

The Corporation of the Municipality of West Grey  
**Consolidated Organizational Review 2020**





West Grey, Ontario

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This document is available in alternate formats.

# Introduction

In response to the municipality's Request for Proposal (RFP) to complete an organizational and compensation review, four reports were completed: West Grey Public Library review, council compensation review, West Grey organizational review and employee compensation review.

The RFP issued in May 2020, to retain a qualified consulting firm to complete an organizational and compensation review, including the following key deliverables:

- » Conduct a review of the municipality's organizational structure and identify if there should be any realignment of positions or changes in reporting structure
- » Capture any changes in organization design and job content
- » Conduct a review of positions to determine and ensure each position is appropriately defined and compensated for the work being performed based on market equity and internal equity
- » Identify appropriate comparators based on specific criteria, collect comparator data and make recommendations to the existing salary ranges
- » Review library service delivery, compensation, organizational design
- » Conduct a council remuneration study and prepare recommendations
- » ML Consulting commenced work in June 2020. Marianne Love, principal, completed the organizational review, the salary review, the library service review and the council compensation review.

Under the conditions of the provincial modernization grant, a public report must be provided before December 4, 2020. Further, this project, at a cost of \$48,400, was funded through the modernization grant, intake 2, which was focused on organizational reviews. The recommendations resulting from this review will be addressed during the 2021 budget process.

The review is in concert with the West Grey Strategic Vision Plan 2020-2022.

# Message from our CAO

Under the guidance and leadership of an independent consultant, ML Consulting, the Municipality of West Grey completed an organizational review and compensation market review. The conclusions have been reported to council, the corporation and the public.

This review was extensive in scope and the findings provide clear recommendations to bridge identified gaps, create a “right-sized” organizational structure, attract and retain employees and ultimately move West Grey forward.

The co-operation and contributions of the municipalities identified as suitable comparators to West Grey must be acknowledged. Each comparator municipality provided data and information that was essential to this project.

Regarding next steps, West Grey’s senior management team will meet to develop an implementation plan for the operational goals of enhanced customer service, a realignment of workload, and priority setting. West Grey council will, through the 2021 budget process, address the salary compensation report for both staff and elected officials. Recommendations from council will be encompassed in the 2021 final budget.

This review has provided immediate and long-term recommendations that, as they are implemented, will ensure West Grey is structured to meet the needs of a growing municipality and an evolving corporation.



Laura Johnston  
Chief Administrative Officer

# Letter from ML Consulting

November 27, 2020

The Corporation of the Municipality of West Grey  
402813 Grey Rd. 4,  
R.R.2 Durham ON, N0G 1R0

Attention: Genevieve Scharback, Municipal Clerk

Dear Ms. Scharback,

Re: 2020 Organizational and Compensation Review  
Reporting Letter

ML Consulting was retained by the Municipality of West Grey to conduct an organizational and compensation review for the municipality and the public library and a council remuneration study for elected officials. Marianne Love, principal, completed the organizational review, the salary review, the library service review and the council compensation review.

The key deliverables for the review were:

- » Conduct a review of the municipality's organizational structure and identify if there should be any realignment of positions or changes in reporting structure
- » Capture any changes in organization design and job current

- » Conduct a review of positions to determine and ensure each position is appropriately defined and compensated for the work being performed based on market equity and internal equity
- » Identify appropriate comparators based on specific criteria, collect comparator data and make recommendations to the existing salary ranges
- » Review library service delivery, compensation, organizational design
- » Conduct a council remuneration study and prepare recommendations

ML Consulting commenced the project in June 2020; reports were finalized and presented to West Grey Council on November 7, 2020 and the West Grey Public Library Board on November 9, 2020 in closed session, as the reports referenced identifiable individuals. The council remuneration report was presented in open session on November 7, 2020.

The organization review for the Municipality and the Library provided recommendations relating to staffing, reporting relationships and efficiency and effectiveness in service delivery.

The compensation review for the municipal and library positions included job evaluation of all positions, pay equity analysis, a competitive market survey and a proposed revised Salary Grid for implementation in 2021.

The council remuneration review proposed changes in annual compensation for the Mayor, Deputy Mayor and Councillor positions to align with annual base pay rates in comparator municipalities and the prevailing method compensation.

The [CAO's report dated November 24, 2020](#) outlines the project elements and includes the public reports. The public reports are reflective of the reports presented in the closed session meetings of November 7 and 9, 2020.

Through this review, it became evident that West Grey, as a growing municipality, is at a crossroads in both organizational structure and in its compensation program. Elected officials and the corporate leadership team have been provided concrete recommendations and implementation strategies to address gaps, adopt best practices in the sector and position the municipality and the library to meet current and future service requirements.

Respectfully submitted,



Marianne Love, Principal  
ML Consulting



# Council remuneration

## SUMMARY

Compensation for West Grey elected officials was last reviewed in 2014, and historically, these compensation reviews were conducted through a committee of four members of the public. An independent consultant, as part of the RFP project, completed the 2020 review. In conjunction with surveys and 1-on-1 interviews with council, as well as data collected from municipal comparators and research findings from the Association of Municipal Clerks and Treasurers of Ontario (AMCTO), the consultant proposed a revised compensation model.

The current West Grey compensation model is a combination of base pay and meeting per diems. The 2020 base pay is \$18,830 for the mayor, \$10,814 for the deputy mayor, and \$9,012 for councillors. Meeting per diems are \$163.35 for a full day rate (meetings more than 4 hours) and \$90.13 for a half-day meeting of 4 hours or less. Meeting per diems are provided for regular council meetings (at the full day rate), special council meetings and committee meetings. West Grey has 32 committees, which includes boards, working groups and sub-committees. In 2019, West Grey elected officials were reimbursed for upwards of 24 council meetings, and 83 committee meetings. In 2019, the combined reimbursement (base pay plus per diem payments) were \$30,848 for the mayor, \$21,567 for the deputy mayor and \$21,453 as an average of the councillor pay. The AMCTO report for Central Ontario for communities with a population of 10,000-24,999, places the mayor position at \$33,344 and councillors at \$19,670.

When relating to West Grey's comparator municipalities, the consultant recommends that council discontinue the practice of paying per diems for meetings and implement a base pay program. The consultant recommends council consider the following base pay adjustments in 2021, adjusted by 1.5% for the cost of living adjustment for 2021: \$35,458 for the mayor, \$26,738 for the deputy mayor and \$21,958 for councillors.



## **BACKGROUND AND OBJECTIVE**

Compensation for West Grey Elected Official positions was last reviewed in 2014.

Historically, compensation reviews were conducted through a committee of four members of the public.

This review, conducted by an independent consultant, includes data gathered from West Grey's municipal comparators and the findings from the AMCTO Study on Municipal Council Compensation.

The primary objective of the 2020 Council Remuneration Study is to conduct a review of base pay for the mayor, deputy mayor and councillor positions; some ancillary elements of remuneration were also reviewed.

The consultant reviewed municipal comparator information collected by staff and prepared a market summary of base pay using percentile targets.

The recommendations in this report were presented for council's consideration.

## 2020 WEST GREY COUNCIL REMUNERATION

The Municipality of West Grey council is made up of a mayor, deputy mayor, and five councillors, all elected at large. The mayor and deputy mayor also represent West Grey at Grey County council meetings.

2020 base pay for West Grey elected officials and the additional per diem is as follows:

- » **mayor: \$18,830**
- » **deputy mayor: \$10,814**
- » **councillor: \$9,012**

- » **full day rate: \$163.35 (more than 4 hours)**
- » **half day rate: \$90.13 (4 hours or less)**

Meeting per diems are provided for regular council meetings (full day rate), special council meetings and committee meetings. There are 32 committees, which includes boards, working groups and sub-committees. In 2019, West Grey elected officials were reimbursed for upwards of 24 council meetings, and 83 committee meetings.

The mayor can attend three conferences per year; the deputy mayor and councillors can attend two conferences per year; and a \$75/day meal allowance is provided. Travel is reimbursed at \$0.455/km (county km rate). Laptops/Ipads are provided. Cell phones are provided to the mayor and deputy mayor (county issued); and a \$50 monthly technology allowance is provided to councillors (West Grey). Base rates and Per Diem rates are adjusted annually (COLA) and health benefits, OMERS, RRSPs are not provided in this report.

## MARKET COMPETITIVENESS—METHODOLOGY AND SOURCE DATA

A custom survey was prepared using 13 comparator municipal organizations. The market comparator group was selected having regard to the comparator group that was be used in the 2020 Staff Compensation study; Chatsworth and Hanover were added.

The comparator group was selected having regard to relevant scope/criteria: historic comparators; geographic location (i.e., within the County and surrounding area); similar service alignment/"like" services; and size (i.e., population/operating budget). West Grey at approximately the median of the comparator group having regard to size population and ranks low when comparing operating expenditures; ranking 6th in population and 10th in operating expenditures.

The [AMCTO publication, Municipal Council Compensation in Ontario \(March 2018\)](#) was referenced to identify best practice and common trends relative to this review; referred to as the "AMCTO Report".

Municipality	County	Population*	Operating expenses**
The Blue Mountains	Grey	7,035	\$30,258,217
Minto	Wellington	8,671	\$13,595,059
Brockton	Bruce	9,461	\$17,466,105
Grey Highlands	Grey	9,804	\$16,986,117
Meaford	Grey	10,991	\$19,955,144
Wellington North	Wellington	11,914	\$16,058,422
Guelph-Eramosa	Wellington	12,854	\$12,833,154
North Perth	Perth	13,130	\$24,459,446
Clearview	Simcoe	14,151	\$21,902,972
Springwater	Simcoe	19,059	\$23,366,750
Collingwood	Simcoe	21,793	\$54,319,785
West Grey	Grey	12,518	\$16,508,154

\*2016 Statistics Canada data \*\*2018 FIR data

## 2020 MARKET OBSERVATIONS

Base pay and per diems comprise the most significant elements of overall compensation for West Grey elected officials.

There is no uniform method of compensation in the comparator group (i.e., some municipalities pay per diems for council/committee meetings and conferences/workshops; and others pay per diems for conference/workshops only). Base pay compensation for the positions of mayor, deputy mayor and councillor positions was reviewed and compared to the defined comparators using 2020 base pay rates.

Base pay comparative statistics were prepared using a variety of percentile targets. The “% Difference” shown beside each percentile value is the amount that the current base pay amount for West Grey elected official positions is above or below the market target percentile value. The 55th percentile was identified as the recommended pay target when reviewing base pay.

		<b>2020 MARKET SUMMARY — ANNUAL JOB RATES</b>						
<b>JOB TITLE</b>	<b>2020 ANNUAL BASE PAY</b>	<b>NO. OF OBS.</b>	<b>MARKET MEDIAN</b>	<b>% DIFF.</b>	<b>MARKET P55</b>	<b>PER CENT DIFFERENCE</b>	<b>MARKET P60</b>	<b>% DIFF.</b>
<b>MAYOR</b>	<b>\$18,829.91</b>	<b>13</b>	<b>\$32,200</b>	<b>+71%</b>	<b>\$33,627</b>	<b>+78.6%</b>	<b>\$35,018</b>	<b>+78.6%</b>
<b>DEPUTY MAYOR</b>	<b>\$10,814.13</b>	<b>11</b>	<b>\$21,866</b>	<b>+102.2%</b>	<b>\$24,033</b>	<b>+122.2%</b>	<b>\$26,200</b>	<b>+122.2%</b>
<b>COUNCILLOR</b>	<b>\$9,011.77</b>	<b>13</b>	<b>\$17,323</b>	<b>+92.2%</b>	<b>\$19,607</b>	<b>+117.6%</b>	<b>\$21,544</b>	<b>+117.6%</b>
<b>AVERAGE % DIFF.</b>				<b>+88.5%</b>		<b>+106.1%</b>		<b>+106.1%</b>

Market comparison for West Grey elected official positions based on the 55th percentile of all comparator matches is as follows: the mayor is 78.6% below the 55th percentile (annual base pay ranges from \$15,049 in Chatsworth to \$45,168 in Collingwood); the deputy mayor is 122.2% below the 55th percentile (annual base pay ranges from \$10,617 in Chatsworth to \$33,115 in Springwater); councillors are 117.6% below the 55th percentile (annual base pay ranges from \$8,429 in Grey Highlands to \$29,120 in Blue Mountains).

Given that West Grey also provides per diems for council/committee meetings, a base pay comparison does not produce a complete assessment.

Four comparators report that per diems are paid in addition to base pay for meetings: Collingwood—council meetings and committee meetings; Grey Highlands—council, board and committee meetings; Chatsworth—regular council meeting (including committee of the whole); and Minto—council meetings and committee meetings.

Removing four comparators that provide both per diems and base pay from the market summary, and comparing 2019 base pay plus per diems for West Grey elected official to the base pay comparator group, shows that the West Grey elected official positions are closer to the market targets.

The councillor position is generally competitive; however, the deputy mayor and mayor positions are still sitting below the identified pay targets (by 24% and 14.9% respectively).

Given the modified comparator group, the p55 target is reasonable.

		<b>2020 MARKET SUMMARY — ANNUAL JOB RATES</b>						
<b>JOB TITLE</b>	<b>2020 PAY + PER DIAM</b>	<b>NO. OF OBS.</b>	<b>MARKET MEDIAN</b>	<b>% DIFF.</b>	<b>MARKET P55</b>	<b>PER CENT DIFFERENCE</b>	<b>MARKET P60</b>	<b>% DIFF.</b>
<b>MAYOR</b>	<b>\$30,848.00</b>	<b>9</b>	<b>\$34,578</b>	<b>12.1%</b>	<b>\$35,458</b>	<b>+14.9%</b>	<b>\$36,338</b>	<b>+17.8%</b>
<b>DEPUTY MAYOR</b>	<b>\$21,567.00</b>	<b>7</b>	<b>\$26,200</b>	<b>21.5%</b>	<b>\$26,736</b>	<b>+24.0%</b>	<b>\$27,272</b>	<b>+26.5%</b>
<b>COUNCILLOR*</b>	<b>\$21,453.00</b>	<b>9</b>	<b>\$21,130</b>	<b>(1.5%)</b>	<b>\$21,958</b>	<b>+2.4%</b>	<b>\$22,786</b>	<b>+6.2%</b>

\*Average councillor 2019 actual pay

The AMCTO Report shows the average mayor and councillor salaries by population size and region (2018), base pay rates for deputy mayors were not reported. West Grey mayor and councillor base pay rates are low to the regional average; however, when considering base pay plus per diems, they are comparable to the regional average.

Region	Population: 10,000 to 24,999	
	Mayor	Councillor
Central Ontario	\$33,344	\$19,670

The p55 target rates in the defined comparator group are generally aligned with the AMCTO observations.

### **ANCILLARY ELEMENTS OF COMPENSATION**

Five comparators report that base pay was increased in 2019 to account for the loss of the 1/3 tax free treatment  
 Six comparators report that per diems are paid for attendance at Conference and Workshops, ranging from \$140 to \$183 per day and \$80 to \$111 per half day.

Eight comparators report a daily meal allowance provided for conference/workshops, ranging from \$70 to \$100/day; and \$75 is the predominant daily rate.

Eight comparators report km reimbursement rates ranging from \$0.455/km to CRA rates (\$0.58/first 5,000 km and \$0.52 thereafter); two comparators report an annual car allowance for the Mayor (\$500 and \$800) and km reimbursement for travel outside the municipality.

One comparator provides Group Health, Dental, Vision and Travel insurance; one comparator provides Group Life Insurance (70 and under); and one comparator provides an annual allowance for health related expenses (\$1,250).

Nine comparators report that laptops/iPads are provided to their elected officials.

Three comparators provide councillors with cell phones; three comparators report an allowance provided for cell phones and line costs.

Eight comparators report that elected official remuneration is adjusted annually by CPI or an amount equal to the staff salary adjustment.

The AMCTO Report shows the following non-salary benefits provided by municipalities for Elected Officials based on population size. West Grey is comparable to other municipalities when considering the ancillary compensation elements identified:

<b>BENEFIT</b>	<b>CELL PHONE REIMBURSEMENT/ ALLOWANCE</b>	<b>GROUP BENEFITS PACKAGE</b>	<b>PENSION CONTRIBUTION</b>	<b>CAR ALLOWANCE</b>
POPULATIONS: 10,000 to 24,999	49%	8%	21%	17%





## CONCLUSIONS

The 2020 base pay remuneration for elected officials at West Grey is low to the identified comparator group for the Mayor, Deputy Mayor and Councillor positions; however, when considering 2019 base pay plus per diem payments, remuneration for the elected official positions is closer to the market p55th target rates with greater deviations for the mayor and deputy mayor positions.

The 55th percentile target is a reasonable pay target for base pay having regard to the modified comparator group. Payment of per diems in addition to base pay for regular council meetings, committee of the whole and committee meetings is not a prevailing practice among the comparator group.

All elements of ancillary remuneration are comparable to the municipal comparator group, including payment of per diems for attendance at workshops and conferences.

It is common practice to increase the annual base pay for elected official positions annually by the amount used to adjust the employee salary grid. This allows for a year over year increase to align with cost of living increases; also supported by the survey results (AMCTO report).

It is best practice to review compensation once during the term of council using a survey of comparator municipalities.

## RECOMMENDATIONS

It is recommended that council give consideration to implementing the following base pay adjustments in 2021, adjusted by 1.5% for cost of living adjustment for 2021, and discontinuing the practice of paying per diems for regular council meetings, special council meetings, committee of the whole meetings and committee meetings:

- » Mayor: \$35,458
- » Deputy Mayor: \$26,738
- » Councillor: \$21,958

It is recommended that Council continue the practice of adjusting base pay for the Elected Official positions annually by using the % adjustment provided for the Employee Salary Grid.

It is recommended that an external review be conducted once every four years using a consultant and comparator data; the next review being during the next term of Council (2022-2026).

# West Grey council 2019-2022

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# Organizational review

When viewed over the past five years, the staffing levels for full-time and part-time employees have been relatively consistent, with three additional positions added to complement in the past three years. West Grey is largely reliant on a full-time staffing model with a consistent level of part-time support. The full-time staffing complement per 1,000 households for the West Grey is 6.4, which is the lowest staffing level in the comparators group.

Succession planning will need to be addressed. Within the next year, five employees of the municipality will be entitled to retire with an unreduced pension; and within the next five years, an additional four employees could retire with an unreduced pension. The positions are across the corporation, and not specific to any one department.

In reviewing workflow and workload, the consultant provided a questionnaire to department heads that addressed challenges in staffing, challenges in servicing, accomplishments (what's working well) and challenges (areas to improve in staffing and service delivery). In addition, the consultant conducted 1-on-1 interviews with the department heads and reviewed the 2020 staff report listing and reports pending list.

The current organizational structure is not an equitable model of direct reports and there are opportunities to better align job functions with service delivery and department responsibilities.

To address gaps, the consultant is recommending the following staffing enhancements:

1. Additions to full time complement are recommended in 2021:
  - » Finance and Asset Management Coordinator: to provide accountability for asset management and enhanced financial reporting, analysis and forecasting.
  - » Customer Service and Records Coordinator: re-alignment to ensure customer service, legislative functions and corporate services are addressed, enhanced and managed appropriately
  - » Capital Projects and Environment Coordinator: to provide accountability for major capital projects and landfill and environmental services
  - » Junior Building Inspector/Plans Examiner: to address succession planning, to meet legislative and contractual requirements and enhance customer service. This is a non-tax funded position.

2. Additions to full time complement are recommended in 2022/2023:

- » Human Resources/Health and Safety Coordinator: West Grey has no dedicated HR support or internal expertise for employee relations, managing performance, employee development, HR Policies and best practice, drafting job descriptions, recruitment, interviewing, onboarding, attendance management, WSIB claims, return to work/modified duties, health and safety training (Health and Safety currently with Fire Chief).
- » Deputy Fire Chief/Fire Prevention Officer: West Grey operates with a full time chief and volunteer deputy chiefs, leaving minimal ability for full week coverage and gaps in proactive Fire Prevention and Public Education.
- » Bylaw and Property Standards Officer: currently a contracted service; enforcement is complaint driven; first response is timely; need to review process and status update procedure as well as address increased workload
- » IT Technician: currently technology needs, issues and plans are managed by the Director Corporate Services/Treasurer. This is not the best use of this position and, as the organization grows and the need to respond to technology needs and opportunities expands, there will be a need to deliver and support IT in a more formal manner.

Organizationally, there is also a need for a new Performance Management Program (with metrics) and a Pay for Performance System that includes Department Business Plans, Performance Management Tools that assess Goals/Competencies and Development Plans, and training materials.



## KEY OBJECTIVES

Ensure that the municipality is 'right sized' to deliver key municipal services and support council strategic directions by: benchmarking other municipalities of similar size/population; and assessing existing staffing structure, staffing levels, compensation levels, job titles, job descriptions.

Ensure that the organization structure aligns with West Grey's stated priorities, follows relevant organization design principles and best practices, and addresses key challenges faced by West Grey.

Review of service areas and staffing will include considerations of:

- » **Strategy:** aligns with West Grey's strategic priorities and directions and eliminates gaps
- » **Structure:** organizational design aligns 'like' functions to foster the cross-pollination of ideas
- » **Process:** Structure facilitates improved process efficiencies and streamlining of services
- » **People:** Optimal use of each staff member, ensuring they are contributing to the objectives of their department with contingencies in mind through succession planning
- » **Culture:** Structure fosters a culture of dedication to service excellence across the organization
- » **Cost effectiveness and ability to pay**

## APPROACH

The consultant interviewed department heads (CAO, Director of Finance/Treasurer, Director of Infrastructure and Public Works, Fire Chief, Clerk, CBO, CEO/Chief Librarian) and probed the following: key challenges in staffing; key challenges in servicing; accomplishments; what's working well; challenges; areas to improve in staffing and service delivery.

Council completed a survey providing comments on organizational capacity, technology, council business including time allocated. The consultant also interviewed each member of council individually.

A questionnaire was developed and submitted to CAOs of identified municipalities regarding size and service levels. West Grey CAO provided information on West Grey's organizational size, scope and level of services.

## **OTHER SOURCE DOCUMENTS FOR WEST GREY INCLUDE:**

- » Strategic Vision Plan 2020-2022
- » 2019 Budget Presentation
- » 2018 FIR

Interviews, survey responses and comparator information have provided context and information to provide recommended solutions

## **BACKGROUND AND CURRENT STATE**

West Grey's municipal services are currently delivered by seven functional areas: the Office of the Chief Administrative Officer/Administration, Clerk, Building and Planning, Finance, Fire Services, Infrastructure and Public Works, Community Services; a complement of 36 full time positions, 21 part time positions, approximately seven seasonal and two contract positions, 98 volunteers contracted services and shared service agreements. There is one full time library position; and eight part time positions.

The municipality is spread across a vast geographic area and was created through an amalgamation of the former Townships of Normanby, Glenelg and Bentinck, the former Village of Neustadt and the former Town of Durham. The administration office is located in Durham with works yards in Durham, Glenelg, Bentinck and Normanby; landfill sites in Durham, Bentinck and Normanby; fire stations in Durham, Ayton and Neustadt; and libraries in Durham, Neustadt, Ayton and Elmwood.

The compensation program was reviewed in 2020. The output of that review produced a banding framework that can support changes in organization design and job content, using tools and systems that can effectively measure job value and internal relativity.



## **STRONG FINANCIAL POSITION**

The Municipality's 2018 Financial Information Return reflects a total municipal tax of approximately \$9,536,816. Over the period of 2009 –2018, the municipality's municipal taxes have increased by an average of \$358,785 or 5.0 % per year; the municipal tax increase has been relatively stable and ensures fiscal sustainability in the municipality's financial plan. The municipality recorded increases in net financial assets from 2012 to 2018 and indicates strong financial stewardship and capability to invest in future operational and capital needs. Since 2016 and as at December 31,2018 there was no outstanding long-term debt.

Discretionary Reserves and Reserves per Household have increased over the past 10 years; \$2.95 million in 2009 to \$7.63 million in 2018. The Municipality has steadily built its total reserve position relative to its tangible capital assets over the past 10 years from 2.57% to 5.76% (2009 to 2019).

West Grey's residential taxes per household are the lowest among the comparator group. West Grey's median current value assessment is the highest among the comparator group.

Staffing levels have been relatively consistent.

When viewed over the past five years, the staffing levels for full-time and part-time employees have been relatively consistent, with three additional positions added in the past three years. West Grey is largely reliant on a full-time staffing model with a consistent level of part-time support. The full-time staffing complement per 1,000 households for West Grey is 6.4; lowest among the comparators group. Within the next year, five employees will be entitled to retire with an unreduced pension; and within the next five years, an additional four could retire with an unreduced pension.

Council identified the following key themes in the survey and interviews:

- » Need to operationalize the Strategic Plan and demonstrate importance; otherwise it's aspirational. Includes prioritizing strategies/activities and reporting with metrics.
- » Support for funding and focus on the Asset Management Plan and alignment with strategic plan and long-range capital forecasts



- » Stronger focus on economic development to grow tax base
- » Review committee mandates and right size the number of committees, including review of mandates and how they relate to the strategic plan, staff support, resources, composition and reporting (reports and minutes)
- » Improve efficiency of council business—reduce number of council and committee meetings and how often issues are discussed
- » Technology challenges relating to functionality of laptops and connectivity
- » Anticipating Staff/Council Relations Policy and the Procedural Bylaw will facilitate effective decision making and use of resources

## **STAFFING AND SERVICE GAPS**

**Number/frequency of meetings and challenges to effectively resource council:** 2 council meetings, 1 committee of the whole, 1 planning committee per month; 32 committees of council/boards/external committees with 24 council meetings and 83 committee meetings in 2019; typically council meetings extend beyond four hours.


**Front Counter Customer Service:** staff who serve at the front counter also have several other tasks to complete.

**IT Support:** Director, Finance/Treasurer provides daily IT Technical support (5% allocation); not best use of position.

**Strategic Plan:** not fully operationalized, corporate initiatives not prioritized.

**Performance Management Program/Budget Cycle not aligned:** step movement is July 1st; opportunity to align budget cycle, department business plans and performance review cycle.

**Human Resources function:** currently, no dedicated HR support or internal expertise for employee relations, managing performance, employee development, HR Policies and best practice, drafting job descriptions, recruitment, interviewing, onboarding, attendance management, WSIB claims, return to work/modified duties, health and safety training (Health and Safety currently with Fire Chief).



**Accountability for Asset Management:** Senior Financial Support —requirement to update and manage the Asset Management Plan; provide analysis and forecasts on infrastructure deterioration, risk; development of replacement and intervention costs, short and long range reinvestment forecasts, lifecycle analysis and economic analysis; financial forecasting in consultation; and assist planner in administration of Community Improvement Program.

**Bylaw Enforcement Service Level and Resourcing:** contracted service; enforcement is complaint driven; first response is timely; need to review process and status updates.

**Challenges in achieving required service level in Building Inspection and Enforcement:** Attraction/Retention: Building Official positions are highly market sensitive, yet the municipality is mandated to meet legislative requirements and contracted commitments.

**Landfill Services:** evolving program (i.e., diversion, organics/plastics/Styrofoam/household hazardous waste); challenges with operations/hours. General review was submitted to council.

**Fire management resources:** currently operating with a full time chief and volunteer deputy chiefs model with no ability for full week coverage and gaps in proactive Fire Prevention and Public Education.

**Community Services:** need to further operationalize the strategic vision plan; need for enhanced representation on committees and community partner groups; support and liaison with committees of council to ensure objectives and mandates are approved by council and goals are met; oversee any budget allocated to committees by council; ensure committee chairs provide regular reports to council.

## CONCLUSIONS

When compared to local area municipalities in this review, staffing is low. Full time staffing levels are the lowest per household when compared to Wellington North (8.7 full-time staff per 1000 households), Grey Highlands (10.2 full-time staff per 1000 households), Meaford (13.4 full-time staff per 1000 households) and Minto (15.1 full-time staff per 1000 households)

The following gaps need to be addressed: accountability for Asset Management and enhanced Financial Reporting, Analysis and Forecasting; a re-alignment to ensure customer service, legislative functions and corporate services are managed; accountability for Capital Projects and Landfill/Environmental Services; reduced number of direct reports to CAO (15 to six) aligns with effective leadership/span of control and best practice, enables focus on strategic priorities and initiatives including Economic Development.

## RECOMMENDATIONS

The following additions to full time complement are recommended in 2021: Finance and Asset Management Co-ordinator; Customer Service and Records Co-ordinator Capital Projects and Environment Co-ordinator; Junior Building Inspector/Plans Examiner. The following additions to full time complement are recommended in 2022/2023: Human Resources/Health and Safety Co-ordinator; Deputy Fire Chief/Fire Prevention Officer; Bylaw and Property Standards Officer; and an IT Technician.

It is recommended that the municipality introduce a new Performance Management Program with metrics and a Pay for Performance System that includes Department Business Plans, Performance Management Tools that assess Goals/Competencies and Development Plans, and training materials.

Municipality	County	Population	Households	2018 Operating	Payroll
Wellington North	Wellington	11,914	4,839	\$16.1m	not reported
Grey Highlands	Grey	9,804	5,299	\$17.0m	\$4.37m
Meaford	Grey	10,991	5,590	\$20.1m	\$2.85m
Minto	Wellington	8,671	3,370	\$13.6m	\$3.87m
West Grey	Grey	12,518	5,648	\$16.5m	\$2.48m



# Compensation review

## SUMMARY

The last compensation review for West Grey was completed 2015.

The external consultant developed a pay grid structure, which achieved internal, external and statutory equity using updated job evaluation scoring, and market rates that reflected the 55th percentile of the defined pay market. Library positions were included in the 2015 review as well as in the municipality's Pay Equity Plan. The salary grid has been adjusted annually having regard to cost of living increases.

As part of the total compensation package, West Grey implemented an enhanced group benefits program in 2020 for full-time employees. The new program included an increased dental plan per family member, rather than a flat rate per household, maintained prescription drug and para-medical coverage, and formalized vision care coverage.

As part of the comprehensive project, ML Consulting was retained to review and recommend a revised salary grid for West Grey positions that meets legislative standards, best practices and competitive compensation; specifically, to assess the municipality's current pay policy (percentile target), ensure internal equity and Pay Equity compliance, and develop a revised salary grid for implementation in 2021. West Grey Library Services was included in this review. This review did not include volunteer firefighters.

Employees completed updated job description templates that the consultant reviewed and evaluated using an updated/ current job evaluation system. Pay equity was also reviewed and applied. The consultant then reviewed West Grey's data with 11 municipal comparators.

The 2020 compensation review indicates that West Grey pays below all of the defined comparator group with greater deviation in some positions. Financial implications of addressing these deviations will be incorporated into the 2021 budget deliberations beginning in January 2021.

## **BACKGROUND**

A Compensation Review was conducted in 2015 for the Municipality of West Grey. The external consultant developed a pay grid structure which achieved internal, external and statutory equity using updated job evaluation scoring and market rates that reflected the 55th percentile of the defined pay market.

Library positions have been included in the municipality's Pay Equity Plan.

The Salary Grid has been adjusted annually having regard to cost of living increases.

As part of the total compensation package, West Grey implemented an enhanced group benefits program in 2020 that included an increased dental plan per family member, rather than a flat rate per household, maintained prescription drug and para-medical coverage, and formalized vision care coverage.

ML Consulting was retained to review and recommend a revised salary grid for West Grey positions that meets legislative standards, best practices and competitive compensation; specifically, to assess the Municipality's current pay policy (percentile target), ensure internal equity and Pay Equity compliance, and develop a revised salary grid for implementation in 2021. West Grey Library Services was included in this review.

This review did not include volunteer firefighters.

## **PROJECT OVERVIEW**

The Consultant introduced a new job evaluation system and job description template, reviewed updated job descriptions and evaluated all full time and permanent part time positions using the job evaluation system.

Positions were grouped by similar value and a banding framework was prepared consisting of 17 pay bands.

A pay equity analysis was completed using 2020 job rates and the job evaluation results.



A custom market study was completed using 11 municipal comparator organizations.

Proposed 2020 job rates were prepared to reflect the 55th percentile of the defined pay market; and further tested for pay equity compliance.

A 2020 salary grid was prepared for implementation costing; a 2021 salary grid was prepared, adjusting the 2020 job rates by 1.5%.

## **EXECUTIVE SUMMARY**

The 55th percentile pay target is representative and reasonable having regard to scope, size and composition of the comparator group in relation to West Grey and current challenges of attraction and retention at the municipality and in the municipal sector.

On aggregate, West Grey pays below all percentile targets of the defined comparator group (50th, 55th and 60th); with greater deviation in some positions.

The revised compensation structure addresses: internal equity for all positions; all positions were reviewed using consistent interpretation and application of the Job Evaluation System; pay equity compliance; pay equity impacts have been identified and can be addressed by revised band placement and new job rates in the new salary grid; pay policy with job rates (i.e., maximum rate in the salary range for each pay band) reflecting the 55th percentile in the market.

The banding framework was tested and determined that it will support organization growth and job design (i.e., considering number of Bands, position complement and placement of positions).

## COMPENSATION PHILOSOPHY

The following principles were considered during this review:

**Fairness:** internal equity is achieved through Job Evaluation and placing similar valued positions in the same band with a common job rate.

**Compliance:** pay equity maintenance is achieved through analysis and preparing an updated pay equity plan.

**Competitiveness:** market competitiveness addresses attraction and retention issues; achieved by paying at a competitive percentile relative to the market.

**Affordability:** determined by council taking into account budget implications and projections.

## INTERNAL EQUITY AND PAY EQUITY COMPLIANCE

A new job evaluation system was introduced to determine internal equity and support pay equity compliance.

The job evaluation system measures skill, effort, responsibility and working conditions (the four requirements of pay equity compliance) with factor language and factor levels that can effectively evaluate diverse positions in the municipality.

All full time and regular and recurring part time positions were evaluated and placed in bands with positions of similar value.

The banding framework is used to test for pay equity compliance and provides the foundation for the updated Salary Grid.

Pay equity must be achieved and maintained in every band, and this obligation for public sector employers spans back to 1990.

Pay equity should be tested annually and when there are new positions.





Municipality	County	Population*	Operating expenses**
The Blue Mountains	Grey	7,035	\$30,258,217
Minto	Wellington	8,671	\$13,595,059
Brockton	Bruce	9,461	\$17,466,105
Grey Highlands	Grey	9,804	\$16,986,117
Meaford	Grey	10,991	\$19,955,144
Wellington North	Wellington	11,914	\$16,058,422
Guelph-Eramosa	Wellington	12,854	\$12,833,154
North Perth	Perth	13,130	\$24,459,446
Clearview	Simcoe	14,151	\$21,902,972
Springwater	Simcoe	19,059	\$23,366,750
Collingwood	Simcoe	21,793	\$54,319,785
West Grey	Grey	12,518	\$16,508,154

\*2016 Statistics Canada data \*\*2018 FIR data

## MARKET COMPETITIVENESS

Positions were matched by the consultant to similar positions in comparator organizations having regard to job title, job information, organizational charts, and 2020 annual and hourly job rates. A conservative approach was used in the job matching exercise and outlier matches were removed from the analysis.

The Market Summary indicates that on aggregate, West Grey is not competitive to the defined market with greater deviation in some positions (i.e., paying below typical salary).

Revised band placement for some positions has aligned pay rates closer to market based on internal equity.

## **RECOMMENDED 2021 SALARY GRID**

Job rates targeting the annual and hourly 55th percentile of the pay market are recommended based on the size/ scope of the comparator group, and retention challenges experienced at the municipality. The 55th percentile was the recommended pay target in the 2015 Compensation Review.

Job rates were tested for compression and adjusted for pay equity compliance.

Job rates for full time and part time positions (other than student positions) are higher than the 'Living Wage' published for Grey-Bruce (\$18.39).

Staff will prepare an implementation costing for placement of all positions in the new bands, for council's consideration in the 2021 budget deliberations.

## **FUTURE CONSIDERATIONS AND NEXT STEPS**

It is recommended that the Municipality of West Grey:

- » Maintain internal equity by evaluating new and changed positions and test Pay Equity annually
- » Adjust the salary grid annually having regard to average projected adjustments provided by the comparator group, published survey projections, and ability to pay
- » Monitor job rates and market sensitive positions to ensure competitiveness
- » Conduct a cyclical market review (every 3 to 5 years) to mitigate large market adjustments in any one year
- » Review the market comparator group and/or consider adjusting the target market percentile in future years
- » Create a Salary Administration Policy that addresses these elements (job evaluation, pay equity, performance management program).

# Library review

## SUMMARY

The consultant worked with the Chief Executive Officer of the West Grey Public Library Services to analyze service levels, staffing levels and general operations, based on comparators and standards. An operational review report was presented to the library board, with any resulting recommendations coming to council, through the board. Library staff compensation was captured in the municipal staff compensation review.

Operationally, West Grey library services is challenged with providing library services to residents in West Grey over a vast geographic area with the current service and resourcing arrangement. The Administrators of Rural and Urban Public Libraries of Ontario guidelines indicate a sustainable library should service a minimum of 1000 people in the surrounding area within a 30-minute drive and should have a minimum of 8,000 circulations a year. The Ontario Public Library Guidelines recommend public library service outlets be located for the maximum convenience of residents of the community, with no specific guideline indicated for minimum population or circulation; and suggests that someone should not have to drive more than 45 minutes to the nearest library.

Participation in West Grey library programs increased in 2019 as compared to the two previous years. A focused programming strategy and work plan with continued collaboration with municipal recreation staff will advance the library's strategic priorities of becoming a community hub for community connections and resources.

In 2018, service levels were reduced at the Elmwood Resource Centre to four hours weekly. In the consultant's assessment, this puts into question whether a meaningful service is being offered to West Grey residents. As well, 2019 circulation decreased by 70% since 2014 with the majority of identified users/patrons from 2016 to 2019 residing in Brockton.

Additionally, the library is challenged to attract and retain technically qualified staff due to minimal operating hours. This results in the CEO often filling the 'service gap'.

Finally, West Grey library's full time equivalent staff complement is 4.3, which is the lowest among the comparators, while serving the second highest community population (ranks second highest to North Perth in population). The consultant recommends staffing levels be addressed to ensure the library service is "right-sized" to meet the mandate and needs of the community.

## BACKGROUND AND CURRENT STATE

The Library positions have been included in the municipality's 2020 Compensation Review.

West Grey Public Library provides library services to the residents of West Grey in a mix of rural and settlement areas over a vast geographic area of 880 sq km at four library branch locations: Durham (main branch), Neustadt, Ayton and Elmwood, with a total of 66 hours of operation weekly:

- » Durham—38 hours
- » Neustadt—12 hours
- » Ayton—12 hours
- » Elmwood—4 hours (previously 9 hours)

In past few months, a 12-month Programming Plan, a 15-month rolling Marketing Calendar and a promotion package have been developed. A recent survey report shows responding residents are in support of programs being offered and participation in programming increased in 2019 over 2017.

Overall the library system has seen an increase in circulation and visits in 2019 over 2018. However, Elmwood Resource Centre has experienced a decline.

Currently the library is staffed with one full time staff and eight part time staff.

The library is seeking to undertake an accreditation process pursuant to the Ontario Public Library Guidelines Monitoring and Accreditation Council.

ARUPLO (Administrators of Rural and Urban Public Libraries of Ontario) provides targets for a library to provide an appropriate level of service for its community.



## KEY OBJECTIVES

Ensure that the library is 'right sized' to deliver key library services to the West Grey community: benchmarking other Libraries of similar size/population; assessing existing staffing structure, staffing levels, compensation levels, job titles, job descriptions.

Ensure that the staffing and service delivery model aligns with West Grey Public Library's stated priorities of providing relevant resources for current needs, follows relevant organization design principles and best practices in the sector, and addresses key challenges faced by the library.

Review of service areas and staffing will include considerations of:

- » **Strategy:** aligns with West Grey Public Library's strategic priorities and directions
- » **Structure:** organizational design aligns 'like' functions to foster the cross-pollination of ideas
- » **Process:** Structure facilitates improved process efficiencies and streamlining of services
- » **People:** Optimal use of each staff member, ensuring they are contributing to the objectives of the Library
- » **Culture:** Structure fosters a culture of dedication to service excellence across the organization
- » **Cost effectiveness and ability to pay.**

## APPROACH

The consultant interviewed the Library CEO and probed the following: key challenges in staffing; key challenges in servicing; accomplishments; what's working well; challenges; areas to improve in staffing and service delivery.

The consultant also interviewed the Library Board Chair and the three municipal councillors that serve as board members.

## West Grey Public Library Service Metrics

WGPL	Circulation			No. of visits to branch			No. of new patrons			Weekly operating hours		
	2017	2018	2019	2017	2018	2019	2017	2018	2019	2017	2018	2019
Ayton	1,974	1,940	2,402	1,272	1,447	1,525	16	35	17	12	12	12
Durham	35,926	35,465	34,327	20,731	19,679	20,049	339	291	247	40	38	38
Elmwood	882	733	560	629	573	538	3	8	8	9	4	4
Neustadt	4,319	4,422	4,783	2,573	2,231	2,136	33	38	18	12	12	12
E-resources	7,301	9,676	10,702				82	83	80			

### OTHER SOURCE DOCUMENTS FOR THE LIBRARY INCLUDE:

Library Comparator Service Metrics  
 Circulation and User Residency for the Elmwood Resource Centre  
 Strategic Plan 2020-2023  
 ARUPLO Guidelines for Rural/Urban Public Library Systems (2017)  
 Ontario Public Library Guidelines for Accreditation (2017)  
 WGPL Survey Results (2020)

Library comparators identified for benchmark comparison include Grey Highlands, Hanover, Meaford and North Perth Interviews, source documents and comparator information have provided context and information to provide recommended solutions



## **GAP IDENTIFIED — SERVICE LEVELS, EFFECTIVE RESOURCING**

The library is challenged to attract and retain competent/technically qualified staff with so few hours available; the CEO will often fill the 'service gap'.

ARUPLO guidelines indicate for a sustainable library it should service a minimum of 1000 people in the surrounding area, someone should not have to drive more than 30 minutes to reach a library and the library should have a minimum of 8,000 circulations a year.

OPLG guidelines recommend public library service outlets be located for the maximum convenience of residents of the community, with no specific guideline indicated for minimum population or circulation; and suggests that someone should not have to drive more than 45 minutes to the nearest library.

WGPL Full Time Equivalent Staff (FTEs) of 4.3 is lowest among the four library comparators and serves the second highest community population (ranks second highest to North Perth in population).

The Elmwood Resource Centre fails to meet any of the benchmark measures in the ARUPLO Guidelines relating to facility size, hours of operation, staffing, collections, seating and public computers for small branches (serving up to 5,000 population). Ayton and Neustadt branches are closer to meeting the benchmark measures. The Durham branch meets some of the benchmark measures for a medium branch (serving up to 10,000 population).

Elmwood circulation and branch visits have declined year over year, 2017 to 2019. Based on available data, more Elmwood Resource Centre users from 2016 to 2019 resided in Brockton (60%) as compared to West Grey (40%); circulation has decreased by 70% since 2014.

Currently, curbside service is offered at the Elmwood Resource Centre (one hour/week).

## **CONCLUSIONS**

WGPL is challenged with providing library services to residents in West Grey over a vast geographic area with the current service and resourcing arrangement. Library program participants increased in 2019 as compared to the two years previous. A focused Programming Strategy and Work Plan with continued collaboration with municipal recreation staff will advance the strategic priorities of the library (i.e., community hub, community connections and resources).

Service levels were reduced at the Elmwood Resource Centre in 2018 to 4 hours weekly, which puts into question whether a meaningful service is being offered. Circulation in 2019 decreased by 70% since 2014; the majority of identified users/patrons of the Elmwood Resource Centre from 2016 to 2019 reside in Brockton.

## **IDENTIFIED OPTIONS**

The following options have been presented to the Library Board for consideration: Investigate the feasibility of accessing adjacent library systems (e.g., Hanover Public Library.); utilize services already offered by the Bruce County Library (with no cost). The closest library branches to Elmwood are Chesley and Walkerton. Chesley Library is open six days a week, an eight-minute drive from Elmwood; Walkerton Library is also open six days a week, and 16-minute drive from Elmwood; investigate the

feasibility of accessing the Bruce County Bookmobile—At this point the initiative has been deferred. Introduce a locker system at the Elmwood Resource Centre—a locker system can extend coverage and accessibility of the library service, offers patrons self-service at a convenient time for them and can be placed at any indoor location. It allows patrons to place holds on materials in the usual way and collect them at the locker system and returning previously borrowed items. Life cycle: 7-10 years; locker cost: to be determined; staffing requirements: deliver books each week and pick-up returns, three hours of staff time/week plus mileage.

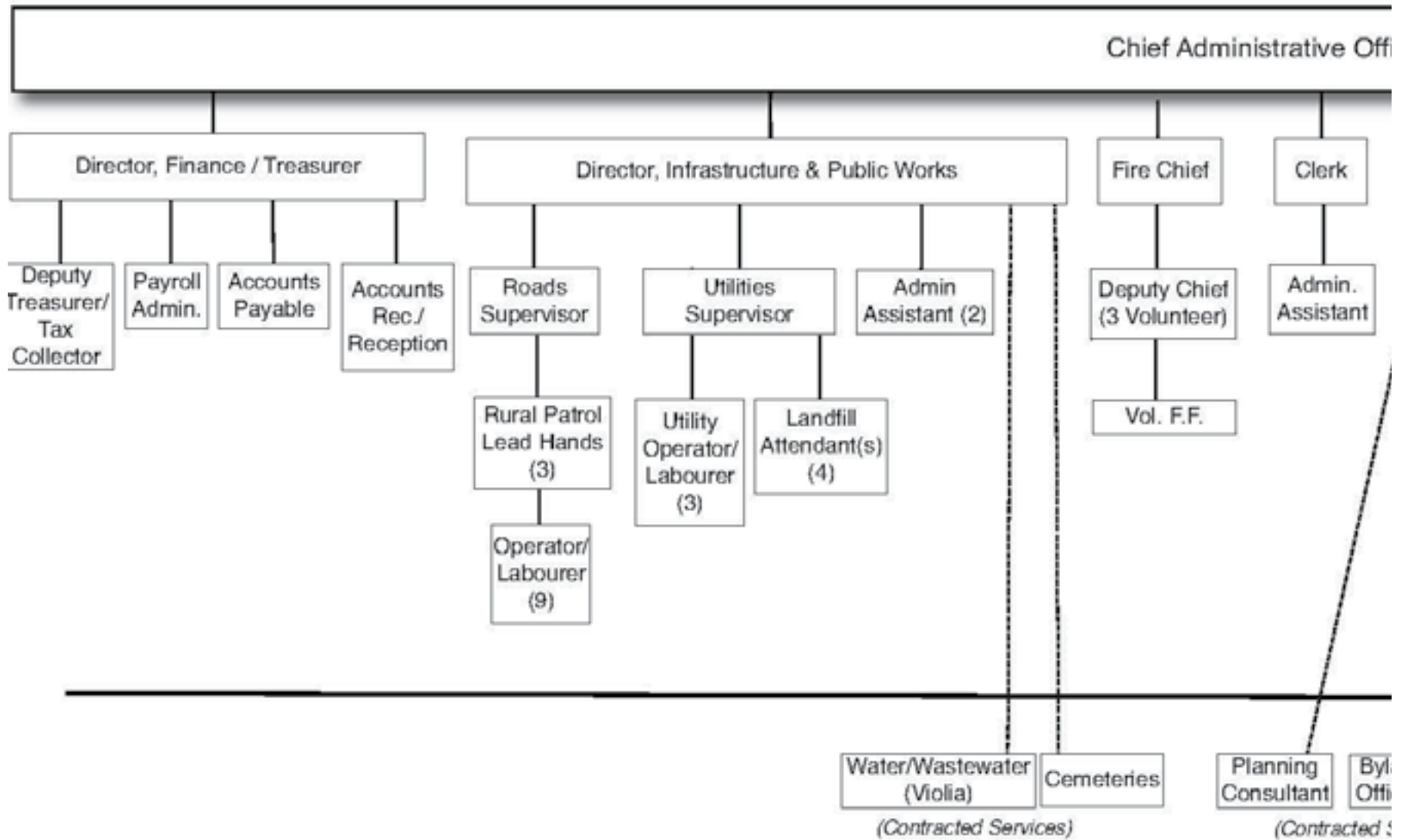
## **RECOMMENDATIONS**

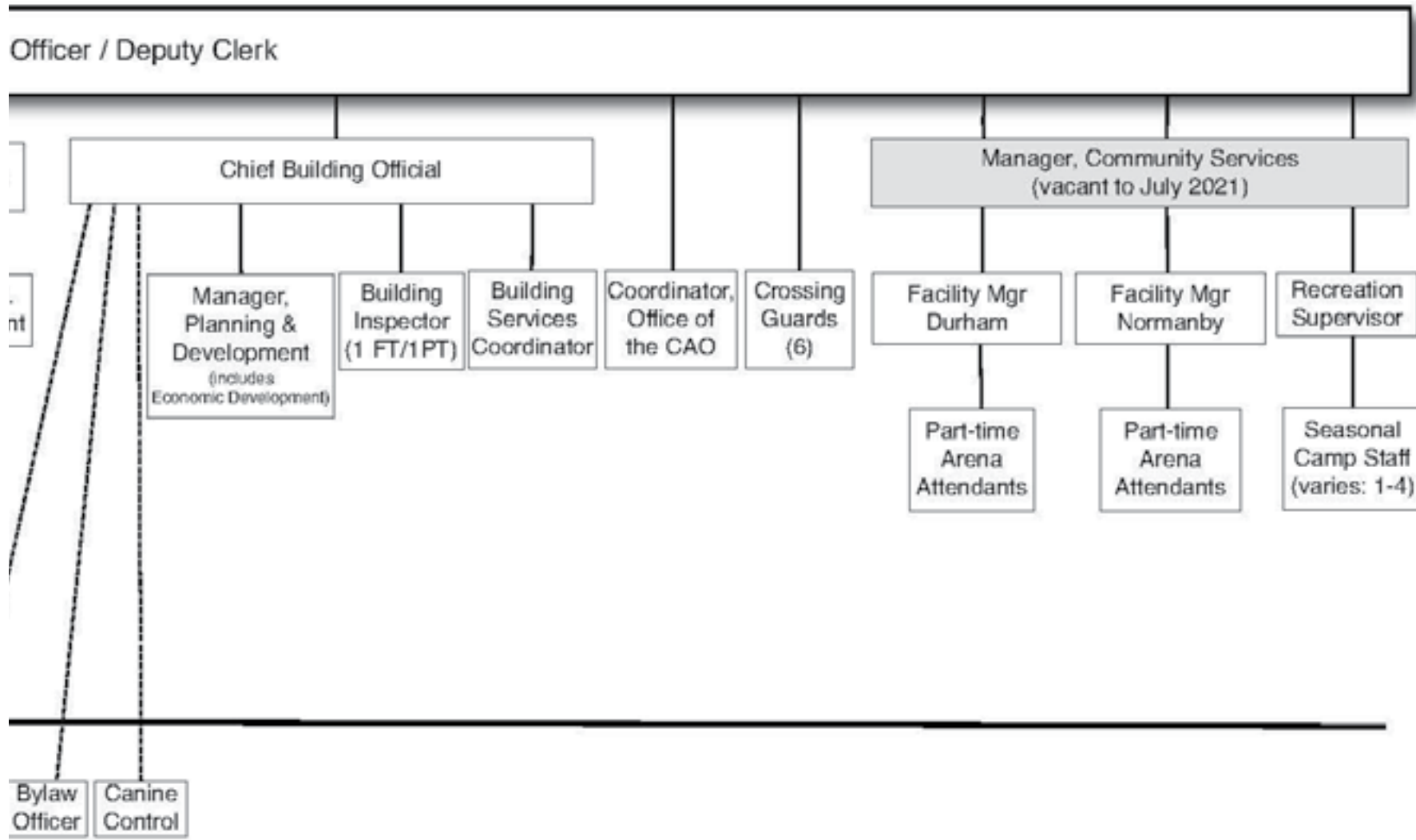
It is recommended that the Board give consideration to the following: The CEO/Chief Librarian develop a programming strategy and annual work plan; the Board direct the CEO/Chief Librarian to investigate a service delivery option with adjacent libraries for Elmwood residents; discuss with the County of Bruce that Elmwood residents are being provided an option to use Chesley and Walkerton; and engage with the Elmwood residents to inform them of new service delivery model.

Circulation, branch visits and new member metrics continue to be monitored and reported to the board for all branches.



# Organizational chart 2020





ted Services)



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