
2012	51.12	388.34	173.67	164.32	778.45

The departmental breakdown is based on overtime recorded through payroll. It is the opinion of the consultant any additional staffing requests cannot be adequately addressed without the benefit of a service review. It is important to note that future work requirements may or may not be met due to staffing issues in relation to growth. Some things which will impact future staffing requirements are a possible over-inventory of new residential units in the local and Regina markets, the recent downturn in oil prices, and future development in Pilot Butte. The comprehensive review of service levels will assist Council and Administration in determining what the future staffing levels need to be based on the performance measures and indicators assigned to services.

Professional development is budgeted for annually but handled on an ad hoc basis. Some advancement in securing training in public works was done in 2014 and is seen as a priority going forward. Some specific suggestions for professional development were made by some staff and these will be categorized and provided to the Administrator outside this report. There should be a formal process for linking the professional development required by position to a multi-year budget to ensure everyone is receiving the necessary training/professional development to maintain credentials, meet legislated requirements, and to provide for development for individuals who may be considering advancement in the organization.

Council’s professional development includes attendance at conferences. Orientation after an election is handled internally with the provision of materials, supplemented with attendance at the SUMA elected official training usually the January after the meeting. The Province of

Saskatchewan has developed municipal official training workshops (Municipal Leadership Development Program) which are available throughout the year focusing on roles and responsibilities and general information on a variety of relevant topics. The Town should support its elected officials by offering this training as part of a council professional development program to increase knowledge, build awareness and sharpen decision making skills.

**Recommendation 9:**

*That Council directs Administration to prepare a Professional Development policy for staff and elected officials which is multi-year in nature, provides cross-training, and skills development in addition to required training as outlined in job descriptions and linked to the annual budget process as well as the annual performance evaluation process by the end of 2015.*

**B. What’s Working Well, What Could Be Improved**

Staff identified the following matters when asked what is working well and what could be improved (quotation marks indicate exact quote”). The concerns expressed in the “Could be Improved” column are cross-referenced to how they are addressed in the report.

<b>Good</b>	<b>Could be Improved</b>	<b>How Addressed</b>
Delegation of some duties to Administrative staff members by Administrator	Communications internally and externally	Recommendation No. 14, 16
Snow removal/street clearing	Have regular performance evaluations	Recommendation No. 10
“Good benefit package”	No current wage scale	Recommendation No. 10
“Earned day off is great”	Disparity in wages internally	Recommendation No. 10
Safety is regularly stressed	Aging equipment and replacement schedule	Recommendation No. 1, 2, 5
Existing staffing for recreation is good	Earlier starting time for public works	Will be provided to Administrator outside of report
Safety manual being worked on	Development is going too fast	Recommendation No. 1, 2, 6
Town shop is organized	Need strategic planning done	Recommendation No. 2
Good working relationship with senior manager	Office space – not enough	Recommendation No. 12
Morale is pretty good	Cross-training	Recommendation No. 3

Good	Could be Improved	How Addressed
Lots of projects completed in 2014 by public works	Poor public perception of Town	Recommendation No. 14, 16
Ergonomic study done	Aging infrastructure	Recommendation No. 1, 2, 5, 6
Engineered drawings have been digitized and will be on tablets for Water and Public Works	Records are not well organized or inventoried; Land files should be refiled by address to improve retrieval	Will be provided to Administrator outside of report
“New work truck is heavenly”	No protocol or performance measure for dealing with complaints	Recommendation No. 14, 16
Ergonomic study done	Aging infrastructure	Recommendation No. 1, 2, 5, 6
Permit tracking streamlined, uniformed process and paperwork	New residents have different expectations of service – need to address service levels	Recommendation No. 6
Risk management at arena is done	Not budgeting enough for reserves or replacements	Recommendation 1, 2, 6
	Extra person for water and public works especially in summer	Recommendation No. 6
	Safety officer must be able to take remedial action when required	Recommendation 11
	More professional development	Will be provided to Administrator outside of report
	Risk management in general	Recommendation 11
	Residents yell at staff	Recommendation No. 3
	Need some more work on safety in arena re: public and communications with respect to who is in building	Recommendation 11

**Recommendation No. 10:**

*That Council directs Administration to prepare an amendment to the Personnel Manual for their consideration by November 30, 2015 concerning: establishment of formal performance management process and wage scale for all positions.*

**Recommendation No. 11:**

*That Council direct Administration to ensure safety issues around communications concerning who is in the arena, general risk mitigation and provide improved remedial enforcement authority for the Safety Officer are addressed in the Healthy and Safety policy by November 30, 2015.*

The current administration office does little to support effective work flows, privacy for people at the counter or staff for their work, little room for adequate storage of records (current and archives) and the server. It also does not afford the Administrator the opportunity to have a visible presence to the public. While construction of a new facility would be cost prohibitive, an alternative may be to look at the building on the arena site (which is currently being rented) as a viable option for renovating.

**Recommendation No. 12:**

*That Council addresses the need for new administration space in the 5 Year Capital Plan by September 30, 2015.*

## **External Interviews**

Meetings for the 10 external interviews were conducted February 27, March 26 and 27 and April 9 and 10, 2015. The interview process was conducted in the same manner as the interviews for Council and employees. Everyone was very accommodating and candidly shared their thoughts and opinions with the consultant.

Each interview consisted of the same 17 questions made up of two open-ended questions about themselves and anything else they might want to share and 15 questions to get a sense of what was working well and what was not.

### **A. Municipal Services**

The consultant asked each individual what they received from the Town as a service to determine what was viewed as a municipal service and to rank them accordingly. The rating scale was 1 (poor) to 5 (excellent). Some choose to add zero and a 5+ or 6 to their rating; some businesses also rated their residential services. Results were:

Service	0	1	2	3	4	5	6
Water			1		2	3	1
Sewer				1		3	
Snow Removal				1	3	3	1
Street Lighting						1	
Storm Drainage	1						
Paved Streets					1		
Street Sweeping				2	1		
Garbage	1			2	2	3	
Recycle	1			1	2	3	
Sanding			1	1	1		
Skating Rink				1			
Town Administration					2		
Ball Diamonds					1		
Rodeo Grounds					1		
Parks and Trails					1		
Roadway Mowing						1	
Building Permit Process						1	
School						2	
Emergency Services						1	
Library							1
Ball, hockey and rodeo					1		
Fire Hydrants					1		
Road Maintenance					1		
Dust Control	1						
Protection	1						
Newsletter/communications					1		

Identified most often were water, sewer, garbage, recycling and snow removal; overall these services were generally rated as good to excellent. Drainage, sanding at the school intersection, dust control and protection (enforcement and consistency of) are rated the lowest and should be addressed by Council during a strategic planning session.

**Recommendation No. 13:**

*That Council addresses drainage, sanding at the school intersection, dust control and*

*enforcement services during the strategic planning session and the service level review by September 2015.*

### **B. Communications**

When asked how individuals would prefer to receive information from the Town, most replied the News & viewS was good and the synervoice was alright for residential use but not for commercial. Some like posters and others would like to have emails or direct contact. Some specifically want to have communication by letter due to business operations.

General opinions regarding interactions with staff and council ranged from poor to excellent. Some felt that Town employees are still trying to recover from the stresses of the water project and some felt there was a high degree of professionalism displayed.

The call answer service is not widely favored. Most people want to talk to a person immediately. The Administrator advised the consultant that the service was instituted due in part to handle the calls for the water project. The service is obtained from SaskTel and is reportedly less than \$3.00 per month. The Town should consider a review of the service to determine need and if there may be alternative options available for telephone customer service.

#### **Recommendation No. 14:**

*That Council directs Administration to review the use of the SaskTel call answer service and provide recommendations concerning other options by September 30, 2015.*

Several wide ranging concerns and complaints were raised. The major concerns identified were: lack of planning for future growth, the way the water project was handled, unresolved issues, inconsistent application of rules, poor communication, lack of trust, lack of maintenance and a culture of avoidance.

Council can address the lack of planning for future growth and lack of maintenance through recommendations already presented in this report (namely numbers 1, 2, and 6).

Council needs to immediately address the lack of trust and improve communications with residents and ratepayers. Many of those interviewed were frustrated that they are unable to get answers to their questions about costs related to the water project, have inconsistent application of the rules, or get answers to other questions or have their issues addressed in a timely fashion. More people felt there were road blocks put up than there is red tape primarily because of avoidance – questions are not fully answered if at all, issues are not dealt with.

Some examples of what the consultant heard regarding outstanding issues are: drainage problems on the streets and yard damage from the water project, developer allowed to strip top

soil and not remediate blowing sand, storm water retention/drainage ignored for years, lack of dust control on gravel streets, lack of good contract management – contractors/developers get away with too much, no resolve to go after them during or after the fact, no park maintenance. One person summarized their viewpoint by stating a “lack of strategic planning stands in the way of good people trying to do the best they can”.

When asked how Council could fix this many offered advice such as:

- Publish a breakdown of the water project costs
- Provide explanations for the charges for meters
- Inventory the damages which are still outstanding from the water project and work with the residents and rate payers in resolving the issues
- Provide better access to Council for addressing issues with them at meetings
- Contract better professional services
- Consistent enforcement of rules/decisions
- Strategic planning is a must
- Be transparent and communicate openly and honestly.

**Recommendation No. 15:**

*That Council directs Administration to publish a breakdown of water project costs and provide the rationale for the water meter charge in the News & viewS prior to June 30, 2015.*

**Recommendation No. 16:**

*That Council directs Administration to investigate services and costs for communication and public engagement training for Council and Administration to be deployed and the development of a communication plan by June 30, 2015.*

**Recommendation No. 17:**

*That Council directs Administration to have all outstanding water project issues and damages inventoried and steps for resolution addressed with residents and ratepayers by August 31, 2015.*

**Recommendation No. 18:**

*That Council makes a copy of the recommendations in this report available to the public by June 30, 2015.*

## **Conclusion**

Pilot Butte is a community on the cusp of change. Its proximity to Regina, a good economic climate and the installation of central water are major factors for the growth of the last few years. Growth may slow down for a few months or years now that the economy is cooling due to the drop in oil prices and the possible over inventory of residential properties in the area. Council needs to adjust their approach to governance with respect to establishing longer term strategic planning given all of these factors.

Organizational change needs to be considered for some positions with the possibility of retirement looming. Training and professional development need to have a stronger commitment internally and financially because of the number of new individuals now employed.

Of utmost importance is the healing that has to occur for the community to move forward. Many individuals are still very upset with not only the water project but frustrated with other infrastructure problems, lack of consistent enforcement issues and or lack of answers. Better communication and an open transparent governing body and Administration are central to making this happen. Trust has to be restored.

Eighteen recommendations, based upon the feedback received from elected officials, employees and the community, are provided in this report for Council's consideration.

## **Schedule A**

### **Interview Questions**

## **Council Interview Questions**

1. Tell me about yourself.
2. What strategic planning has Council undertaken in this term? Is there regular reporting on the progress? Would you like to add more strategic planning to the governance process?
3. Are policies regularly reviewed by Council?
4. Describe the budget process Council undertakes – what information is provided, when, adoption?
5. What are your main concerns with respect to the Town overall? What works well?
6. What regional initiatives are underway? Are there any that you would like to see?
7. What red tapes exists in town operations overall in your estimation? Are there any efficiencies you believe could be realized?
8. Is there anything else you would like to add?

## External Interview Questions

1. Tell me about yourself/businesss/organization.
2. What municipal services do you receive and/or use?
3. Using a scale of 1 to 5 please rate the above services, where 1 is poor and 5 is excellent.
4. What communication methods does the Town use to inform you of programs and initiatives?
5. What forms of communication do you prefer to find out about Town programs and initiatives?
6. What do you believe Council is doing well?
7. What do you believe Administration is doing well?
8. What do you believe Public Works is doing well?
9. What do you believe Recreation is doing well?
10. What do you believe Council could do better?
11. What do you believe Administration could do better?
12. What do you believe Public Works could do better?
13. What do you believe Recreation could do better?
14. Does Council involve the residents in their decision making process?
15. Do you encounter any red tape in dealing with the Town? What?
16. On a scale of 1 – 5 with 1 being poor and 5 being excellent please rate the following:
  - a. The Town provides sufficient information to me concerning programs and initiatives
  - b. I receive excellent service for taxes paid
  - c. The Town engages/involves resident representatives in policy development
17. Is there anything else you would like to share?

### **Employee Questions:**

1. Tell me about yourself.
2. What is your position?
3. Do you have a job description?
4. How long have you been employed with the Town?
5. What are your standard hours of work?
6. Do you regularly work overtime?
7. What are your duties?
8. What annual training or professional development do you receive?
9. Do you want to have professional development?
10. Would you share your salary information with me?
11. What benefits do you have?
12. Tell me about a typical day for you at work.
13. What percentage of time do you spend on activities during an average day?
14. What management, operational, and governance functions are working well in your opinion?
15. What is not working well in your opinion?
16. Describe to me how you view the relationship between senior management and staff in your department.
17. What do you see are the main issues facing the Town?
18. If you could change two things about your work today, what would those two things be?
19. If funding was not an issue, what should the appropriate level of staff be for public works (or water)?
20. Is the Town investing enough funding in infrastructure, M&E, buildings and vehicles on an annual basis in your opinion?
21. Describe health and safety aspects in relation to your employment. Do you have regular health and safety meetings? Do you receive OHS training? How is health and safety integrated into your work? (Dealing with difficult people, hazard assessments, work space, PPE, roll bars, cabs, guards, etc.)
22. How would you describe overall morale?
23. Is there anything else you would like to add?

## **Schedule B**

### **Benchmarking Comparative Tables**

**Table 1: Population and Employees 2012 - 2014**

Description	Pilot Butte	Balgonie	Maple Creek	White City
<b>Population</b>				
2014	2,279	2,279*	2,176	3,189
2013	2,141		2,176	2,935
2012	1,967	1,631*	2,176	2,591
<b>Three Year Increase</b>	<b>16%</b>	<b>40%</b>	<b>0%</b>	<b>23%</b>
<b>Employees (7+hrs/day)</b>				
2014	14	11	20**	11
2013	13	10	20	11
2012	11	8	20	10
<b>Three Year Increase</b>	<b>27%</b>	<b>37.5%</b>	<b>0%</b>	<b>10%</b>
<b>Employees (&lt;7hrs/day)</b>				
2014	7		1	3***
2013	10		1	3
2012	6		1	3
<b>Three Year Increase</b>	<b>16.6%</b>		<b>0%</b>	<b>0%</b>

\*Balgonie presented its 2012 population using the 2011 census and its 2014 population is based upon Sask Health population figures. Balgonie did not report any part-time employees – it should not be assumed they do not have any.

\*\*Maple Creek manages its waste collection in-house.

\*\*\*White City reported seasonal employees in the Employees – less than 7 hours per day.

**Table 2: Operating & Capital Budgets 2012 - 2014 (in millions, rounded to nearest 100,000)**

Budget	Pilot Butte	Balgonie	Maple Creek	White City
<b>Operating</b>				
2014	\$5.0	3.1	\$5.7	\$3.9
2013	\$5.0	2.7	\$5.3	\$3.5
2012	\$9.9	2.5	\$5.1	\$3.0
<b>Three Year Change</b>	<b>-50.4%</b>	<b>24%</b>	<b>4%</b>	<b>30%</b>
<b>Capital</b>				
2014	\$3.4	\$0.7	\$1.2	\$1.7
2013	\$9.2	\$0.4	\$0.8	\$2.1
2012	\$22.6	\$0.2	\$0.5	\$0.9
<b>Three Year Change</b>	<b>-85%</b>	<b>350%</b>	<b>240%</b>	<b>188%</b>

The capital budget has decreased since 2012 primarily due to the completion of the water treatment plant and water distribution system.

**Table 3: Permits 2012 - 2014**

Permits	Pilot Butte	Balgonie	Maple Creek	White City
<b>Residential</b>				
2014	46	5	12	43
2013	58	10	25	87
2012	33	7	13	106
<b>Three Year Growth</b>	<b>39%</b>	<b>-29.6%</b>	<b>-7.7%</b>	<b>-59.5%</b>
<b>Commercial</b>				
2014	0	0	3	1
2013	1	0	3	0
2012	0	0	4	2
<b>Three Year Growth</b>	<b>0</b>	<b>0</b>	<b>-25%</b>	<b>-50%</b>
<b>Other</b>				
2014	0	0	0	61
2013	0	0	0	66
2012	0	0	0	62
<b>Three Year Growth</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>-1.7%</b>

Pilot Butte had a strong three year growth for residential permits compared to the benchmarked communities which all saw decreases compared to 2012 to 2014.

**Table 4: Taxable Properties 2012 - 2014**

Taxable Properties	Pilot Butte	Balgonie	Maple Creek	White City
<b>Residential</b>				
2014	1,023	629	995	1,363
2013	761	629	Not reported	1,363
2012	617	629	Not reported	1,335
<b>Three Year Growth</b>	<b>65.8%</b>	<b>0%</b>	<b>-</b>	<b>2%</b>
<b>Commercial</b>				
2014	27	15	143	5
2013	29	15	Not reported	5
2012	20	15	Not reported	5
<b>Three Year Growth</b>	<b>35%</b>	<b>0%</b>	<b>-</b>	<b>0</b>
<b>Agricultural</b>				
2014	17	1	3	3
2013	21	1	Not reported	3
2012	18	1	Not reported	3
<b>Three Year Growth</b>	<b>-5.6%</b>	<b>0%</b>	<b>-</b>	<b>0</b>

**Table 5: Assessment Values 2013 - 2014**

<b>Assessment</b>	<b>Pilot Butte</b>	<b>Balgonie</b>	<b>Maple Creek</b>	<b>White City</b>
<b>Residential</b>				
2014	140,724,500	118,723,265	96,253,290	373,729,720
2013	133,864,500	118,700,445	96,118,820	345,898,420
<b>Two Year Growth</b>	<b>5%</b>	<b>1%</b>	<b>1%</b>	<b>8%</b>
<b>Commercial</b>				
2014	6,972,900	2,401,400	23,742,400	20,670,300
2013	5,972,900	2,401,400	20,729,200	20,670,200
<b>Two Year Growth</b>	<b>16.7%</b>	<b>0%</b>	<b>14.5%</b>	<b>0%</b>
<b>Agricultural</b>				
2014	1,165,080	166,595	12,570	684,155
2013	1,165,080	166,595	12,570	684,155
<b>Two Year Growth</b>	<b>0%</b>	<b>0%</b>	<b>0%</b>	<b>0%</b>

**Table 6: Council Meetings**

<b>Meeting</b>	<b>Pilot Butte</b>	<b>Balgonie</b>	<b>Maple Creek</b>	<b>White City</b>
Regular	2	2	2	2
Special	2-4 (per year)	As required	-	Varies
Committee	2	As required	Average 2	Varies

**Table 7: Salaries and Wages**

<b>Description</b>	<b>Pilot Butte</b>	<b>Balgonie</b>	<b>Maple Creek</b>	<b>White City</b>
Administrator	\$39.07	\$43.33	\$49.24 – \$52.06	\$40.01 – \$63.84
Assistant Administrator	\$28.92	\$26.37	\$35.71 – \$43.95	\$28.61 - \$34.78
Finance Manager	N/A	N/A	\$24.73 – \$29.67	\$34.01 - \$41.73
Administration Customer Service Representative	\$17.60	\$20.00 - \$21.28	\$20.68	\$21.10 - \$25.65
Administrative Assistant II	\$20.65	N/A	\$17.77	\$21.10 - \$25.65
Administrative Assistant III	\$19.56	N/A	\$16.42	N/A
Public Works Superintendent	\$28.92	\$37.75	\$24.03 - \$33.65	\$34.01 – \$ 41.34
Foreman				\$26.01 – \$31.62
Water Works Foreman	\$23.52	\$25.50-\$27.50	N/A	Not reported
Utility Operator	\$20.67	\$20.00 - \$25.00	\$20.85	Not reported
Public Works Equipment Operator/Labourer	\$20.70 – \$27.33	\$20.00 - \$24.00	\$17.07 - \$19.66	\$21.64 - \$26.30
Recreation Director	\$23.66		\$23.07 - \$28.85	\$24.00 - \$29.18
Recreation Employees	\$16.32 – \$18.36	\$20.00 - \$25.00	\$16.06 - \$19.00	Not reported
Economic Development Officer	N/A	N/A	\$24.03-\$36.06	Not reported
Planner	\$16,013 2014 Contract	\$10,435 2014 Contract	N/A	\$32.01 – \$38.91

Balgonie: Salaries for the Administrator, Assistant Administrator and Public Works Superintendent were reported as annual and confirmation was received that those salaries are based on 1820 hours per year. The Public Works Superintendent also serves as their Recreation Director. Recreation employees receive a shift differential of \$1.50/hour.

White City: Many of the salaries were reported as annual; confirmation was received from White City that the positions of Administrator Assistant Administrator and Administration Customer Service Representative are based on 2080 hours per year. The office staff work 8.5 hours a day for an Earned Day Off (EDO) every third Friday. The EDO does not apply to the Town Manager and Manager of Public Works. The Assistant Administrator also serves as the Development Officer. The duties of the Customer Service Representative also include permitting and records management.

## **Schedule C**

### **Recommendations**

No.	Recommendation	Due By	Budget	Status/ Comments
1	That the Town undertakes to complete the finance, engineering and operations/maintenance components of an Infrastructure Management Plan for the municipality.	December 2016		
2	That the Town undertakes a process to implement a three year strategic plan to be facilitated by a consultant by September 2015. That the plan include an over-arching vision statement, mission statement, goals, objectives and budget linkages.	September 2015		
3	That Council directs Administration to conduct a review of the current Policy Manual to determine relevance to existing practice and whether some should be included in an existing bylaw or new bylaw or remain as policy and present the findings to Council for direction.	September 2015	Internal	
4	That Council directs Administration to develop a Policy Development policy and related procedures for Council's consideration.	October 2015	Internal	
5	That Council works with Administration to develop a policy and procedures for the budget process which links the budget to the annual strategic review process and considers it for adoption.	September 2015	Internal	
6	That Council undertakes a service level review to establish formal service levels for municipal operations.	September 2015		
7	That Council includes the identification of regional initiatives to support and lobby for as part of the strategic planning process.	September 2015		

No.	Recommendation	Due By	Budget	Status/ Comments
8	That Administration provides job descriptions to Council for information purposes.	May 2015	Internal	
9	That Council directs Administration to prepare a Professional Development policy for staff and elected officials which is multi-year in nature, provides cross-training and skills development in addition to required training as outlined in job descriptions and linked to the annual budget process as well as the annual performance evaluation process.	December 2015	Internal	
10	That Council directs Administration to prepare an amendment to the Personnel Manual for their consideration by November 30, 2015 concerning: establishment of formal performance management process and wage scale for all positions.	November 2015		
11	That Council directs Administration to ensure safety issues around communications concerning who is in the arena, general risk mitigation and provide improved remedial enforcement authority for the Safety Officer are addressed in the Healthy and Safety policy	November 2015		
12	That Council addresses the need for new administration space in the 5 Year Capital Plan.	September 2015		
13	That Council addresses drainage, sanding at the school intersection, dust control and enforcement services during the strategic planning session and the service level review.	September 2015		

No.	Recommendation	Due By	Budget	Status/ Comments
14	That Council directs Administration to review the use of the SaskTel call answer service and provide recommendations concerning other options.	September 2015		
15	That Council directs Administration to publish a breakdown of water project costs and provide the rationale for the water meter charge in the News & views.	June 30, 2015	Internal	
16	That Council directs Administration to investigate services and costs for communication and public engagement training for Council and Administration to be deployed and the development of a communication plan as soon as possible.	June 30, 2015		
17	That Council directs Administration to have all outstanding water project issues and damages inventoried and steps for resolution addressed with residents and ratepayers.	August 31, 2015		
18	That Council makes a copy of the recommendations in this report available to the public.	May 31, 2015	Internal	

## **Schedule D**

### **Sample Policy and Procedure Template**

**[Insert Logo Here]**

**SECTION**

**POLICY NAME**

**POLICY NUMBER**

**LEGISLATIVE REFERENCE:**

**PURPOSE:**

**DEFINITIONS:**

For the purpose of this policy:

**POLICY:**

\_\_\_\_\_  
**Mayor**

\_\_\_\_\_  
**Administrator**

**APPROVED: (date)**

**SECTION**

**[Insert Logo Here]**

**PROCEDURE NAME**

**POLICY NUMBER**

**PROCEDURE:**

## **Schedule E**

### **Drafting Fundamentals**

## Drafting Fundamentals

### Policies:

Ensure policies are written as clearly and concisely as possible. A good rule of thumb is to limit the policy statement wherever possible to three or four sentences, 10 - 25 words per sentence and use plain language.

Formatting should be uncomplicated to ensure ease of use and help keep the document look clean. Identify legislation through italics i.e. *Municipalities Act*.

### Procedures:

Webster's Dictionary defines procedures as:

1. A certain way of getting something done.
2. An established series of steps.
3. A prescribed or traditional set of forms to be followed.

Procedures are the guidelines and rules; consider procedures as a compulsory section of the policy. Every policy should outline the administrative procedures required to carry out a policy.

Some benefits associated with procedure establishment are:

- the same steps are followed by each person holding that responsibility
- reduce errors and associated risk
- allows for easy cross training of duties in the event of employee absences
- mitigates accidents.

Having an abundance of well documented procedures is an organization's greatest defense in the event of staff turnover. All too often an organization loses the intellectual capacity that is acquired through years of experience when an employee leaves an organization.

Procedures are typically operational in nature rather than political and therefore fall under the duty and care of the Administrator. Council sets direction and administration performs the tasks.

In drafting, write for today (as it is now) and leave nothing unsaid. Sequential logical thought and common sense applications are good ways to outline required procedures. A chronological script provides for good decision making by employees and is best suited for consistency. Always consider the reader, use plain language; write so most readers can understand.

Ensure staff members are involved in the procedure writing process. Since staff members are the ultimate users and decision makers, they should be included in the preparation of the procedure outline, testing the procedure outline through a step-by-step follow through to ensure accuracy, edit and retest as required and then rework the outline into sentences. This serves as an excellent way to accurately identify procedures and to reduce the burden of procedure development for the Administrator. Set development targets which will be easily reached to avoid discouragement – try one policy per month for each employee.

For risk management policy procedures try using “if” this “then” this procedures. i.e.

<b>If</b>	<b>Then</b>
Slip and fall reported	Prepare Incident Report
Incident Report Prepared	Submit to insurance company/notify Administrator

The Administrator should review all procedures and upon approval authorize the attachment to the policy document by signing off.

## **Schedule F**

### **Proposed Organizational Structure**

## Proposed Organizational Structure

