



**THE CORPORATION OF THE MUNICIPALITY OF LAMBTON SHORES  
SPECIAL COUNCIL MEETING  
AGENDA**

Meeting #: 11-2017  
Date: Tuesday, June 27, 2017  
Time: 3:30 p.m.  
Location: Legacy Centre - Thomas Hall, Thedford

Pages

1. **Call to Order**
2. **Declaration of Pecuniary Interest**
3. **Approval of Agenda**

**RECOMMENDATION:**

**THAT** the agenda for the June 27, 2017 Special Council meeting be accepted as presented.

4. **Presentations**

4.1 **Bill Winegard and John Armstrong - Lambton Shores Workplace Review**

4.2 **Report CAO 09-2017 - Organization and Workplace Review Report**

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**RECOMMENDATION:**

**THAT** Report CAO 09-2017 presenting the attached Organization and Workplace Review Report from Bill Winegard and John Armstrong be received for discussion.

5. **Adjournment**

## THE MUNICIPALITY OF LAMBTON SHORES

**Report CAO 09-2017**

**Council Meeting Date: June 27, 2017**

**TO:** Mayor Weber and Members of Council

**FROM:** Kevin Williams, CAO

**RE:** Organization and Workplace Review Report

**RECOMMENDATION:**

**THAT** Report CAO 09-2017 presenting the attached Organization and Workplace Review Report from Bill Winegard and John Armstrong be received for discussion.

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**SUMMARY**

This report is provided to support the presentation of the Organization and Workplace Review report as requested by Council through its 2015-2018 Action plan.

**BACKGROUND**

Council's 2015-2018 Action Plan included an objective related to Municipal Workplaces.

"We will evaluate options and adopt a firm plan for the future workplaces of Lambton Shores employees."

The scope of work for this evaluation was defined as including a 10-20 year projection of future staffing needs, and providing an overview and projection of physical workplace needs. Options were to be evaluated on the basis of potential cost and foreseeable benefit in terms of health and safety, efficient administration, a unified Lambton Shores brand, public access and customer service, and effective coordination of municipal departments.

The consulting team of Bill Winegard and John Armstrong has now completed their report and will provide a presentation of their findings to Council on June 27<sup>th</sup>. A similar presentation will be provided to staff on June 28<sup>th</sup>.

With this study in hand, and based further on Council's consideration of the findings, Staff would anticipate developing an implementation plan designed to advance the most urgent of the recommendations.

## **ALTERNATIVES TO CONSIDER**

This report is provided for information, discussion, and the input of Council. In some cases, the considered implementation of change is within the realm of administration, but in many cases Council approval will be required as a result of outstanding resolutions, or to allocate the funds required for implementation.

Council does have two outstanding resolutions related to the recommendation for hiring a Fire Chief.

### ***16-1115-35 Carried***

**THAT** Council consider hiring Full Time Coordinator and Safety Officer for Lambton Shores and that a report be provided from staff on this matter.

### ***16-1115-36 Carried***

**THAT** the resolution to consider hiring a full time Coordinator and Safety Officer be tabled until Council receive the Organizational and Facility report that is being conducted in Lambton Shores.

Staff is prepared to move quickly in bringing forward the requested report if resolution 16-1115-35 is lifted from the table.

Council has also long considered the need to deal with the physical condition of the Forest Works Depot. Given the study's findings and recommendations related to this facility, Council may also wish to expedite this process through a recommendation that "Staff investigate and report back on alternatives for the Forest Depot."

Council could request further input and information from Staff on any of the other recommendations contained within the report.

## **RECOMMENDED ACTIONS**

**THAT** Report CAO 09-2017 presenting the attached Organization and Workplace Review Report from Bill Winegard and John Armstrong be received for discussion.

## **FINANCIAL IMPACT**

There is no financial impact associated with Council's receipt of this report.

## **CONSULTATION**

None

**MUNICIPALITY OF LAMBTON SHORES**

**ORGANIZATION and WORKPLACE REVIEW**

**REPORT**

**Bill Winegard**

**John Armstrong**

**June 17, 2017**

# **LAMBTON SHORES**

## **ORGANIZATIONAL AND WORKPLACE REVIEW**

### **EXECUTIVE SUMMARY**

Following an RFP process, Bill Winegard and John Armstrong were commissioned to address three questions pertaining to the future of the Lambton Shores municipal corporation over the next 10-15 years:

- what municipal staffing should be expected by 2031?
- what organization of departments/work groups would be advisable within that period?
- in keeping with conclusions on those two questions, evaluate Lambton Shores' current workplaces and location of workplaces, identify and evaluate future workplace needs and options for the configuration of workplaces, and make recommendations.

This report is based not only on the consultants' own experience as municipal managers and consultants for dozens of small municipalities, and on information obtained from other municipalities, but also on our consideration of the input we received from individual discussions with each member of Council and municipal staff. We are grateful for your interest, candour and thoughtfulness. Naturally, everyone will not agree with our projections for the future and our recommendations. We can assure you, though, that none were made without seriously considering the input we received.

Among our expectations for new permanent positions by 2031, the following priorities are recommended for the near future:

- fill the existing position of Project Coordinator in Community Services
- create and fill the position of Lambton Shores Fire Chief
- add one additional position of Operator-Roads in Community Services
- formalize a new position focused on marketing, tourism, economic development

Organizationally, we highly commend the recent structure in Community Services whereby one manager has responsibility for roads and related operations for and across the whole municipality, while the other manager has responsibility for facilities and parks-related operations for and across the whole municipality. In our view, the priority is to give full effect to this structure, with recommendations related to titles, staging/dispatch practices, and greater separation of roads operations and staffing from facilities/parks operations and staffing.

The deficiencies of the Community Services depot in downtown Forest are well-known and obvious. A new depot in another Forest location, and of an appropriate size for seasonal and occasional use, must be obtained or built as soon as possible. Of equal priority is the

small addition to the Northville Operations Centre which will enable it in practice to be the hub for Community Services operations staff.

The report contains specific sketches of the depot design and Northville Operations addition we recommend. We estimate building costs for all three recommended facilities combined of approximately \$ 1.3 million plus servicing.

The overwhelming majority of Council members and office staff indicated that a consolidation of office staff would yield efficiencies and other benefits to the public and the corporation that are hard to quantify but hard to dispute. We agree. While measures are in place to make the best of a cumbersome situation (mail shuttles, inter-office staff gatherings) and further measures can be taken (local calling between offices), a plan needs to be in place to bring office staff together. In our view, the priority is corporate services, finance, and the future Fire Chief. The report provides a detailed analysis of office space needs, a variety of size and locational options, and our grading of the options. Depending on the office location chosen, a number of Council Chamber options are provided for Council's consideration.

Consultants offer an independent eye and an independent ear, assemble and analyze the relevant information, and present recommendations on which Council, management and staff can base further discussion and decision-making. Reflecting on the report, then, Council will expect management to report back on the feasibility of our recommendations, options for timing and funding, and more detailed analysis such as costs, collective agreement issues if any, site conditions, and perhaps late-breaking options.

We sincerely appreciate the opportunity to work with Lambton Shores Council and staff and to help you prepare for the future and address some important issues.

# **LAMBTON SHORES ORGANIZATION AND WORKPLACE REVIEW**

## **REPORT**

### **INTRODUCTION**

#### **The Mandate of this Review**

This Review was commissioned in order to look to the future of the organization of Lambton Shores' municipal corporation. More specifically, what type and number of staffing should it expect to have within a 10-15 year horizon, given the services the Municipality will be expected to provide, the issues it will expect to confront, and the methods of service delivery it is likely to choose? How should that staff best be organized into departments and work groups? Finally, what type and configuration of administrative and operational workplaces should the corporation aim for, in order to maximize the efficiency and quality of service provided by its staff.

The first two parts of this Report summarize our conclusions and recommendations with regard to the additional staffing which should be anticipated over the 10-15 year horizon, and the organization that we would recommend. Considerably more detailed observations, conclusions and recommendations are provided in Appendices 1-5, as background for the Staffing and Organization sections of the report.

Having postulated a Lambton Shores permanent staff complement and organization, the remainder of this Report deals with observations, analysis of needs and options, and recommendations with respect to future workplaces for Lambton Shores staff. Section E addresses Operations workplaces for the Community Services department. Section F deals with office workplaces for the Municipality's corporate, financial, and fire services (including a discussion of Council Chamber options).

#### **Sources of Input**

In order to approach this mandate, and ultimately to draw conclusions and make recommendations, the consultants have had the benefit of several key sources:

- interviews with each member of Council
- Council's 2015-2018 Action Plan
- interviews with each member of the Municipality's permanent staff
- interviews with the chiefs of each of Lambton Shores' five fire stations

- consultation with Dave Guilbault of ADS FirePro Consulting, fire service management consultants
- two meetings with the senior management team
- meeting with the County's heads of planning services, building code services, engineering, and roads operations
- a great deal of additional information provided by staff at our request concerning current operations, staffing, workplaces, and municipally-owned property
- a survey of 12 Ontario municipalities with significant similarities to Lambton Shores, collecting information about their features (population, length of road network, etc.) , their methods of service delivery (County-delivered, contractor-delivered, staff-delivered), their compensation expenditures and their full-time staffing for the functions provided by Lambton Shores staff. See Appendix 6.
- a request for information from small municipalities across the province that have recently built or added to their municipal offices (five responses were received). See Appendix 7.

In addition, the consultants bring lengthy municipal experience to their observations. Bill Winegard was CAO in two relatively small rural-urban municipalities and has undertaken management consulting projects in three dozen other small municipalities. John Armstrong rose from operator to Director of Public Works in Richmond Hill as it grew from a relatively small, rural-urban municipality to one of almost 200,000. He has since provided public works management consulting services to two rural-urban municipalities covering dimensions similar to those of Lambton Shores.

### **Services Not Delivered by Municipal Staff**

Our inter-municipal survey indicated that agents other than municipal staff deliver services in Lambton Shores which in some or most similar municipalities, are delivered by municipal staff. For example, Lambton County delivers landfill, library, professional planning, and plumbing inspection services that in some other municipalities are staff-delivered. Lambton Shores contracts for the management of its water and wastewater treatment plants and of its water delivery and wastewater collection systems. It contracts for its IT planning and support, which some others do not. As do all the other municipalities surveyed, Lambton Shores contracts for the delivery of police services and waste/recycling collection.



It became clear from our interviews that there is general satisfaction with these services. No-one seems to expect these services to be brought in-house in the foreseeable future. County staff expect the status quo to continue, although they would certainly work with the Municipality to investigate alternatives, if Lambton Shores asked the County to do more or less.

With this background, we have made the blanket assumption that those services now delivered by the County or by contractors will continue to be so. We have not attempted to incorporate these services in our staffing or organizational projections for the future. Indeed, in some functions such as parks maintenance, we have suggested that a judicious spot use of contractors could make operations more efficient in the future and make better use of the Municipality's own well-trained staff.

### **Evaluation Criteria**

In keeping with the terms of reference for this review, our recommendations related to staffing and organization are based on our consideration of the following criteria:

- correspondence between current and foreseeable service delivery requirements and staffing/organization
- correspondence between current and foreseeable external pressures and staffing/organization
- staffing/organization required to implement Council's action plan
- efficient delivery of services
- reflection of input received from Council and staff
- clarification of management roles and responsibilities
- improved delivery time and quality of service to customers
- strong coordination between departments, and between departments and key stakeholder organizations
- opportunities for employee development and succession planning

In addition to the foregoing criteria, recommendations related to workplaces are based on our consideration of the following criteria:

- health and safety risk
- customer service and convenience
- accessibility for the public
- service delivery efficiency

- coordination of work planning and priorities
- location in relation to anticipated need
- size in relation to anticipated need
- presentation to the public of a unified Lambton Shores brand and presence

## **A - FUTURE STAFFING**

**-- For Greater Detail, see Appendices 1 to 6 --**

Within the 10-15 year horizon of this review, Lambton Shores should anticipate and provide for, not only its existing permanent staff complement, but also for following:

1. two additional permanent operators in the Community Services - Roads section
2. no additional permanent operators in the Community Services - Parks/Facilities section, although we recommend judicious additional use of casual employees and/or contractors in order to make best use of the existing permanent operator complement and to minimize the withdrawal of operators from roads duties to parks/facilities duties
3. one Human Resources professional
4. one Marketing/Tourism/Economic Development professional (we note that the Municipality now has a similar position as a temporary contract)
5. No additional position reporting to the CBO, assuming that the County will continue to provide back up for the CBO during periods of vacation and excessive workload, and continue to regulate provide plumbing and septic systems
6. No additional position reporting to the Municipal Bylaw Officer, on the assumption that the same number or even additional seasonal and contract personnel will be engaged and that the Bylaw section will assume responsibility for the physical collection of Grand Bend parking meter revenue
7. one full-time Fire Chief immediately, subject to appropriate definition of duties and priorities, as well as support from within the existing administrative assistant complement
8. later within the 10-15 year horizon, one full-time Administrative Assistant-Fire
9. later within the 10-15 year horizon, one permanent Fire Inspector, on at least a part-time basis

We assume that the following services will continue to be provided to Lambton Shores by contractors:

- operation and maintenance of water supply facilities, water distribution systems, wastewater collection systems, and wastewater treatment facilities
- solid waste and recycling collection services
- police services
- major capital works

- IT support

We recommend and assume that the following services will continue to be provided to Lambton Shores by the County:

- landfill/waste disposal
- libraries
- professional planning services
- plumbing and septic system approval and inspection

With respect to parks and facilities, based on Council member input we assume that the Municipality's role will continue to focus on the maintenance and operation of facilities, and on the facilitation/promotion of recreational activities offered by community groups/non-profit organizations/local businesses, rather than on the direct operation of programs.

## **B - FUTURE ORGANIZATION**

### **Community Services**

**- - For Greater Detail, see Appendices 1 and 2 - -**

1. We recommend that the Community Services Department retain its current range of responsibilities encompassing roads, drainage, parks, beaches, facilities, and engineering.
2. We highly commend the recent realignment within that department whereby one manager has responsibility for and across the whole municipality for roads, drainage, and related maintenance and operations; while the other manager has responsibility for and across the whole municipality for parks, beaches, harbours, arenas and community centres.
3. In keeping with the "services for and across the whole municipality" alignment of the department, the Manager of Roads should clearly have the authority AND the ability to assign work and establish priorities for the whole crew of roads operators on a daily, weekly and seasonal basis
4. We support the current structure within the roads section of 3 lead hands. The basis for lead hand selection should continue to be the experience, judgment, know-how, and above all the respect of both the manager and fellow employees. Focusing on these factors will be in keeping with the "services for and across the whole municipality" alignment of the department.
5. We support the current structure of 2 lead hands within the Parks/facilities section, based primarily on the responsibility of each lead hand for the operations of an arena for more than half the year.
6. While we support one of the Roads lead hands continuing to oversee beach/harbour/parks operations in Grand Bend as well as roads , we recommend that responsibility for parking meters and parking meter revenue be transferred to the Municipal Bylaw Officer and seasonal bylaw employees. Within the 10-15 year horizon, we also recommend that the Municipality review this "combined lead hand role" for Grand Bend and potential alternatives.

### **Corporate and Financial Services**

**- - For Greater Detail, see Appendices 3 and 4 - -**

1. We note that the "Chief Administrative Officer" structure - which justifiably prevails across Ontario - recognizes that municipalities provide an unusual range

of services and high-cost infrastructure to the public in a complex and constantly-changing legal and financial environment, which is subject to close scrutiny and demanding expectation by the public. The Chief Administrative Officer position is expected to

- provide coordinated, well-informed, and timely advice and support to Council
  - ensure the effective pursuit of Council's priorities, communicate those priorities to staff and other implementation bodies, and reflect back to Council on the financial and other factors which impact on implementation
  - ensure the integrity, reporting, and performance of the Municipality's financial status and capital assets, in collaboration with the Treasurer position
  - ensure that the Municipalities varied and dispersed operations and infrastructure are nonetheless efficient, coordinated, and managed in accordance with Council policy and budget
2. These expectations typically require near-daily contact and consultation among the CAO and department heads, particularly the Clerk and Treasurer, in response to emerging situations, Council agendas or requests, Provincial reporting or grant opportunities, etc.
  3. Currently the CAO and Clerk are 34 kilometres from the Treasurer and 18 kilometres from the Director of Community Services. Municipal management and staff have done well over the years to make this cumbersome arrangement work. Nonetheless, it is clear to us - and indeed to most of the staff - that the current physical separation of these offices is inconsistent with the Municipality's organizational objectives, impedes the efficiency and communication within the corporation, requires unnecessary travel , and makes the CAO's task more difficult.
  4. Due to its evolution over the years and its central importance to the achievement of Council's Action Plan, we recommend that the current position "Facilitator of Recreation and Leisure Services", now in Community Services, be renamed "Facilitator of Community Partnerships and Initiatives" and transferred either into the Clerk's Department or reporting directly to the CAO.
  5. The recommended future position of "Marketing/Tourism/Economic Development Officer" would report to, and offer additional skills in support of, the Facilitator position.

6. The future position of Fire Chief should report directly to the CAO as a part of the senior management team with the Clerk, Treasurer, and Director of Community Services
7. We note that the future positions of Fire Chief and Fire Inspector will inevitably share common ground with the Chief Building Official and to some extent with the Municipal Bylaw Officer, in terms of site visits, inspections, development review, complaint resolution, derelict buildings, enforcement procedures, and occasional Court activity. While we do not recommend doing so at this point, within the 10-15 year horizon the Municipality should review the potential for a separate department encompassing the nexus of common expertise and issues among these positions related to protective services.

## **C - EVALUATING CURRENT WORKPLACES**

### **Community Services**

1. The Municipality has put in place an organization wherein the Manager of Roads has responsibility for efficient and equitable operations across and on behalf of the whole Municipality. To meet this responsibility, the Manager must have not only the authority but also the ability to meet with and assign work assignments to the full roads crew on a daily basis if necessary.
2. The Northville operations centre is relatively modern, spacious and well-designed for its purpose, and an excellent central location within the Municipality. It serves and should continue to serve as the management office for Community Services and primary dispatch location.
3. Northville is able to accommodate all of the Lambton Shores large equipment if necessary. However, it is not quite large enough to accommodate the full Lambton Shores roads crew, either now or given the two additional operators we recommend within the 10-15 year horizon. Its lunchroom is inadequate, it lacks facilities for female operators, and does not have office space for the three lead hands.
4. Its favourable terrain and spacious location could readily facilitate an addition to the operations side of the building.

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5. The Forest depot is decrepit, uncomfortable, and in a downtown mixed residential/commercial location which is not suitable for a Public Works operation. It should cease to be used as soon as feasible, and the building demolished.
6. While the property is likely to require some environmental clean-up, Council should consider its options for returning it to use as part of the Forest downtown urban fabric. The assessed value of the property is \$188,000
7. The size of the current building, however, is a good model for the size needed for a future depot for winter storm operations and seasonal parks headquarters.

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8. The Grand Bend depot is cramped, outdated, and poorly located. It is essentially primarily acting as a parks shed, although some recent repair work has made it fit for a headquarters for the summer bylaw staff. It is a poor use of a valuable property and should be abandoned. It has little space for large equipment turnaround and is reported to be too close to the main intersection.
9. Given its location, however, and the growth in Grand Bend, the property should have sales potential. Its assessed value is \$253,000.



### **Corporate and Financial Services**

1. The Administration office on the second floor of the "Shores" building in Forest is recently-built and well-appointed 2100 sq ft, with good-size offices and a useful boardroom/interview room. Being in a well-used public facility, it is fairly visible with plentiful parking.
  2. The Shores lower level has a large meeting room available for community and Administration use, as well other features of the arena, such as storage space.
  3. Its only potential to accommodate additional staff within the existing building envelope would be to take over the space - approx. 1700 sq ft - now occupied as the Suncor Fitness Centre.
  4. It lacks a staff lunchroom (the boardroom/interview room is now used) and has limited staff washroom facilities. Large washrooms are available on the lower level of the Shores for public use. It does not have a vault or adequate sized file room/archive, although some file storage takes place on the lower level.
  5. There are no Council member facilities or Council Chamber.
  6. The site is serviced, large and flat; the building could be expanded on at least two sides.
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7. The Grand Bend office occupied by the Finance Department provides adequate accommodation for the seven members of the department on the main floor, together on the lower floor with a small committee room, and a large room which serves as lunchroom, copy/mail room, file archive, and until recently a stopping place for summer bylaw officers.
  8. Reception space is very limited. The lower floor does not have barrier-free access. Washroom facilities are inadequate by today's standards and parking space is inadequate.
  9. Given the adjacent terrain and size of property, the building could not expand.
  10. Given its location at the main intersection of Grand Bend, the property may have value for sale. Its assessed value is \$366,000.
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11. The Northville office adequately accommodates seven positions in nearly 3000 sq ft. The building is not designed for substantial public interaction, lacking a lobby and combining staff and public washrooms. It has a small lunchroom, small storage room, no file room or vault, a good-size administrative/reception area, and a useful committee room. It has direct access to the Operations Centre in which the Manager of Roads and the Manager of Parks/Facilities have their offices, and to the Northville Fire Station.

12. Two of the five individual offices are occupied by positions which we have recommended be moved from Community Services to be closer to the CAO and corporate services staff
13. It serves well as the headquarters for the Community Services Department and requires little change in order to continue doing so.
14. The location is central within Lambton Shores although only visible from the highway by virtue of the water tower on site.
15. The site is large and flat. Building expansion to the north or south is feasible.

## **D - WORKPLACE NEEDS OVER THE NEXT 10-15 YEARS**

### **Community Services**

1. The Northville Operations Centre needs to be expanded in order to be able to accommodate the full Lambton Shores crew of roads operators. The need is approximately 2000 more sq ft, to accommodate an adequately sized lunch room/staging area, adequately sized male and female washrooms with showers, and an office for the lead hands.
2. There is really no alternative to Northville as the central operations headquarters. Not only is it the most modern, spacious and central, but neither the existing sites nor the existing buildings in Forest or Grand Bend are suitable.

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3. There is a need in Forest and Grand Bend for seasonal depots, from which a small crew could work from time to time if assigned there by the Manager of Roads. For example, if a storm sewer vacuum operation were taking place in either urban area, the Manager is likely to assign the vacuum truck crew to report directly to the Forest or Grand Bend depot for the duration of the work. Similarly if a winter storm were expected, the Manager is likely to assign a couple of operators and equipment to begin ploughing operations from these depots when called out.
4. The seasonal depots would each also serve as headquarters for the summer parks staff, with a designated crew of permanent operators and summer staff assigned to each by the Manager of Parks/Facilities.
5. Each depot should ideally include two bays for large equipment, one small bay for light equipment (mowers, sidewalk ploughs) male and female washrooms each with a shower, a small lunchroom, and a small office.
6. A new site and a new building is required most urgently in Forest but also in Grand Bend.

### **Corporate and Financial Services**

**-- For More Detail, see Appendix 7 --**

1. Present and future corporate and financial services positions need to be located in the same building in order to facilitate the coordination and efficiency sought by the Municipality and previously discussed.
2. The current complement of these positions is 16 (7 in the Finance Department in Grand Bend and 9 (including the County planner) in the CAO and Clerk's areas in the Shores building.

3. In accordance with our recommendations, the Finance and Corporate Services site should provide for the following additional positions over the 10-15 years:
  - Facilitator of Community Partnerships and Initiatives (move from Community Services)
  - Human Resources officer
  - Marketing/Tourism/Economic Development officer
4. We also believe that an office should be provided for the use of the Mayor and/or members of Council, as is almost universally done in other municipalities.
5. The two existing buildings each also contain a desk or small cubicle for casual employee use. In a future combined Finance/Corporate Services setting, 3 such small casual cubicles should be provided.
6. Therefore, a combined Finance and Corporate Services setting to serve Lambton shores for 10-15 years would need to accommodate 20 permanent positions and 3 cubicles for casual employees
7. A municipal office requires two types of accommodation. The first is direct office accommodation including enclosed offices, unenclosed offices, cubicles, and the associated halls and walls. The second need is for the variety of ancillary facilities to serve the public (e.g. lobby, washrooms, meeting/interview rooms) and staff (e.g. vault, lunchroom, file archive). For maximum efficiency and public awareness, a Council Chamber is also typically attached.
8. In terms of directly occupied office space (including halls and walls between offices), the current situation across the Municipality's three office locations is broadly consistent with a number of other recently-built municipal offices elsewhere (see Appendix 2) and appears to be satisfactory to staff. 160 sq ft per employee is the norm. In a future combined Finance/Corporate Services setting, therefore, the directly-occupied space need would be 23 positions X 160 sq ft = 3680 sq ft.
9. Experience with the three existing office settings and with those elsewhere suggests the following additional ancillary functional features are required:
  - lobby/reception area est. 400 sq ft
  - Committee Room (adequate to accommodate a meeting of all Council members + senior staff, est. 400 sq ft

or a meeting of all employees on site)

- at least one Interview room  
(e.g. CBO or Planning applicants) est. 150 sq ft
- Public washrooms (3 @ 75 sq ft each) est 225 sq ft
- Staff washrooms (3 averaging 100 sq ft each) est 300 sq ft
- Lunchroom (seating for half staff + equip) est 400 sq ft
- Vault est 100 sq ft
- Mail/print/copy room est 150 sq ft
- IT server room est 150 sq ft
- File archives est 400 sq ft
- Storage, mechanical, custodial est 300 sq ft
- Sub-total ancillary functions est 3000 sq ft
- Add 15% for halls and walls est 450 sq ft
- TOTAL ancillary functions est 3450 sq ft

10. Therefore, the approximate internal dimensions of a combined administrative headquarters for Lambton Shores in 2031 would be 7130 sq ft., assuming for the moment that such a headquarters were a new standalone building (i.e. did not share facilities with any existing building). Note that this estimate does not provide for a Council Chamber.
11. The current split among Lambton Shores' 3 offices is 11 enclosed offices and 13 unenclosed offices, cubicles or occupied desks. This is fairly consistent among other small municipalities. Department Heads typically have offices of about 150 sq ft to include a small meeting table and four chairs. Other supervisory or professional staff typically have enclosed offices in the 100-120 sq ft range, particularly if they have staff reporting to them or they commonly have visitors from the public or other agencies. Other positions are typically given a semi-enclosed space of 75-90 sq ft., with cubicles for casual use typically smaller.

### **Fire Service**

1. While each of the five stations has an office for the station chief and usually assistant station chief, space must be found for the full-time fire service staff that we project in the 10-15 year horizon. The objectives derived from the Office of the Fire Marshal's report - align the fire service more closely with the Municipality and ensure that the Municipality provides more support to the fire service -

indicate that the proper accommodation for the Fire Chief and the other central fire positions is in a municipal office, rather than isolated in one of the fire stations.

2. The requirement will be 150 sq ft enclosed office for the Fire Chief immediately, and two 75-90 sq ft unenclosed offices for the Administrative Assistant- Fire, and the Fire Inspector. Including halls and walls, the Fire service office requirement (@ 160 sq ft per employee) would be roughly 480 sq ft.
3. The addition ultimately of the three Fire positions is unlikely to significantly affect the requirement for ancillary functional space
4. As a result, the total consolidated office space requirement until 2031, incorporating all finance, corporate, and fire services, would be about 7600 sq ft (again assuming for the moment that it did not share building facilities with any existing building). No Council Chamber is included in this estimate.

### **Fire Service Alternative Scenario**

1. As a new department with a significant new mandate, the best location for the Fire service office position would be in close proximity to the CAO and the positions responsible for payroll, IT, records management, etc.
2. The key point, though, is that the fire positions be co-housed with other municipal positions, not in another standalone location
3. So, a potential alternative for the fire positions would be the Northville office location with Community Services, if space could be found
4. It was noted earlier that two positions now in Northville offices should be located with the CAO and other corporate services. This would leave two offices available in Northville
5. Furthermore, the Northville offices are also in the same building as the Northville Fire station, which has room on the south wall (approx. 175 sq ft) and on the west wall (approx 100 sq ft) to create additional internal office space at a lower cost (albeit with a poorer ambience) than new built space.
6. The reception/administrative assistance area in Northville can feasibly accommodate another desk for another administrative assistant.
7. As previously noted, the Fire service has interaction and common interest with the CBO and the Municipal Bylaw Officer positions. If the Fire positions were to be housed at Northville, then so should the CBO and Bylaw positions, in order to maximize the efficiency and coordination among these positions and to share administrative assistance.

8. Note also that the fire service interacts with Community Services (which will remain at Northville) in regard to opening roads to fire scenes, barricades around fire scenes, vehicle services, water hydrants, etc.
9. Such an alternative would reduce the size needed for the corporate headquarters. By having to house neither the Fire Service nor the CBO and Bylaw positions, the corporate headquarters would need at least  $5 \times 160 = 800$  fewer sq ft, bringing that need down to about 6800 sq ft. (again, without Council Chamber)
10. While there are clear drawbacks as well as advantages to this alternative, it should be considered in the interest of cost, as well as the functional links between the positions involved.

**E - NEW WORKPLACE LOCATIONS -**  
**ALTERNATIVES CONSIDERED AND RECOMMENDATIONS -**  
**COMMUNITY SERVICES**

**E1 Criteria for Evaluating Potential Depot Sites**

1. The sites must have sufficient size and terrain to accommodate up to a 2800 sq ft building if a standalone building or an addition to an existing building with sufficient outside parking for staff and some minor storage of materials.
2. The sites would be favoured if they are municipally owned lands; however, consideration will be given to existing privately owned sites that are developed that meet the criteria and are available for purchase at an appropriate price.
3. The sites would be favoured to the extent that they are strategically located to best serve the community and to support service delivery times to meet the Minimum Maintenance Standards
4. The sites would be favoured to the extent that they have adequate entrance/egress to accommodate tractor-trailers and other heavy equipment.
5. The sites would be favoured to the extent that they front onto structurally adequate roads to carry heavy equipment.
6. The sites would be favoured to the extent that they not be in a residential area.
7. The sites would be favoured to the extent that they be in a rural or industrial/commercial area.
8. The sites would be favoured to the extent that they have direct access to all necessary servicing such as water, sanitary sewers or septic system, hydroelectric power, telephone and high speed internet connections (preferably fibre optic).
9. Sites would be favoured to the extent that they are consistent with municipal planning policies.

**E2 Site Options Considered for Depot Locations**

**a) Forest Depot**

The current Forest depot located at 12 Ann St. is in an established residential area and on an undersized lot. This site was not considered as a viable location for the new depot.

The renovation of the former Forest Arena was also considered. However, as identified in the 2012/2013 BM Ross and Associates Report, this site is not viable given the costs of



renovations, upgrades to meet current building codes, and the unknown conditions of critical infrastructure that may be found through the project.

Four vacant municipally owned sites were considered, as well as one privately-owned site which appears to meet the criteria. One municipally-owned site is a vacant parcel at the Town Agriculture Fairgrounds; a second site considered was adjacent to the former Forest Arena; a third site is the large parcel intended for industrial use on the north side of Forest; the fourth is the vacant area behind the Shores Complex.

The Fairground site was determined not to be suitable. The area required to construct a facility and to provide adequate outdoor storage and parking would conflict with the operation of the Fairgrounds. Access for heavy equipment onto the site is restricted and all roads to the site are through established residential areas.

The site fronting on Townsend Line immediately to the east of the former Forest Arena site is centrally located, with access to utilities and on a suitable road to accommodate heavy equipment. However this site was also determined not to be suitable due to the proximity to an established residential area and possibly a need to decommission a sports field in order to provide the required area for a depot.

Initiating development on the Municipality's industrial parcel has merit from an economic development point of view. However, the substantial cost of servicing would have to be attributed to economic development rather than Operations. Even so, this site would impose a distance from the depot to the point at which lawn-mowers, back-hoes, or sidewalk ploughs would be used. It would not be the first choice from an Operations point of view.

The land behind the Shores Complex was determined to be the most suitable of the municipally-owned sites for the construction of the new Forest depot.

<i>Adequate size and terrain</i>	There is a large area behind The Shores Complex that would adequately house a new facility including staff parking and outside storage of material and supplies.
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<i>Land acquisition costs</i>	Municipally owned lands
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<i>Access</i>	Fronts onto a road that will accommodate heavy equipment.
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<i>Site servicing</i>	Utility servicing is accessible.
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<i>Zoning</i>	The site is a commercial/industrial area
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The depot facility would be a 2800 sq. ft. (70'x40') wood-framed steel-clad structure. The equipment storage area would be insulated and have radiant heating. There would be two 16'x 14' overhead doors that would accommodate two fully equipped snow plows or graders or flusher trucks. There would also be a one 12'x14' overhead door to accommodate smaller equipment. The interior would include an insulated, HVAC 10'x30' staging/ lunchroom area that would include a kitchenette, one lead hand workstation and two accessible washrooms (one male and one female) with one shower and one toilet in each. The lunchroom/staging area would be structurally constructed to allow for tool and material storage on its roof. An optional 50'x10' mezzanine could also be included along the back wall for increased storage **(See the diagram entitled " Lambton Shores Depot Design Template")**.

Estimated cost not including servicing: 2800 sq. ft. @ \$150/ sq. ft. = \$420,000

#### **b) Grand Bend Depot**

As noted above, the current Grand Bend depot needs to be replaced . Nonetheless, a new depot should be still located in the Municipal Drive area because of its proximity to a high demand service level area and municipal ownership of land.

Three sites were considered for the construction of a new Grand Bend Depot; one site was to decommission and build on the sports field adjacent to the Legion; a second site was to build onto the southeast wall of the Fire Hall; a third and preferred site is in the area of the existing outdoor storage compound southeast of the legion and west of the ball field. Access and egress is the same for all three sites under consideration.

**(See the aerial photograph entitled "Grand Bend Depot Options")**

The sports field behind the Legion off Municipal Drive has adequate lands to house an Operations Depot. and is municipally owned. This site is not being recommended. It would necessitate the decommissioning of the sports field; it is directly adjacent to a residential area on Village Gate; site servicing would increase development costs somewhat.

The second location is an addition onto the south wall of the Fire Department. This would necessitate the demolition of the small aging building that houses the Youth Centre and the relocation of the communications tower. This location is not preferred because of the communications tower relocation and demolition costs. Being in the centre of the municipal campus, an Operations depot would cause congestion and be disruptive during construction.

The preferred site is the outdoor storage compound southeast of the Legion. It is located at the far end of the campus behind the Legion in an otherwise undeveloped area. It is away from the congested centre of the campus and would not conflict with flow-through traffic.

There would be adequate open space available if an outdoor storage compound were still required. The site's advantages outweigh the additional servicing costs.

<i>Adequate size and area</i>	This site meets the minimum requirements.
<i>Land acquisition costs</i>	Municipally owned lands.
<i>Access</i>	Directly off a road suitable for heavy equipment
<i>Site servicing</i>	Urban services nearby.
<i>Zoning</i>	Currently commercial industrial

The building would be similar to the proposed Forest 2800 sq. ft. depot design; however, it would also include a 20'x10' space to accommodate three summer By-law officers and an occasional office for the Municipal Bylaw Officer. Otherwise, as in Forest, it would have a small staging/lunch area, two washrooms (one male, one female) with a shower and toilet in each. There would be a kitchenette and a leadhand workstation.

The equipment storage area would be insulated, have radiant heating, and have two overhead 16 x14' foot doors and a smaller 12'x14' overhead door. The facility would be adequate to house all seasonal equipment required for the continuous maintenance activities in the downtown and beach areas throughout the summer months. The Roads would be able to house winter and summer equipment as required.

*Estimated cost (not including demolition or servicing): 3000 sq. ft. @ \$150/sq. ft. = \$450,000*

### **E 3. Northville Operations Centre**

To meet all requirements to act as the hub for all operations, the Northville Operations facility requires a A 2000 sq. ft. extension on the northwest wall to the south of the septic system. The addition would include: a staging/lunch/training room; full male and female locker/change room/ washroom facilities; as well as utility, wet locker, laundry room. Three work stations would be included in the staging area for the leadhands.

***(See the diagram entitled "Lambton Shores Northville Operations Yard")***

The main remotely operated entrance gate may have to be relocated to accommodate the new addition and enhance vehicular movement

*Estimated cost of the addition: 2010 sq. ft. @ \$175/sq. ft. = \$352,000*

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**F - NEW WORKPLACE LOCATIONS -**  
**ALTERNATIVES CONSIDERED AND RECOMMENDATIONS -**  
**FINANCE, CORPORATE, and FIRE SERVICES**

**F1    Criteria for evaluating potential sites**

1. The site must have sufficient size and terrain that it could accommodate a 7600 sq ft building or addition to an existing building, together with required external facilities such as parking. (Note: for this reason, the expansion of the existing Grand Bend office, and some other small vacant municipally -owned parcels, were not considered.)
2. Only municipally owned sites were considered in order to avoid land acquisition costs.
3. Sites would be favoured to the extent that they have the potential for the proposed office to co-locate with other municipal facilities, thereby either reducing the amount of newly-built space needed or deriving other advantages for municipal purposes
4. Sites would be favoured to the extent that they are visible, prominent, and conveniently accessible for residents, seasonal residents, and visitors. Council has indicated a need to build recognition of Lambton Shores within the municipality and a stronger brand
5. Sites would be favoured to the extent that they enable the consolidation of office staff, thereby facilitating customer service, efficiency and coordination. The large majority of members of Council and members of staff told us that the Municipality's office staff should be consolidated as much as possible in one location
6. Sites would be favoured to the extent that they are centrally located within the Municipality. The large majority of members of Council and members of office staff told us that a new office should be centrally located within Lambton Shores
7. Sites would be favoured to the extent that they would be inexpensive to service
8. Sites would be favoured to the extent that they appear on the face of it to facilitate straightforward design, construction and servicing
9. Sites would be favoured to the extent that they would not interfere with other municipal operations or public services,
10. Sites would be favoured to the extent that they would not interfere during construction within other municipal operations or the public
11. Sites would be favoured to the extent they are consistent with municipal planning policies
12. Sites would be favoured to the extent that they are close to ancillary services, such as banks, post office, etc.
13. Sites would be favoured to the extent that the proposed office would stimulate local business and growth

## **F2     Site Options Considered**

### **F2 a)   New Building on Vacant Sites**

Information was obtained about several municipally owned sites which would be large enough to accommodate a building of the required size. Three sites suitable for new construction were considered in the Forest area, including the land around the old arena and the vacant industrial park site. One site with highway frontage was considered in the Northville area (aside from the vacant area on the site of the Municipality's existing Northville complex), as were two sites further north, including a Klondyke Road site and the Lambton Heritage Museum property.

County staff indicate that the existing Museum building is not susceptible to the sharing of existing built space with a municipal office. Lambton Shores would have to build a new building on the site. Otherwise, however, there would be definite advantages to that site:

- excellent highway visibility
- sharing of outside functions such as access, parking and landscaping
- drawing public attention and visitorship to each other
- easy construction terrain
- minimal disruption to municipal operations during construction

### **F2 b)   Co-location with existing municipal facilities**

Our attention has been primarily drawn to existing municipal facilities with which a municipal headquarters could share existing built space for certain functions. Such shared functions could take the form of existing offices of course, as in the Shores complex or to a lesser extent the Northville office, but could also take the form of existing public washrooms, existing meeting room(s), existing storage space, etc. In other words, adding onto an existing facility would reduce the square footage that will need to be newly built. In our view, only three municipal facilities merit serious consideration:

1. a)     two-storey addition to the Shores complex in Forest on the road/east side, connecting to and integrated with the existing administration office
- b)     one-storey addition onto the north side, with access through the lobby, not connected to the existing administration office but with the existing office still in use

***(See the aerial photograph entitled "Office Location Options - The Shores"***

2. a) a one-story addition to the office/southeast side of, and connected to, the existing Community Services office in Northville
- b) a separate new building on the grassy area of the Northville site, closer to Port Franks Road

***(See the aerial photograph entitled "Office Location options - Northville")***

3. a) one-storey addition to the Legacy complex in Thedford, on the front/south side adjacent to the arena,, with separate entrance from the parking lot
- b) one-storey addition to the Legacy complex on the back/north side, with access through the lobby/atrium

***(See the aerial photograph entitled "Office Location Options - The Legacy Centre")***

	Site	Option	Description
1 a	Addition to the Shores	2-storey on east/road side	Attached to existing office
1 b	Addition to the Shores	1-storey behind/north side	Separated from existing; existing remains in use
2 a	Addition to Northville	1-storey on office/south side	Attached to existing office
2 b	Separate bldg at Northville	1-storey at front of the parcel, facing Port Franks Road	Approx 100 metres from existing office
3 a	Addition to Legacy Centre	1 -storey at front/south side, attached to arena wall	Between arena/ parking lot; separate entrance
3 b	Addition to Legacy Centre	1-storey behind/north side	Entrance through Legacy lobby/atrium

### **F3      Evaluation of Options (Aside from Cost Considerations)**

#### **Options 1 a) and b) :**

*Adequate size and terrain*

#### **Addition to the Shores**

The property is large enough to accommodate an addition on either side

*Land acquisition cost*

Municipally-owned

*Co-location advantages*

Costs would be reduced by the fact that 10 workplaces exist at the location and would continue to be used. Use could be made of the large meeting room in the complex, boardroom in the existing office, the public washrooms, assorted storage space in the building, arena staffing.

Could reduce required 7600 sq ft by from 2500 -3000 depending on whether a new lobby was provided.

Adequate parking for visitors and staff

*Visibility and Prominence*

Well-known building heavily used by families, seniors, in the area. Close to/visible from Hwy 21

*Consolidation of office staff*

Existing office plus addition would accommodate all office staff, except Community Services. However, on two floors in Option 1. a) or divided by the arena lobby in 1. b)

*Central location*

At southern end of Municipality. Residents and cottages north of Ipperwash gravitate elsewhere

*Inexpensive to service*

Fully serviced. Option 1 b) could require construction of new water/sewer services from the street..

*Straightforward to design and build*

Option 1. a) would be complex to design and build to integrate with existing office. Probably another entrance required; potentially another elevator bank. Requires breaking through wall. Option 1. b) relatively straightforward

*Interference with operations or services*

Minimal. In 1. a), some possible confusion for visitors as to which door to use) if new entrance were provided. Staff still located far from Council mtg venue

*Interference during construction*

Option1. a) - staff would have to be moved during construction; impact on meeting room users and access to parking lot.

Option 1. b) - minimal impact on operations or public,  
assuming construction access from the northwest

<i>Consistency with planning policies</i>	No issue
<i>Proximity to service suppliers</i>	All the services of a small town
<i>Economic impact</i>	Not significant

## **Option 2 a)**

### **Addition to the Northville Office**

<i>Adequate size and terrain</i>	Plentiful room on site - no terrain issue
<i>Land acquisition cost</i>	Municipal land
<i>Co-location advantages</i>	Addition would allow all office staff and operations headquarters in one location; use of parking lot, meeting room, convert lunchroom to interview room, public washrooms. Could reduce required 7600 sq ft by about 1300 sq ft
<i>Visibility and Prominence</i>	Close to Hwy 21 but not visible from road except by the water tower on site.
<i>Consolidation of office staff</i>	Clearly the best option for municipal efficiency and coordination. All departments in one building
<i>Central location</i>	Central location between population centres and beach areas
<i>Inexpensive to service</i>	Unserviced; septic system would need enlargement
<i>Straightforward to design and build</i>	Basic one-storey addition, existing Community Services office area accessible from new lobby;
<i>Interference with operations/ services</i>	no significant impact on public
<i>Interference during construction</i>	Office staff would have to be moved; public need to be informed of temporary location; care required that construction vehicles do not interfere with roads or fire vehicles
<i>Consistency with planning policies</i>	Inconsistent with spirit of Official Plan to expand non-agricultural office uses in an unserviced area
<i>Proximity to service suppliers</i>	No, in a non-urban environment
<i>Economic impact</i>	Not significant

## **Option 2 b)**

### **New Building on Northville site**

<i>Adequate size and terrain</i>	Plentiful room on site - no terrain issue
<i>Land acquisition cost</i>	Municipal land



*Co-location advantages*

Would allow all staff to be located together at one site although 100 metres would separate Community Services from other departments. There would be little reduction in the required 7600 sq ft because the facilities of the existing Community Service office (e.g., washrooms, storage, lunchroom /interview room) would not be usable by the occupants of the new building.

**Note: one sub-option** would be to enlarge the separate building not only to include all Corporate, Finance, and Fire positions, but also to include five office positions in Community Services (Director, Engineering Technician, Project Coordinator, Admin Assistant Community Services, Admin Assistant Facilities/Parks). This would add about 800 sq ft to the office building size required (bringing the total to about 8400 sq ft). However in theory, the current CS office space thus vacated could be renovated to serve the purpose of the proposed 2000 sq ft addition to the Operations side of the existing building, eliminate that anticipated \$350,000 cost, and bring about a complete consolidation of the Municipality's office staff. This option would be the pinnacle from the point of view of efficiency, coordination, staff development/cross-training, and one-stop shopping for the public. Weighed against this advantage is the likelihood that the reno would not cost much less than the 2000 sq ft addition, and that the "common spaces" in the existing CS office (e.g., boardroom, storage) would no longer be available for office use.

*Visibility and Prominence*

Close to Hwy 21. Visibility much improved out near Port Franks Road

*Consolidation of office staff*

Clearly the best option for municipal efficiency and coordination. All departments in one location

*Central location*

Central location between all population centres and beach areas

*Inexpensive to service*

New septic system required

*Straightforward to design and build*

New separate building simplest to design, no connections to existing building

<i>Interference with operations/ services</i>	no significant impact on public
<i>Interference during construction</i>	No need to relocate staff ; care required that construction vehicles do not interfere with roads or fire vehicles
<i>Consistency with planning policies</i>	Inconsistent with spirit of Official Plan to expand non-agricultural office uses in an unserved area
<i>Proximity to service suppliers</i>	No, in a non-urban environment
<i>Economic impact</i>	Not significant

### **Option 3 a) and b)**

### **Addition to the Legacy Centre**

<i>Adequate size and terrain</i>	Flat and spacious property
<i>Land acquisition cost</i>	Municipal land
<i>Co-location advantages</i>	Same location as Council mtg venue; community hall available for meeting use; public washrooms, assorted storage space; plentiful parking, arena staffing. Option 3 a) with a separate entrance not connected to the Legacy Centre, could reduce the required 7600 sq ft by about 850 sq ft. Option 3 b), with entrance through the Legacy Centre would reduce the requirement by about 1400 sq ft
<i>Visibility and Prominence</i>	Well-known to local people and hockey families. Not on main road and not visible to passers-by.
<i>Consolidation of office staff</i>	Addition would accommodate all office staff except Community Services. Would be closer to Community Services than either Forest or Grand Bend. Unites office staff with Council mtg venue
<i>Central location</i>	More central than Forest or Grand Bend; further from beach population than Northville
<i>Inexpensive to service</i>	Fully serviced; Option 3 b) would require re-routing of the storm sewer and possibly construction of new water/sewer services from the street.
<i>Straightforward to design and build</i>	Option 3. a) is a basic one-storey addition using south wall of the arena and building over grassed area toward parking lot, with a separate entrance. Option 3. b) is a better design option using the spacious lobby/atrium of the Legacy Centre as municipal office lobby and building northward from there

<i>Interference with operations or services</i>	Not significant
<i>Interference during construction</i>	No staff need to move in either option. Little interference with arena operations. Option 3. a) would interfere with parking during construction. Option 3. b) no problem
<i>Consistency with planning policies</i>	No issue
<i>Proximity to service suppliers</i>	Municipality banks in Thedford ; post office
<i>Economic impact</i>	Could be a boost to Thedford businesses and revitalization

#### **F4 Cost Considerations**

While we are not construction estimators, we have attempted below to identify the major cost generators for each option. Foremost among these of course is the size and type of building to be built. Other factors include services, outdoor improvements, temporary relocation of staff.

Based on the preceding analysis, we provided reasonable estimates of the internal square footage for each of the options. In addition, we noted earlier that two alternatives could be considered for the location of the Fire Chief and ultimately the three central Fire service positions. The first is to include the Fire positions in the municipal corporate office. The alternative, however, is to locate the new Fire service positions, together with the CBO and the Municipal Bylaw Officer, in the Northville building with such retrofitting as may be necessary. The retrofit cost would be minor and it would reduce the size of the corporate office requirement by about 800 sq ft.

So, for all options, we provide two estimated square footage alternatives: the first (called "Fire In") assumes that five positions (Fire Chief, Inspector, Admin Assistant, CBO, Bylaw Officer) are located in the new facility together with the finance and administrative positions; the second (called "Fire Out") assumes that the five positions are accommodated within the existing Northville building envelope, thereby reducing the new square footage requirement by about 800 sq ft.

Note also that all options assume that Community Services management, technical, and administrative staff stay where they are, except for Option 2 b) which would include the possibility of locating five Community Services positions in the new separate building at Northville.

Basic construction cost estimates are difficult to estimate, depending on design, impact/changes to the existing structure, terrain, timing, and the local construction sector. For example,

- in 2012, the Town of Mono (near Orangeville) built a two-storey 5000 sq ft addition onto an existing building, with few internal walls and direct extension of existing services, for less than \$1 million...less than \$200/sq ft
- North Frontenac is now building a 2200 sq ft addition onto their existing office/operations depot in a rural area for a tendered price of about \$1 million. Given that the project entails extensive renovations to the existing building (including a

Council Chamber and a lunchroom in the existing attic for the works crew), the ostensible cost of \$330/sq ft is not representative of the cost of the addition itself

Similarly, it is very difficult to quantify the maintenance cost savings of greater office, consolidation, although they definitely exist:

- A certain amount of cost is now incurred every year reimbursing management staff for travel to another office for meetings. A consolidated administration office would reduce those costs by reducing the need for the travel
- Different options would have different impacts on operating costs like electricity. All the options assume a saving from abandoning the Grand Bend office, which would offset any added utilities cost for an addition to an existing building.
- All options would likely offer economies of scale with respect to cleaning costs, IT support, printing and telecommunications equipment, and so on.
- All options definitely offer staff-time savings by virtue of cross-training and mutual back-up. For example, a retirement causes less loss of knowledge and wasted time if two or more people are somewhat familiar with any given task. The more people among whom to provide mutual back up, the better the opportunities for cross-training.
- All options offer some staff-time savings by reducing the number of telephone and in-person reception points

Finally, any changes in office configuration provide opportunities for revenue. We assume that the Municipality would make every effort to sell or lease the Grand Bend building. If the Shores complex is not selected as the location for an office expansion, we assume that the Municipality would seek a lessee, or another public service user, for the existing office area in the Shores.

#### **Cost Considerations - Option 1 a) and b) - Addition to the Shores**

- Required sq ft - with Fire, CBO, Bylaw 5000
- Required sq ft - without Fire, CBO, Bylaw 4200
- Servicing - option 1 b) (addition not connected to existing offices) might require new services from the street
- Parking -no new parking required in option 1 a)  
- Option 1b) could require new construction access from street; probably new staff parking behind arena

- Construction impact - Option 1 a) would require relocation of staff for several months; rental of office space elsewhere, likely with some remodelling cost for municipal use;  
possible temporary relocation of access to parking lot
- Revenue - Grand Bend Finance office should be sold/leased

#### **Cost Considerations - Option 2 a) - Addition to Northville**

- Required sq ft - with Fire, CBO, Bylaw 6300
- Required sq ft -without Fire, CBO, Bylaw 5500
- Servicing - requires enlargement of septic system  
- proposed addition for Road operations requires septic system addition anyway; minimizes cost
- Parking - would require enlargement and repaving of parking lot
- Construction impact - Could be undertaken as part of same tender for proposed addition on the other side of the building for road operations; would likely reduce the cost of both additions  
- Would require temporary relocation of staff in the administrative area and in the offices on the southwest side of the building; temporary retrofit on site? or need to rent space (approx. 800 sq ft) nearby?
- Revenue - Grand Bend Finance office should be sold or leased  
- Existing offices in the Shores... Lease to a commercial, health or institutional tenant? Keep for occasional use of CBO, Bylaw, Planning, Tax, etc.?

#### **Cost Considerations - Option 2 b) - New Building on Northville Site**

- Required sq ft - with Fire, etc., without CS office 7200
- Required sq ft -with Fire, etc. plus CS office 8400
- Required sq ft -without Fire, etc. or CS office 6400
- Servicing - new septic system  
- proposed addition for Road operations requires septic system addition; joint tendering would minimize cost
- Parking - would require a new parking lot

- Construction impact - Could be undertaken as part of same tender for proposed addition on the other side of the building for road operations;
  - Would not require temporary relocation of staff in the
- Revenue
  - Grand Bend Finance office should be sold or leased
  - Existing offices in the Shores... Lease to a commercial, health or institutional tenant? Keep for occasional use of CBO, Bylaw, Planning, Tax, etc.?

**Cost Considerations - Option 3 a) and b) - Addition to the Legacy Centre**

- Required sq ft
  - with Fire, CBO, Bylaw 6300 sq ft
- Required sq ft
  - without Fire, CBO, Bylaw 5500 sq ft
- Servicing
  - Option 3 b) (add at back of the Centre) would require re-routing of storm sewer and could require new services around the building from the street
- Parking
  - no new parking required
- Construction Impacts
  - no need to relocate staff
  - Option 3 a) (front addition) would interfere with parking during construction
- Revenue
  - Grand Bend Finance office should be sold or leased;
  - Existing offices in the Shores... Lease to a commercial, health or institutional tenant? Keep for occasional use of CBO, Bylaw, Planning, Tax, etc.?

## **F5 Council Chamber**

It was the near-unanimous input from Council members that,

- while they wanted the Council Chamber to be in a permanent location and properly outfitted, and
- while they realized the inconvenience for staff of a Council meeting venue located away from the administration offices, and requiring set up/tear down for each meeting,
- and while the Thomas Hall is much larger than they usually need,

Council members did not want a stand-alone Chamber that was not available for public use.

On balance, Council members are not dissatisfied with using the Thomas Hall. Most members indicated that the Thedford area is a good central location for Council meetings. Thomas Hall is otherwise not intensely used. (A couple of members noted that the Thedford Seniors Centre had been a better size).

Administrative staff noted, and Council members are conscious of, the inconvenience and inefficiency of not having Council meetings located where the offices are.

As a result of Council's input, we assume that Council has made a considered decision to meet in Thedford and at the Thomas Hall. That being the case, it would be one advantage to locating the municipal corporate office there too.

Possibly, however, Council meetings are held in the Thomas Hall simply because no better option had presented itself. If Council were to decide that, as in other municipalities, the Council Chamber should be co-located with the municipal corporate office, and if the municipal corporate office were to be located elsewhere than in Thedford, a suitable size for a Council Chamber for Lambton Shores (recognizing that controversial meetings can always be held in a larger facility) would be about 1200 sq ft. The minimum would be 1000 sq ft.

If the corporate office is added to the Northville building, that option already includes a 500 sq ft committee room/training room. Adding approximately another 700 sq ft to that room would allow it to double as the Council Chamber

If the corporate office takes the form of an expansion to the Shores, that option has assumed that the existing first floor meeting room (approx. 650 sq ft) would double as the committee



room/training room. Enlarging that room would enable it also to double as Council Chambers.

The Council Chamber options are set out in the table below:

<b>Council Chamber Option</b>	<b>Corporate Office Option</b>	<b>Comment</b>	<b>Size Objective Council Chamber</b>
<b>Status quo - use of Thomas hall</b>	<b>NA</b>	<b>Administrative cost and inconvenience, when not co-located with Admin office</b>	<b>NA</b>
<b>Council Chamber at New Admin Office location</b>	<b>Option 1 - addition to the Shores</b>	<b>Enlarge and outfit existing ground floor Meeting room, adding approx 500 sf</b>	<b>1000-1200 sq ft</b>
<b>Council Chamber at New Admin Office location</b>	<b>Option 2 - addition or new bldg at Northville</b>	<b>Enlarge and outfit the proposed new Committee room, adding approx 700 sf</b>	<b>1000-1200 sq ft</b>
<b>Council Chamber at New Admin Office location</b>	<b>Option 3 - addition to Legacy Centre</b>	<b>Continue in Thomas Hall -set up/take down inconvenience</b>	<b>1000-1200 sq ft</b>

## F6 Ranking the Municipal Office Options

Each of the Options considered has both advantages and disadvantages, depending on the weight placed on the various criteria and cost considerations outlined above. There is no obvious right answer. On balance, however, our order of preference would be as follows.

		Fire, etc. Bylaw	Est Size of new build	Other Factors considered most significant	Our Ranking (cost unknown)
1 a	2-storey addition to Shores - east	Fire In	5000	Non-central location within LS Likely high cost to integrate with existing office,; construction disruption	<b>C +</b>
		Fire out	4200	Same issues + Fire/CBO/Bylaw elsewhere	<b>C</b>
1 b	1-storey addition to Shores - north	Fire In	5000	Non-central location	<b>B</b>
		Fire Out	4200	Same issue +Fire/CBO/Bylaw elsewhere	<b>C +</b>
2 a	Addition to Northville	Fire in	6300	Central location; all staff in one building; Some construction disruption	<b>A</b>
		Fire out	5500	Same advantages and issues	<b>A -</b>
2 b	Separate bldg at Northville	Fire in	7200	Central location; all staff on one site; more visible office location; Boardroom/washrooms in existing CS office area not sharable; minimal construction disruption	<b>A</b>
		Fire AND CS office in	8400	Central location; all staff on one site; all office staff in one building; more visible office location; minimal disruption; Facilities in existing CS office not sharable; possible (likely costly) retrofit of CS office area instead of Operations addition	<b>B +</b>
		Fire and CS office out	6400	Central location; all staff on one site; more visible office location; Facilities in existing CS office area not sharable; minimal construction disruption	<b>A -</b>
3 a	Addition to Legacy - south	Fire in	6500	Unite corporate staff with Council venue; second most central location; potential benefits to Thedford and Leg Centre; separate entrance; some construction disruption	<b>B +</b>
		Fire out	5700	Same issues and advantages + Fire/CBO/Bylaw elsewhere	<b>C+</b>
3 b	Addition to Legacy - north	Fire in	6200	Unite corporate staff with Council venue; second most central location; potential benefits to Thedford and Leg Centre; no construction disruption, makes better use of Leg Centre	<b>A</b>
		Fire out	5400	Same issues and advantages + Fire/CBO/Bylaw elsewhere	<b>B +</b>

## **Grade A #1**

### **Separate building at Northville, including Fire/CBO/Bylaw but not Community Services**

#### Key Advantages we see

- central location within Municipality, important factor for most Council members and staff
- all Municipal staff together on one site, not only office staff but also Operations; highly advantageous for efficiency, coordination, staff cross-training/development, one-stop shopping for public, consolidated Lambton Shores presence
- Building facing Port Franks Road more visible than existing building
- No disruption of staff or service during construction
- "clean slate", separate building easy to design compared to addition
- may not cost more than an addition of similar size would cost
- less additional cost than adding +- 800 sq ft for CS office staff (only 150 metres away)

#### Drawbacks

- additional size required, so presumably cost, by virtue of needing to duplicate in the separate building some features of existing CS office
- new parking, new septic system required
- non-agricultural office uses in rural area inconsistent with planning objectives

## **Grade A #2**

### **Addition onto the office/southeast side of existing Northville building, including Fire, etc.**

#### Key advantages we see

- central location within Lambton Shores, important factor for most members of Council and staff
- all Municipal staff together in a single building, not only office staff but also Operations; highly advantageous for efficiency, coordination, staff development/cross-training, one-stop shopping for public, consolidated Lambton Shores presence
- required size and presumably cost reduced by making use of features of existing CS office (e.g., boardroom, storage, lunchroom/interview room) and site (e.g. parking)

#### Drawbacks

- not as visible as out at Port Franks Road
- need to relocate five staff temporarily
- non-agricultural office uses in rural area inconsistent with planning objectives

## **Grade A #3**

### **Addition onto north/back side of Legacy Centre, including Fire, etc.**

Key advantages we see

- brings admin staff together with Council's meeting venue
- reduced size requirement, and presumably cost, by sharing Legacy facilities (e.g. lobby/atrium, storage, public washrooms, Thomas Hall, parking)
- second most central location within Municipality
- no disruption of staff or service during construction
- brings staff together except for Community Services, but closer to Northville than either Forest or Grand Bend offices are now
- importance to Thedford community

Drawbacks

- Not as central within the Municipality as Northville is
- Not an easily visible site
- Not a complete consolidation of staff; CS still separate

## **Grade A- #1**

### **Separate building at Northville, but accommodating the Fire/CBO/Bylaw positions within existing CS and Fire station building envelope**

Key advantages we see

- central location within Municipality, important factor for most Council members and staff
- all Municipal staff together on one site, not only office staff but also Operations; highly advantageous for efficiency, coordination, staff cross-training/development, one-stop shopping for public, consolidated Lambton Shores presence
- Building facing Port Franks Road more visible than existing building
- No disruption of staff or service during construction
- "clean slate", separate building easy to design compared to addition
- may not cost more than an addition of similar size would cost
- reduced size requirement, and presumably lower cost, vis-a vis the Grade A #1 option, than adding up to 800 sq ft for five Fire/CBO, Bylaw positions (only 150 metres away)

Drawbacks

- additional size required, so presumably cost, by virtue of needing to duplicate in the separate building some features of existing CS office

- new parking, new septic system required
- non-agricultural office uses in rural area inconsistent with planning objectives
- Fire service may be seen to have substandard accommodations by being retrofit into fire station

## **Grade A- #2**

### **Addition onto office/southeast wall of existing Northville building, but accommodating the Fire/CBO/Bylaw positions within existing CS and Fire station building envelope**

#### **Key Advantages we see**

- central location within Lambton Shores, important factor for most members of Council and staff
- all Municipal staff together in a single building, not only office staff but also Operations; highly advantageous for efficiency, coordination, staff development/cross-training, one-stop shopping for public, consolidated Lambton Shores presence
- required size and presumably cost reduced by making use of features of existing CS office (e.g., boardroom, storage, lunchroom/interview room) and site (e.g. parking)
- required size further reduced by up to 800 sq ft by accommodating five positions in existing building envelope

#### **Drawbacks**

- not as visible as out at Port Franks Road
- need to relocate five staff temporarily
- non-agricultural office uses in rural area inconsistent with planning objectives
- Fire positions may be seen to have substandard accommodation by being retrofit into Fire station

## **Grade B+ #1**

### **Addition to Legacy Centre north/back side, but with Fire/CBO/Bylaw accommodated within existing building envelope of Northville office and fire station**

#### **Key advantages we see**

- brings admin staff together with Council's chosen meeting venue
- reduced size requirement, and presumably cost, by sharing Legacy facilities (e.g. lobby/atrium, storage, public washrooms, Thomas Hall, parking)
- second most central location within Municipality
- no disruption of staff or service during construction

- closer to positions in Northville than either Forest or Grand Bend offices are now
- importance to Thedford community

#### Drawbacks

- Not as central within the Municipality as Northville is
- Not an easily visible site
- Not a complete consolidation of staff; not only CS still separate, also Fire/CBO/Bylaw
- Fire positions maybe seen to have substandard accommodations by being retrofit into fire station

#### **Grade B #2**

#### **Addition to Legacy Centre front/south side. with separate entrance, including Fire, etc.**

#### Key advantages we see

- brings admin staff together with Council's chosen meeting venue
- reduced size requirement, and presumably cost, to the extent that Legacy facilities (e.g. lobby/atrium, storage, public washrooms, Thomas Hall, parking) can be shared
- second most central location within Municipality
- no disruption of staff or service during construction
- brings staff together except for Community Services, but closer to Northville than either Forest or Grand Bend offices are now
- importance to Thedford community

#### Drawbacks

- Not as central within the Municipality as Northville is
- Not an easily visible site
- Not a complete consolidation of staff; CS still separate
- separate entrance reduce ability to make use of Legacy Centre facilities
- some disruption to parking during construction

### Addition to the Legacy Centre in Thedford - without Fire, CBO, Bylaw

#### Pro:

- no relocation of staff and minimal disturbance of operations during construction
- more central within Lambton shores
- closer to Community Services vis-a-vis the option of adding to the Shores
- unites corporate office and Council meeting venue
- enhances value and public awareness of the existing building
- significant boost for Thedford business environment
- consistent with municipal planning objectives
- Fire staff can be accommodated by low-cost retrofit in Northville

#### Con:

- relatively inconspicuous location; does little to spotlight Lambton Shores for the public
- brings staff closer together than currently but less than all together at Northville
- fewer nearby urban amenities than in Forest
- separates Fire, CBO, Bylaw from corporate office

### Addition to the Northville Building

#### Pro:

- consolidates all staff in one place; maximum benefit for coordination, efficiency, staff development and cross-training
- most central location in Lambton Shores; "one-stop shopping"
- potential cost reductions if tendered in conjunction with the recommended addition for Operations staff
- integrates Fire, CBO, Bylaw with all other staff
- Fire staff can be accommodated by low-cost retrofit

#### Cons

- relatively inconspicuous site despite central location

- needs care not to interfere with roads or fire during construction
- short-term relocation of 5 staff required
- unserviced; inconsistent with urban planning objectives

#### Addition to the Shores - without Fire, CBO, Bylaw

##### Pro:

- probably the lowest construction cost option
- visible, well-used location
- The option of a one-storey addition behind the building would minimize disruption for users and not require staff to be moved during construction
- Resolves the question of how to use the existing office space in the Shores
- access to town amenities
- Fire staff can be accommodated by low-cost retrofit at Northville

##### Con:

- Least central location within the Municipality
- Furthest from Community Services and from Council meeting venue
- separates Fire, CBO, Bylaw from the corporate office
- The option connecting the addition to existing office would require temporary relocation of nine staff and interfere with public access to parking lot



## **APPENDICES**

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### **APPENDIX 1 - SUMMARY of CONCLUSIONS and RECOMMENDATIONS-**

#### **2031 STAFFING and ORGANIZATION**

##### **Community Services - Facilities/Parks**

- The recent creation of a Manager of Facilities and Parks position, with responsibility across the whole Municipality, is endorsed
- No increase is anticipated in the complement (7) of permanent Facility/Parks operators
- Judicious additional use of contractors and casual employees is anticipated in order to make best use of permanent operators time and talent, and to minimize the siphoning off of roads operator time into facilities/parks work
- A distinction needs to be made between roads operators and facilities/parks operators with respect to job description, recruitment, certifications, and training
- The current system of two lead hands corresponding to the two arenas is endorsed, while the creation of a third Facilities/parks lead hand position for Grand Bend should be considered in the longer term

##### **Community Services - Roads**

- The recent creation of a Manager of Roads position, with responsibility across the whole Municipality, is endorsed
- The system of 3 roads lead-hands is expected to continue
- One additional roads operator position is anticipated in the near future
- A further roads operator position is likely in the longer term
- All roads operators should be headquartered in the central Northville Operations Centre, under the direction of the Manager of Roads
- It is anticipated that the Manager will direct one or more roads operators to report to either the Forest or Grand Bend depots from time to time or seasonally depending on specific operations

##### **Financial and Corporate Services**

- No additional staff are anticipated in Finance Department

- The recommended move of the Finance staff to the same location as the CAO and other corporate services staff will facilitate cross-training and mutual help when needed
- The current position of "Facilitator of Recreation and Leisure Services" is to be renamed "Facilitator of Community Partnerships and Initiatives" to reflect its evolution, and is to be physically and organizationally closer to the CAO
- The current contract position of Marketing/Tourism Assistant is anticipated as a full-time permanent position, also close to the CAO and reporting to the Facilitator position
- Through the seasonal bylaw staff, the Municipal Bylaw Officer is to be responsible for the collection of Grand Bend parking meter revenue
- An additional full-time position is anticipated for a Human Resources specialist

### **Fire Services**

- The creation of a full-time Chief position is anticipated immediately
- While administrative assistance for the Chief may be provided in the short term from within the existing staff complement, in the long-term a full time Administrative Assistant-Fire position is anticipated
- While inspections, development review, and Fire Code compliance generally will be an early priority of the Chief position, in the longer term a separate Fire Inspector position is anticipated, possibly on a part-time basis

### **Note:**

#### **The foregoing expectations for additional permanent staffing assume**

- continued contracting of water and wastewater operations, IT support
- continued County support with respect to landfill, professional planning services, plumbing inspection, and vacation support for the CBO
- continued use of seasonal employees for bylaw enforcement, parks, harbour and beach services, etc.
- the adoption of casual, seasonal, and contracted services as recommended in this report

## **APPENDIX 2 - Community Services - PARKS and FACILITIES**

### **Recommendations**

#### ***Permanent Arena/Parks Operations Staffing and management***

- 1. that the recent division of management between roads operations and parks/facilities operations be retained, and that both remain in Community Services**
- 2. that no need for full-time additional parks/facilities operator positions, beyond the current 7 positions, be anticipated within a 10-15 year horizon**
- 3. that the current structure be retained of two lead hand appointments among the 7 operator positions and that the creation of a third summer lead hand position for the Grand Bend area be considered within the 10-15 year horizon**

#### ***Distinguishing between the Roads operations workforce and the Facilities/parks operations workforce***

- 4. that a clear distinction be made between roads operators and parks/facilities operators with separate job descriptions, qualifications, training, etc.**
- 5. that roads operators no longer be scheduled for arena duty (although potentially called on to fill in on an unscheduled basis in emergencies)**
- 6. that a roster of no fewer than four casual arena employees be recruited and maintained, with appropriate training,**
  - to fill arena shifts for which roads operators have previously been scheduled,**
  - to be called upon in the event of unanticipated short-staffing due to illness of a permanent facilities/parks operator,**
  - to be the second arena attendant during tournaments, and**
  - to be the primary attendant as necessary to fill community centre shifts during the ice-out season**
  - provided that the Municipality firmly limit the number of shifts for which any individual casual employee is scheduled, and that such employees not be considered part of the permanent staff complement**
- 7. that the Municipality continue looking for opportunities to compress weekday ice-usage schedules in order to better match the required number of arena shifts to the shifts able to be covered by permanent facility/parks operators**

8. that roads operators henceforth be scheduled as rarely as possible for operations in parks, building grounds, sports fields, gardens, cemeteries (other than grave digging), and beaches, and particularly not be called upon for tasks in those areas unless heavy equipment operation is required
9. that the Municipality maximize the availability of facilities/parks operators during the ice-out season to meet summer weekend requirements in Grand Bend beach and parks maintenance
10. that the responsibility for Grand Bend parking meter collection be transferred from the Community Services lead hand to the Municipal Bylaw officer and the seasonal bylaw crew

***Making best use of permanent facility/parks operator time and talent***

11. that the Municipality tender out parks mowing operations in Arkona
12. that consideration be given to minimizing the time required by facility /parks operators in maintaining the Forest cemetery, either by tendering out the required level of maintenance or by assigning two students essentially full-time to the cemetery from May to August inclusive.
13. that three facility/parks operators be assigned to the Grand Bend/Port Franks area during the ice-out season , together with a sufficient number of students, working with the roads lead hand for the area
14. that one facility/parks lead hand, together with one other facility/parks operator be assigned to the Forest/Ipperwash area during the ice-out season, together with a sufficient number of students
15. that one facility/parks lead hand, together with one other facility/parks operator, be assigned to the Thedford/Northville/Arkona area during the ice-out season, together with a sufficient number of students
16. that the municipal staff retain the routine cleaning/maintenance of the Port Franks community centre
17. that the Municipality utilize as much as possible students and the roster of casual employees, as recommended above, for day-time work at the Shores and the Legacy Centre during the ice-out season, in order to facilitate day-time parks scheduling for permanent facility/parks operators

- 18. that the Municipality continue looking for opportunities to minimize the daytime staff coverage requirement at the Shores and the Legacy Centre during the ice-out season**

***Rectifying the lack of resources during the September/October shoulder season***

- 19. that the Municipality take steps to rectify the lack of resources available for parks/outdoor maintenance during the shoulder season by recruiting casual help, student weekend work, and contractors as necessary to meet parks/outdoor maintenance demands with a minimum of permanent operator involvement (aside from Lead hand oversight)**

**Observations and Conclusions**

**Recent Service pressures**

In considering staffing and organization in the facilities/parks end of the Community Services Department, it is worth noting the significant increases in service demands over recent years which have had an impact on workload. Most of the factors that have driven up workload do not pertain to road maintenance and would include:

- Newer more modern facilities require additional knowledge and generate higher expectations with regard to the longer ice season, more rental hours, level of maintenance, rentals for weddings, etc.
- Simply more square footage to maintain at the Shores and the Legacy Centre
- The Grand Bend beach and main street capital projects added a significant amount of infrastructure that requires attention
- The Communities in Bloom and Blueflag programs involve not only support for volunteers but also a load for staff.
- The Municipality will ultimately retain responsibility for added public gardens
- community improvements like skate parks, splash pads, and seasonal decorations take increasing amounts of staff time for annual installation, and maintenance
- community events like the new bandshell, farmers markets, Canada Day, and volleyball tournament require staff time and support
- the Rotary trail has required brushing
- Annual requirement to install and maintain bollards and ropes at Ipperwash beach
- the inter-municipal survey conducted for this review indicated that parks/beach/harbour operations are a significantly larger enterprise in Lambton Shores than is typical of municipalities similar to Lambton Shores

## **Separating Facilities/Parks management from Roads Management**

We strongly agree with the recent division of management within Community Services to a manager of roads operations and a manager of facility/parks operations. First, as we noted under roads, a geographic division of oversight and workforce presents challenges in terms of equivalent levels of service, efficient workforce deployment, and workforce motivation. Second, clearly Lambton Shores' lengthy road infrastructure needs full attention, and so too does the Municipality's extensive parks, gardens, beach, and boating infrastructure and the outdoor events and activities within them. Each function requires its own technical and supervisory expertise. Third, a manager is better able to adjust to unforeseen circumstances, accommodate employee training needs, and move staff to where they are most needed, if the manager has all his "checkers on the board". Finally, as we note below, the tasks and skills required for road operations are quite different from those required for facility and parks maintenance.

### **No Additional Permanent Facilities/Parks Operators required**

2016 saw the hiring of the most recent operator primarily assigned to facility/parks duties. This hiring brings the permanent staff complement primarily assigned to arenas and community centres during the ice season up to seven. In our experience, and based on the inter-municipal survey, this number should be sufficient for the foreseeable future.

### **Distinguishing between Roads Operators and Facility/Parks Operators**

At present, the acknowledged trend in Lambton Shores is for operators to be recruited into facility/parks functions, and then to "graduate" to roads functions. The Collective Agreement acknowledges that any operator can be used for any duties, and this flexibility is fine. In practice, roads operators are routinely assigned to arena shifts, although this practice has diminished somewhat since the 2016 creation of the most recent arena operator position.

The current interchangeable tradition, while providing flexibility, does not on balance seem to work well for the Municipality:

- takes time away from roads duties, when - in our view - the roads operator crew is already minimal;
- unless specifically hired for facilities/parks, staff keep leaving facilities/parks
- tends to denigrate facilities/parks work

- qualifications and training for all operators are based on roads/heavy equipment, which is not as relevant to arena/parks work
- CVOR regulations limit roads operators from arena duties or from roads duties if they have already worked in arena
- Roads operators often work at overtime rates if doing an evening arena shift

In our view, the jobs are different, requiring different talents and training. Roads operators need DZ and AZ licenses, heavy equipment experience, and winter availability beyond scheduled hours in the event of storms. Facilities/parks operators, on the other hand, need refrigeration training and certificates; abilities in public relations, first aid, conflict resolution; turf and horticulture expertise.

It would be the responsibility of the Municipality to ensure that one group has appropriate training and certification in the field of heavy equipment etc., whether by recruitment or on-the-job development. For the other group, the Municipality would ensure refrigeration, horticulture and public relations expertise. It would be inefficient for the Municipality to recruit or train an operator for the wrong job, although this is what now happens. It also hampers staff retention in the arena/parks group.

This is not to say that a qualified arena operator who chose to obtain the relevant licenses him/herself would not be eligible to apply for a vacant roads position.

### **Separating Facility/Parks Operators from Roads Operators**

The objective of many of our recommendations in this chapter is to bring about a greater separation between road operations and arena/parks operations, trying to ensure that both get their due. In addition, several measures recommended in this chapter have the objective of enabling the permanent operators to operate more efficiently. While the Municipality makes extensive use of students and seasonal employees during the summer, particularly at the beaches and harbours, it makes less use of casual employees at arenas than other municipalities with which we are familiar. Judicious use of local contractors could also increase the productivity of permanent staff.

### **Scheduling**

Generally the wise current practice is to schedule only one permanent operator per arena shift. This still leaves up to 4 shifts per week at each arena when none of the permanent operators is scheduled. Evolving circumstances with specific personnel among the seven operators will in the future provide more flexibility and more shift coverage. In the meantime, however, the least efficient solution is to schedule a roads operator.

- it takes undue manager time to adjust and readjust operator schedules to get a roads operator in an arena when needed
- there is work to be done on the roads; the Roads manager needs to be able to count on his skilled and dependable workforce to get scheduled work done
- storms happen with little advance notice and may require an all-hands-on-deck response from the roads crew. Arena scheduling notwithstanding, storm response is the Municipal priority at such times
- if a roads operator has worked an arena shift before a storm, or worked a roads shift before an arena shift, he is being paid overtime for a shift
- CVOR limitations may kick in for an operator during a storm

Instead, we believe that the most efficient response is to develop a roster of call-in arena operators, with several provisos:

- issues, if any, with respect to the Collective Agreement must of course be resolved
- suitable training must be provided to ensure that these casual employees can operate the Zamboni and perform all other duties safely
- no promise, implicit or explicit, must be made that being on such a roster or receiving such training would lead to any shift guarantee, permanent position, permanent operator pay, or entitlement to overtime (aside from ESA requirements)
- a sufficient number of such employees must be recruited and maintained to ensure availability when needed, given the potential for illness, other employment, etc. We suggest a target of 4 such employees.
- a firm limit should be placed on the number of scheduled shifts worked by any individual casual employee, while recognizing that occasionally, an illness among the permanent operators will necessitate unscheduled coverage by a casual employee
- the need for and number of such casual employees should be re-visited annually, and may be reduced when the flexibility of the permanent operator complement increases

On occasion such as tournaments, a second arena attendant/cleaner is required on a shift. With a fuller roster of casual employees and students, it should almost never be the case that a permanent operator is scheduled for second-attendant duties.

We notice that, during some weekdays, the ice surface is lightly used or empty. The Municipality has in the past looked into possibilities for compressing the ice schedule in order to reduce the number of shifts that need coverage. In order to ensure that road operators will not need to be scheduled into arenas, the Municipality should continue to seek opportunities to compress the ice schedule.



## **Ice-out periods**

While recognizing that the Shores and the Legacy Centre will still have open hours during the ice-out time of year, the highest priority for arena/parks operators at that time of year should be parks. In order to give adequate attention to the parks (including sport fields, gardens and beaches, etc.) during the spring/summer, we foresee the need to maximize the number of the permanent operators assigned to parks and to working with students to ensure safety and productivity.

On occasion such as wedding receptions or public meetings, an evening attendant is required at either the Shores or the Legacy centre. Since neither Zamboni operation nor refrigeration is required at these events, every attempt should be made either to cover such shifts by casual employees, or where alcohol or the size of crowds necessitates a permanent operator in the evening, every attempt should be made to schedule a casual employee as the day shift attendant.

Again, we would encourage the Municipality to continue trying to minimize the number of indoor shifts that have to be scheduled during the ice-out period, in order to allow the arena/parks operators to focus on parks work.

## **Arkona Parks**

In Arkona, the cemetery maintenance is contracted out, whereas the parks and playing field maintenance is undertaken by the municipal mowing crew. As such, it is typically two operators and two students coming one day per week from Forest to Arkona in the ice-out season. To us, this arrangement seems less than ideal:

- travel time to and from Arkona for four employees
- the need to float the two zero-turn mowers and trackless machine to Arkona, requiring more truck-time
- the shoulder season problem of municipal personnel becoming unavailable

We suggest that the cemetery maintenance contract could be expanded to include parks/sports field maintenance. Doing so would solve the shoulder season problem and - by combining Arkona parks work - likely lead to better per-unit contract prices. As such, it would reduce the pressure to siphon roads operator time into parks work during the shoulder season. As importantly, it would reduce downtime for the Forest-based mowing crew and its equipment, thus allowing the crew to get more done. In fact, removing Arkona parks from the to-do list of the municipal parks crew might better enable the crew to maintain the Forest cemetery.

## **Forest Cemetery**

In the summer 2016, 2 days/week of two permanent operators and 2 days/week of two students were devoted to care of the Forest cemetery. This equates to 8 person-days/week or - given the higher wages of permanent operators - about 12 student-equivalent days/week. We wonder if better use of permanent operator time would result either by contracting out the care of the cemetery or by stationing two students there most of the week, albeit under the itinerant supervision of a Lead hand. The advantage of a contractor would be continued coverage during the shoulder season when students are not available during the work week, and when permanent operators are back in the arenas.

Particularly if the municipal crew retains mowing service in Arkona, we see the need to find an alternative means of service delivery in the Forest Cemetery. No slippage in cemetery care during the shoulder season is permissible. At the same time, however, roadwork is also taking a high priority for Community Services staff time before freeze-up and snow.

## **Grand Bend**

We recommend one exception to the separation of arena parks and roads employees. The current lead hand who oversees all roads, parks, beach operations in Grand Bend should retain that responsibility. Ultimately, a third lead hand might be appointed from among the parks/facility operators but we do not see the need in the short term.

We do see the need for more manpower to meet the level of service expectation in Grand Bend for about 4 months/year. For that reason, we would recommend that three of the permanent parks/facility operators be assigned to Grand Bend operations during the ice-out period and as long as possible into September.

One roads operator has been accompanying the Lead hand to take on Grand Bend duties each summer. If three permanent parks/facility operators are also assigned to the Lead hand (as well as the current large number of students and seasonal employees), that will help to handle the service pressures in Grand Bend. This would be much preferable to taking a second roads operator out of summer roadwork to help accommodate the Grand Bend workload.

We understand that the full roster of operators - both roads and facility/parks - take a turn throughout the summer working at overtime rates during weekend days in Grand bend, particularly for the purposes of the beach-raking machine, special event arrangements, etc. We wonder if it would not be more economical to schedule the summer team of five permanent operators so that one each weekend took on those duties. Obviously, this would

be most advantageous if the scheduling permitted some of the weekend work to be done at straight time. In any case, we see an advantage in having the operators most familiar with Grand Bend working among the weekend crowds and the summer staff.

The Community Services lead-hand collects money from the parking meters on a daily basis during the summer. Large sums are involved and it would certainly be valuable to have the lead hand as back-up for this function. However, it would not ordinarily be considered a roads or parks role. On the other hand, the bylaw staff are on the job throughout the week to monitor the meters and give tickets. With the proper safety and integrity procedures in place, we would see responsibility for parking meter operations consolidated with the Municipal Bylaw Officer.

## **APPENDIX 3 - Community Services - ROADS**

### **RECOMMENDATIONS:**

#### **Administration**

1. That the Director of Community Services remain at The Northville Operations Centre together with all other Community Services management, technical, and administrative assistant positions
2. That the vacant Project Coordinator position be filled immediately.

#### **Roads Operations - Staffing and Deployment**

1. That one additional Roads Operator position be added immediately, beyond the current 12 positions, and that a second additional road operator position be anticipated within a 10-15-year horizon.
2. That the title “Area Manager North Service Area” be changed to reflect the current responsibilities to “Manager of Roads”.
3. That the current practice of designating 3 Lead hands in Road operations remain intact.
4. That all staff report to The Northville Operations Centre on a daily basis unless directed otherwise by the Manager for operational reasons.
5. That primary winter operations continue to be delivered by the Municipality's in-house staff assuming the current level of service is unchanged.
6. that the Municipality consider contracting out winter sidewalk operations in Arkona

#### **The Northville Operations Centre**

1. That lunchroom and male/female washroom facilities, including showers, be upgraded to accommodate all Operations staff.
2. That a combined Leadhand office with desks for 3 lead hands be constructed.

#### **The Forest Depot**

1. That the existing depot be decommissioned as soon as possible, and a new depot be acquired, if an appropriate facility is available at an appropriate price, or be built at a different municipally-owned location
2. That the Municipality investigate the rehabilitation of the existing site and its sale or use as part of the Forest downtown urban fabric.
3. That the new depot accommodate the necessary equipment required to provide seasonal operations **throughout the year.**

4. That the new depot be approximately **2800 sq feet** including 3 overhead doors designed to accommodate seasonal equipment in one bay and tandem dump trucks with plow and wing in the other two bays.
5. That the new depot include male and female washrooms including shower facilities.
6. That the new depot include an appropriately sized lunchroom and locker space for up to 10 full time and/or seasonal employees, when assigned to work from that depot.
7. That the new depot include a Leadhand office.
8. That the new depot have the capability to store outside material for all seasonal operations.

#### **The Grand Bend Depot**

1. That the existing depot be decommissioned and a new depot be acquired or built in an alternate location
2. That the Municipality investigate the potential to sell the site of the existing depot
3. That the new depot accommodate the necessary equipment and material required to provide all seasonal operations.
4. That the new depot be constructed and include similar amenities as the proposed Forest depot.
5. That the new depot also include an office to accommodate the seasonal or occasional operations of other departments such as Bylaw .

### **Observations and Conclusions**

#### **Administration**

The Community Services Department reporting structure is appropriate for a community this size. Having the Director, managers, technical staff, support staff and operations group housed under one roof is conducive to a united work force, consistent ongoing messaging, and allocating resources where and when most needed.

The Administrative Assistant is a direct report to the Director and provides the following services: assistant to the Director, fields all internal and external inquiries as the receptionist, coordinates and arranges all purchasing, invoice account coding, prepares drainage schedules, prepares work orders in City Wide Works, helps prepare tenders and addendums advertising openings and award of successful vendor, inventory control, ensuring licenses are current for equipment and two way radios.

This position is backed up by the Admin Assistant to Facilities and Parks, and vice versa.

The vacant Project Coordinator position is in immediate need of filling to assist with operational coordination and the successful delivery of capital projects. Timely capital project tendering and management easily pays for itself.

## **Roads Operations**

To maintain the current levels of service, keep pace with the anticipated growth, and to be positioned to deliver increased levels of service, we anticipate that two additional Roads Operators will be required within the next 10-15 years. This conclusion is reinforced by the inter-municipal survey we conducted for this review: it indicated that, given the length of Lambton Shores' road network, one might expect to find 14 operators (the current complement is 12). To assist the Roads Manager to deploy forces in equal measure across the Municipality, we recommend that one of the additional road operator positions be considered as soon as 2018.

**In addition**, in the Parks and Facilities chapter, we suggested a number of measures that we believe will free up considerable time that road operators are now devoting to arena and parks activities.

As in all facets of municipal government, road operations are facing additional pressures:

- MMS – Minimum Maintenance Standards
- CVOR – Commercial Vehicle Operators Certification
- Operator duty and operating hour restrictions
- Underground service locate protocols Ontario Regulation 213/91 Sect.228
- Providing new services such as the fall leaf program
- Enhancing existing services such as storm water management programs, in particular the new Flusher/Vac truck program delivery

Furthermore, account must be taken of the responsibilities arising from the department's expensive fleet of equipment, including:

- Maintenance of the increasing equipment inventory
- Managing the preventative maintenance program
- Tracking equipment maintenance data
- Developing and managing a fuel management system

## **A Consolidated Organizational structure for roads**

As noted earlier, we strongly endorse the Municipality's relatively new structure whereby one Manager position is responsible for delivering timely, efficient and equitable road maintenance services throughout the Municipality. In keeping with this mandate, and in order for it to be met, all the Roads staff must report to the Manager of Roads at the Northville Operations Centre.

From time to time, however, the Manager, needs to be able to have one or more of the roads staff report directly to one of the depots if he determines it would be advantageous for operational reasons such as a winter event response. In practice, we expect that would happen, and it would be consistent with the majority of municipalities in our experience.

This "central operations with optional depot assignment" model would allow for:

- Efficient and municipal-wide equal deployment of resources. For example, we would expect the manager to assign more resources [for winter operations in the Grand Bend area than has been typical in the past](#). It is our belief that Grand Bend operations are short by two staff to deliver the basic levels of service. The two existing staff assigned to that area can only plow the roads on initial operations and then the sidewalks a day later. By contrast, the crew currently operating from the Forest depot can plow/sand all roads, sidewalks, parking areas, and initiate a snow removal program on an initial response to a winter event.
- Reduced duplication of equipment, tools, stock inventory
- Unifying the division and Improving the consistency of messaging to all staff including all health and safety training.
- Smaller and less expensive facilities required in Forest and Grand Bend.
- Reduced risk from hazardous material storage such as gas, oil, or transmission fluids .

### **The Northville Operations Centre**

The Northville site is a well suited location:

- central in Lambton Shores,
- recently constructed,
- large enough to house all Community Services Department staff and equipment
- away from residential areas and
- ample space for expansion or addition of out buildings at low cost.

The winter operations program is for the most part delivered in house and should continue to be so. There may be some unique service requests that could usefully be outsourced such as the ploughing of sidewalks. Currently one unit ploughs Forest sidewalks then roads to Arkona.

This is inefficient, increases risk to the operator, and contributes to excessive wear on the machine. Contracting out for Arkona sidewalks would result in increased levels of service and a safer operation for staff.

The Northville Operations Centre can house the entire Lambton Shores fleet of large equipment if necessary. It will require some renovations to adequately house the roads crew. We recommend that an addition be constructed along the shared northwest wall adjacent to the existing garage area. This is an ideal location with its proximity to the septic system and water services. The footprint would be about 2000 square feet with both an outside access/egress and an interior access through to the garage area. The addition would include a well-equipped lunch/meeting room, male and female washrooms including showers, male and female locker rooms, a laundry area, storage room, and one office for the use of the three lead hands.

### **The Operations Depots**

As identified in the recommendations, the Northville Operations Centre should become the primary staging area for all operations staff. The rationale is listed above.

At the discretion of the Manager, however, staff may be instructed to report to either the Forest or The Grand Bend depots depending on the operational needs. For example, we might expect that the Manager would frequently direct two staff to report directly to the Forest Depot during the winter period with two sander/plough units being housed there. The other staff would report directly to The Northville Operations Centre which would allow for the Manager to assign staff where required.

The new Forest and the Grand Bend depots would be as described in the recommendations. The primary function will be to provide shelter for lunches etc. when staff are working in either of the two locations and for small equipment storage for seasonal operations in order to reduce the floating of necessary equipment.

The recommended size would be approximately 2800 sq ft. Two overhead doors will allow for the storage of larger plow equipment including graders, and a smaller bay would accommodate smaller equipment such as sidewalk ploughs, backhoe, grass maintenance equipment etc. A small office, luncheonette, male/female washrooms and storage room would be constructed within this basic structure. Site servicing would also be required.

We have considered the concern that a consolidated structure for road operations would result in a reduction of the level of service in the Forest area, particularly for winter operations. In our view, current service levels would be maintained on an initial response for



maintaining the **roads** in a winter event. We expect that the Manager of Roads would typically have two staff report directly to Forest in the winter and have two ploughs stationed there.

The Manager would then deploy the remaining staff from Northville as required by the circumstances of each storm. The Manager has a responsibility to meet the “Minimum Maintenance Standards” throughout the Municipality and to deploy staff to meet this objective. If there is sufficient staffing and if needed, two additional staff could be directed immediately to Forest for sidewalk and/or laneway ploughing. If there are not sufficient staff, the Manager may have to delay off-road services in Forest in order to meet Minimum road maintenance Standards throughout the Municipality. We recommend that the Municipality add one road operator position immediately, in order to mitigate the possible reduction of levels of service in Forest while allowing the Minimum Standards to be met throughout the remainder of the municipality.

Future technologies and a process review would facilitate maintaining current levels of service or enhance the levels of service, when dispatched from Northville. We do not see deadheading as a significant potential pitfall; for example all plough trucks already return to Northville for material, fuel, etc., wherever they are stationed.

## **APPENDIX 4 - ADMINISTRATION and FINANCE**

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### **Recommendations**

- 1. that a municipal priority be to bring its administration physically together in order to facilitate coordination, initiative, efficiency and staff development**
- 2. that a full-time position of "Human Resources Officer" be created**
- 3. that the existing position of "Facilitator of Recreation and Leisure Services" be renamed "Facilitator of Community Initiatives and Partnerships" and report directly to the Clerk or CAO**
- 4. that a full-time position of "Marketing and Tourism Officer" be created and report to the "Facilitator of Community Initiatives and Partnerships"**

### **Coordination and Leadership**

In our view, it is markedly dysfunctional to have Lambton Shores' coordination and leadership functions separated among three different locations.

Any municipality's administration consists of two quite different components. The first of these - essentially the one for which the CAO position was created - focuses on coordination and leadership. Setting priorities. Interpreting to staff what Council sees. Interpreting to Council what staff sees. Assisting Council to fashion services which best serve the public and communicate service information to the public. Working with the Treasurer to identify budget options for Council consideration. Ensuring that the organization provides good value for the resources Council provides.

The way staff are organized and the way workplaces are organized can make it easier or harder for the CAO and management to achieve these organizational objectives.

The CAO position is integrally involved in the following functions:

- Budget guidelines and options, presentation of budget objectives and choices, in-year budget adaptations, long-range capital asset planning
- Human resources policy and planning, key recruitments and negotiations
- Developing programs and initiatives to implement Council objectives, presenting proposals to Council, and reporting on the effectiveness and efficiency of programs and initiatives

- Regularly helping Council to determine how it could respond effectively and responsibly to public requests, deputations, and community issues that arise from time to time
- Communicating service information to the public, assisting Council to communicate timely and accurate information, public consultation programs, and monitoring feedback

To be effective, the CAO position must be in close and frequent contact with other staff positions involved with those functions. In Lambton Shores, this contact happens of course, but it happens in spite of the fact that management, corporate service and financial staff are dispersed among several workplaces, not because of it.

Lambton Shores has adapted more rapidly than many municipalities to the requirements imposed by professional accounting standards and Provincial grant programs - and simply by good stewardship of the community's assets - to plan for, budget for, and account for infrastructure and other capital assets. The community's common wealth - its infrastructure and assets - are and should be a fundamental focus of the CAO and Treasurer together. It is particularly dysfunctional for the Treasurer and financial management positions to be distant from the CAO.

### **Corporate and Financial Services**

The second component of municipal administration is more visible, entailing the day-to-day corporate functions of running the corporation. Supporting Council and Council meetings. Collecting and accounting for the taxes and other revenues. Paying the bills. Paying the employees. Creating the budget and keeping the books. Customer service. Receiving and responding to the public in person, by phone, in writing and in digital form.

Until a tipping point of municipal size is reached, some of these duties are combined in a single position. It is worth remembering that, two generations ago, in small municipalities, the primary staff person was commonly also the chief financial officer, as well as clerk. Gradually, however, a separate treasurer position was created in almost all municipalities of whatever size, for the following combination of reasons:

- provincial and statutory requirement became more demanding
- the volume of work/number of transactions grew as the size and range of municipal services grew, leading to a greater possibility that important things would receive too little attention, either among financial duties or other duties
- the required skills/background/credentials to do a credible job increased

- the expectations and scrutiny of Council and the public increased, requiring greater focus/attention and more time than was otherwise available
- the consequences of not doing enough or doing the wrong thing increased in severity

It is interesting to note that five new permanent non-union positions have been created over the 15 years since amalgamation (six union positions were created during that period). For the same reasons, we see other new positions evolving over the coming 10-15 years.

## **Human Resources**

Except for decisions "bumped up" to the CAO, the Executive Assistant position currently handles regular payroll and benefits administration. The back-up position is in the Finance Department. These duties are estimated to take about half of the time available to the Executive Assistant.

The Human Resources needs of a municipality like Lambton Shores go beyond payroll and benefits administration. Among the comparator municipalities surveyed, the majority of those other than Lambton Shores have a specialized HR position. Central Elgin, with a population and number of employees similar to Lambton Shores added such a position in 2015, as did Muskoka Lakes. Kincardine, where the executive assistant/payroll/benefits position was similar to that in Lambton Shores, has divided the two roles into two separate positions in 2016. In Grey Highlands, with a similar population and smaller number of employees, the executive assistant spends about 60% time on HR matters (similar to Lambton Shores) but that does not include payroll and benefits administration performed by another employee. Gravenhurst and Saugeen Shores have full-time HR positions aside from payroll and benefits administration.

The reasons for this evolution toward a full-time HR-focused position, even in rather small municipalities, are similar to those which generated separate Treasurer positions 40-50 years ago.

- Statutory requirements have increased, including Pay Equity, Human rights, and Workplace health and safety legislation, an ever-evolving Employment Standards Act, required policies with regard to nepotism and conflict of interest.
- Workload increases as retirements generate more recruitment and benefits administration and as the number of students and seasonal employees increases.
- Ready access to specific HR training becomes more valuable as the legal environment gets more complex, and as different generations and different work styles enter the

workforce. Participation in the association of municipal HR officers is particularly valuable.

- Scrutiny has certainly increased with regard to defensible compensation rates and practices, workplace harassment complaints, defensible recruitment and dismissal policies and practices, workplace communications and employee motivation, respect for employee and public privacy, etc.
- The consequences of inadequate or ill-informed action can be severe. Needless to say, an on-the-job death or injury would be a crushing blow to the organization and community. Even being on the Ministry of Labour radar for whatever reason could consume hundreds of person-hours over coming years. Punctilious attention to safety training, recording and reporting are essential. Navigating the new workplace harassment legislation and the increasing number of complaints under that legislation can only be managed with a well-advised delicacy and respectful but thorough approach. Fair but well-informed collective agreement negotiations are necessary to achieve terms which are both publicly defensible and practical in the workplace.

We have no hesitation in suggesting that a position dedicated to human resource management functions will be completely justified, perhaps not immediately but before long.

Among the priorities would be:

- Working with managers to ensure a progressive health and safety training schedule and thorough recording of all training taken by all employees
- updating job evaluation and Pay Equity schedules
- working with management and staff toward succession planning and retirement readiness among the staff complement.
- assisting the CAO and management to stay abreast of the impending significant changes to Employment Standards Act and related legislation

### **Facilitator of Recreation and Leisure Services - Evolution of the role**

This current position began several years ago as the Municipality's "first-responder" to community organization requests for municipal support regarding special events and recreation activities. It has evolved, however, as a position with responsibilities that are key to pursuing Council's Action Plan.

The liaison with community organizations and ensuring that the necessary municipal support has evolved beyond recreation and leisure services. The Communities-in-Bloom program involves a lot of work on the part of many actors both within the Municipality and by

volunteers, and generates a great deal of pride. However, it would not ordinarily be considered a recreation activity. The Facilitator's work with the promoter of summer concerts in Grand Bend continues to involve close liaison with Community Services staff but again supports tourism as much as recreation. The same can be said for the Facilitator's work to coordinate the Municipality's participation in the Blue Flag program of beach certification. An increasing corporate-wide focus is also evidenced by work on policies such as community group insurance requirements, community group grants, social media use, wayfinding signage, the Trails Feasibility Study and planning for new recreational trails. Another clear sign of this evolution is the fact that the recently-advertised contract for tourism marketing services is supervised on a daily basis by the Facilitator.

Some of the duties now falling to that position remain traditionally oriented to recreation and support for community group events:

- Sport tournaments
- Support for the seniors activities of the Community Health Centres
- Developing business plans for the recreation facilities
- User fee and insurance policies for facility users
- Coordination with community groups re fairs, parades, downtown activities (although community groups as often communicate directly with the Manager of Parks and Rec operations)

As noted above, however, the activities of the position are increasingly corporate in scope. Looking at Council's 2015-2018 Action Plan, the following priorities are likely to find their way into the realm of the Facilitator position (aided by the contract position):

- Branding, including wayfinding signs and Lambton Shores -branded products
- Tourism Marketing, including website, social media, printed material and coordination with other agencies
- Population Growth, as it pertains to promoting Lambton Shores to young families
- Support for Volunteers, including a comprehensive policy on municipal support and municipal response to community group fund-raising initiatives

It is worth noting too, that Council members anticipate more pressures from the public for municipal activity over the next decade, and, for the most part, see the appropriate municipal response to be "soft" or facilitative, rather than "hard" or operational. Foreseeable such pressures include:

- seniors' services and in-home services

- housing options
- digital communication and "instant" updates about activities and events
- response to the fading of community groups that now provide services or infrastructure such as community gardens or events
- Activities for the growing beach area populations

It appears to us, therefore, that the Facilitator position now belongs less and less in an operational department, and more and more in a corporate setting reporting directly to the CAO or to the Clerk. The CAO position is directly responsible for getting action on Council's priorities and assisting Council to communicate government to the public. Those priorities will be reflected in the workplans of all departments. By the same token, a lead driver with the necessary time and talents will be needed. Given the trend in the Facilitator's duties, and the additional contract help which the Facilitator will supervise, it seems clear that the Facilitator position will play a pivotal role assisting the CAO to advance corporate priorities. While there would still be frequent contact with the Manager of Rec/Parks and the Rec/Parks Admin Assistant, there is no longer any clear logic for the Facilitator to be part of an operational department or report to the Director of an operational department. Indeed, we would see changing the title to something like "Community Development Coordinator" to better reflect the role.

## **Marketing and Tourism**

As noted above, marketing and tourism - perhaps more generally the development of the local economy - are central to Council's action plan. Given Lambton Shores' geography and economy, it seems unlikely to us and to members of Council that this priority will diminish in the 10-15 year horizon. The current contract position recognizes that the municipality needed additional time and skills on board in order to enable its Action Plan to be actively pursued. Since we do not see the need diminishing, we do not see such a position disappearing.

We note that the majority of the survey municipalities - all of which have economic similarities to Lambton Shores - have at least one staff position in the realm of marketing/tourism/economic development. These positions typically report to the CAO.

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## **APPENDIX 5 - FIRE SERVICES**

### **Recommendations**

- 1. that the Municipality appoint a single Chief to be responsible to Council for the coordination and regulatory compliance of the Lambton Shores Fire Service, working with the CAO and the station chiefs**
- 2. that the new position of Administrative Assistant - Fire Service also be created, initially on a part-time basis, with the expectation it will likely become full-time within the 10-15 year horizon**
- 3. that the activities of the Chief and Admin Assistant include ways to lighten the burden on the part-time station chiefs, including such matters as "vulnerable occupancy" fire safety inspections, fire investigations, and MOT claims correspondence.**
- 4. that the Municipality anticipate the creation within the 10-15 year horizon of at least one additional position, possibly part-time, dedicated specifically to fire prevention duties, particularly inspections and enforcement**
- 5. that the activities of the Chief impinge as little as possible on the authority of the station chiefs with respect to such matters as volunteer recruitment and incident response, while still recognizing the responsibility of the Chief for coordination with respect to training and fire prevention programs, record-keeping for those programs, fire service budgeting, and fire service quality metrics**
- 6. that in terms of workplace planning, the Municipality recognize a nexus of similar skills, duties and work patterns among the fire inspection and Fire Code compliance functions, the building permit review and building inspection process, and the investigation and enforcement of municipal bylaws.**

### **Fire Marshal's Report**

Early in its term Council requested the Office of the Fire Marshal to review the Lambton Shores Fire service. That carefully worded report has been available to Council and the public for some time and need not be repeated here.

The Office of the Fire Marshal's report did not comment on and found no fault with the volunteer firefighting service. Nor was it a criticism of the current individual chiefs, who have dedicated many hours over many years, often interfering with their own families and business affairs.



It is clear from our interviews with Council members, staff, and the chiefs that all are proud of and grateful for the many volunteers who serve the public so willingly.

### **Regulatory Compliance, greater coordination/consistency, and municipal support**

On the contrary, our reading of the OFM report points consistently to three points

1. The regulatory expectations on the fire service have changed rapidly, including new OFM guidelines and regulations, the "vulnerable occupancies" concept, health and safety regulations and enhanced scrutiny of safety training in light of some recent firefighter deaths, increased legal requirements for complete and readily accessible record-keeping, etc.
2. Greater coordination and consistency is needed across the Municipality. Since Council is ultimately responsible for the fire service offered to the public - particularly fire prevention and education - and for firefighter safety, the report suggests that it is unwise to allow five different levels of training, levels of record -keeping, enforcement priorities, etc.
3. To an unfortunate extent, the fire service has not been treated as an integral part of the Municipal operations, coordinating with other departments, receiving tech and admin support, conforming to municipal records bylaws, etc. As another example, individual representatives of the fire service are not present at the senior management meetings.

### **The Chief Position**

In recognition of the increasing risks and regulatory environment, and of the need for coordination among the stations and for an effective go-between/interpreter between the Municipal organization and the stations, the time has come for Council to appoint one Chief. For the purposes of clarity in this report, we will use the term "station chief" to refer to the volunteer position which exercises leadership in each of the Forest, Arkona, Thedford, Northville and Grand Bend stations.

Working with the station chiefs, the Municipal management team and administrative staff, the priorities for the Chief and Admin Assistant in the short-term would be :

- identifying a consistent format among the stations for record-keeping on fire-fighter training and on fire prevention inspections
- collecting and entering all available records into computer, including reconstructing any such records if necessary and feasible

- conducting inspections of those vulnerable occupancies and higher-risk uses where contact is most feasible during the daytime
- reviewing development proposals for fire safety and fire suppression concerns
- identifying and acting upon any outstanding files where orders have been given under the Fire Code but compliance has not been obtained or recorded
- identifying the elements of a standard training curriculum that all firefighters should be exposed to, and a common system of recording when the firefighter has completed each element of the curriculum
- identifying municipal systems and resources that should be made available to the department, particularly IT resources
- Participating in Municipal budget discussions

We see the Fire Chief having department head/senior staff status similar to that of the Clerk or Treasurer, and similarly responsible - under the leadership of the CAO - to provide coordinated inter-departmental advice, financial management, and cohesive operations.

We have recommended that the corporate leadership and coordination functions of the Municipality be brought physically together. Similarly, we recommend that full-time Fire Service positions be accommodated with the Administration. This would facilitate their support from the Administration and integration with Municipal systems, as urged by the Fire Marshal's report. It would also help to ensure a healthy delineation of responsibilities as between the Chief and the station chiefs.

If an alternative is required, however, we note that the Fire service shares many points of interaction and common interest with the functions of building permit review/inspection and with municipal bylaw enforcement:

- site visits, investigation, legal orders to comply, potential court proceedings
- complaint- driven responses regarding derelict properties
- negotiation skills
- closely related legislation and legal remedies

### **Administrative Assistant**

In order to accomplish these priorities and to help to maintain contact with the station chiefs and other agencies, the services of an administrative assistant will be required. On a trial basis, we would suggest a part-time position; indeed in the short-term, adequate support for the Chief can likely be found within the Municipality's current complement. We think it very

likely, however, as the activities of the Chief take shape and interaction with other municipal staff and other agencies increases, that a full-time position will eventually be required.

### **Fire Inspection**

A majority of the municipalities in our survey have - or have had - an additional professional position directed at least in part at fire prevention activities, particularly the inspection and Fire Code compliance activities. The Chief position should initially focus a significant part of its activity in this direction. However, as the office-bound management burdens increase, which they inevitably will, the Chief will need professional assistance to carry the load of fire inspections, enforcement, and development review.

This will not be an immediate need, and may not be a full-time requirement. In some municipalities, a position combines Fire Code enforcement and Building Code enforcement. Nonetheless, at least a part-time position should be anticipated within the 10-15 year horizon.

### **Tread Carefully**

We are acutely aware that, before amalgamation, Bosanquet, Thedford, and Arkona joined forces to create a common Fire Chief position. We have been told that it was not a success...

- the person chosen was reportedly not familiar with the volunteer firefighter environment and the nature of smaller municipalities
- the resulting role of the station chiefs was poorly defined and inadequate respect shown for the existing chiefs, their station personnel, and the proud community tradition they embody
- changes were attempted with inadequate consultation and evolution

Clearly the Municipality must avoid this pitfall. For example, we do not anticipate that the Chief will attend every call, be the incident commander at every fire, recruit every volunteer firefighter, or change every light bulb. Rather, we see the Chief and the Admin Assistant focussing on activities that will lighten the load of the station chiefs, particularly in those activities which they - and the OFM report - suggest that they have not had time to address or have not effectively coordinated. While the Chief must know firefighting in a Lambton Shores-type setting, the position is being created as a management/coordination function.

Before hiring, it is essential that the CAO and the station chiefs as a group iron out in greater detail the authority, responsibilities, and priorities of both the Chief and the station chiefs.

We note in passing that some of the existing station chiefs have discussed retirement in the near future after their decades of dedicated service. While their advice would obviously be valuable to the Municipality as the transition to a permanent full-time chief is introduced, such a transition would be timely. Indeed, one suggestion made to us was a transitional strategy wherein, as each of the existing station chiefs retired, that station would be brought under the authority of the full-time Lambton Shores Chief. While we are not endorsing this strategy, it does emphasize the need both to act immediately on the creation of a full-time chief position and to manage the transition respectfully.

The Lambton Shores fire service is a credit to the Municipality and its communities. The right chief can only make it better. More coordination and more municipal support should reduce some risk, lighten some loads, and almost certainly avoid some long-term costs.

## **APPENDIX 6:**

### **Inter-Municipal Survey of Municipal Staffing**

#### **Background:**

In looking at Lambton Shores staffing and organization, the consulting team were expected to conduct a survey of a suitable number and selection of similar municipalities. This appendix reports on that survey and the patterns emerging from it. The information obtained in the survey was obtained by telephone contact with the CAO, augmented by information from the municipal website. Financial information was obtained from each municipality's 2015 FIR.

#### **Description of the survey:**

No municipality is the same as another. Based on factors such as geography, population, public expectations, County responsibilities, workforce and contractor availability, each municipality provides different services and different levels of service, and delivers its services differently. Staffing variations result from these service decisions as well as from differences in the extent to which services are provided by contractors, by inter-municipal agreement, by the non-profit sector, or by seasonal /casual employees.

In light of the inevitable range among municipalities, comparing Lambton Shores to any particular other municipality would be of limited value. So, in order to maximize the pertinence of the survey to the Lambton Shores, this Review has taken a number of steps:

- a good number of municipalities (13, including Lambton Shores) is included
- among them, they contain the key features Lambton shores contains, including:
  - all have considerable waterfront territory and a significant element of cottages/second homes
  - tourism is an important part of the economy of each
  - populations reported in 2015 range from 7000 to 18,000, with Lambton Shores roughly in the middle
  - with two exceptions, all are primarily rural, with urban centres within
  - with three exceptions, agriculture is an important part of each economy
  - with one exception, they were all created by amalgamation
  - two fall within Muskoka regional government; the rest are within counties
- rather than referring to any particular other municipality, the survey reports on the median among the 13 municipalities, the median being the number than which half

the municipalities are larger and half smaller. Doing so irons out individual differences and identifies what is most typical among the 13.

- Among the 13, Lambton Shores is the median municipality with respect to:
  - total 2015 taxable assessment (\$2,116 million)
  - winter-maintained road length (680 lane-kms)
  - the sum of the population and households (which includes cottage/part-time households)(18,068)
  - Table 1 attached shows a number of key features of the 13 municipalities, and the median value for each feature.
- Finally, in reporting both on compensation expenditures and on the number of permanent staff, the consultants have used ratios in order to further equalize among individual municipal differences. For example, in reporting on roads operations, they compute road expenditures per winter-maintained kilometre and #winter-maintained kilometres per road operator.

## Findings

The staffing data in a survey such as this inevitably contain minor distortions because each department has slightly different functions from one municipality to another. For example, while cemetery records and plot sales are part of a staff person's responsibility in every municipality, even within the 13-municipality sample that person may be in Clerk's, Finance, Public Works, or Parks/Recreation. Similarly, roads operators may have different levels of responsibility from one municipality to another for parks mowing, grave excavation, downtown flower baskets, or road construction projects.

As mentioned, perfectly reasonable variations in full-time staffing result from the decisions of different Councils about what services or level of service they will provide, and from each organization's practices regarding the use of contractor services, seasonal/casual employees, inter-municipal service delivery agreements, etc.

As a result, minor differences between Lambton Shores' compensation or staffing and the 13-municipality median are not instructive, whereas substantial differences raise useful questions. Such a comparison does not decree what staffing Lambton Shores should have, or whether it is understaffed or over-staffed in total or in any functional area. However, the median level of compensation expenditure and staffing DOES indicate what one might expect to see in a municipality like Lambton Shores.

Some noteworthy findings include:

- Lambton Shores total compensation expenditure is substantially below the 13-municipality median. Conversely Lambton Shores total expenditure on service contracts is correspondingly substantially higher than the median
- The survey attempted to subtract any staffing in the other municipalities in functions where Lambton Shores staff does not deliver the service (water treatment and distribution, landfill, libraries, theatres, indoor pools, etc.). Even after doing so, Lambton Shores has notably fewer permanent staffing than one might expect to find in a similar municipality.
- Lambton Shores General Government compensation expenditures are close to the median among the 13; i.e., about what one might expect (this category includes CAO, Finance, Clerk's, HR management, and IT support)
- Lambton Shores General Government permanent staffing is somewhat less than one might expect.
- In addition, most of the other municipalities also have a position for marketing, tourism, and/or economic development, often within an Administration department
- In addition also, a majority of the other municipalities already have a position dedicated to Human Resources functions, either in combination with payroll and benefits administration or apart from payroll and benefits
- Lambton Shores fire service remuneration expenditure is about two-thirds of the median. Lambton Shores is the only municipality without full-time positions in addition to the leadership and volunteers within each station. The median among the 13 municipalities indicates that, in a municipality like Lambton Shores, one might expect to find 2.5 positions in addition to those with responsibility for specific stations.
- Lambton Shores total compensation for Indoor recreation facilities was fairly typical among the 13, whereas its parks and marina expenditures were higher than the other municipalities except for St Clair.
- The permanent Facilities/Parks staffing (10) is typical of municipalities like Lambton Shores (excluding libraries, indoor pools, and theatres which some municipalities have).
- By all measures, Lambton Shores total compensation for road and related operations, as well as total expenditures for road and related operations, were lower than the median among the 13.
- Similarly, Lambton Shores has fewer full-time operators (12) than one might expect to find in road and related operations (14).

## **2031 projections**

In order to look ahead 10-15 years, we projected the population and # of households in Lambton Shores in 2031, based on the current rate of growth. On this basis, by 2031, Lambton Shores is expected to have a population of 11,860 (as opposed to 10,656 in the 2015 FIR) and 7860 households (as opposed to 7412 in the 2015 FIR). Then, working with the median 2016 staffing ratios for each of the above-noted service areas, and projecting that services now contracted or delivered by the County would remain so in 2031, we projected how many permanent positions the Lambton Shores of 2031 might expect to have.

The Answer: it would not be unusual to find approximately 9.5 additional full-time positions in Lambton Shores in 2031 (i.e. from 43 to 52). This would consist of up to 3 new permanent positions (now zero) in Fire Service; 3 new permanent positions (now 13) in corporate and financial services; one new permanent position (now 10) in Recreation and Parks; and 2.5 new permanent positions in Roads.

Note, however, that our recommendations in this review have taken note of such factors as

- the role the County plays in supporting Planning and Building in Lambton Shores,
- the fact that IT support has been contracted out,
- the facilitative rather than direct operating role with respect to recreation activities.
- the recommendations we have made to direct more road operator time to road work
- the opportunity for the Manager of Roads to direct the operators toward the most efficient, high-priority, and equitable service delivery across the whole municipality

For these reasons we recommend that Lambton Shores should anticipate only 6.5-7 additional permanent positions by 2031:

- two in Administration: i.e., Marketing/Economic Development and Human Resources,
- two additional roads operators, and
- three Fire Service positions: Fire Chief, Admin Assistant, Fire Inspector (possibly part-time)

**If any of our assumptions prove invalid, Lambton Shores should anticipate MORE than 6.5 new permanent positions by 2031.**



## **APPENDIX 7 -**

### **Benchmarking Municipal Office Space Requirements**

Having identified the number of positions in each department that Lambton Shores should expect to provide accommodation for in 2031, the challenge is to translate this into the type of space and how much space will be needed. This includes not only directly assignable space (enclosed offices, unenclosed offices and desks, as well as the halls and walls between them) but also ancillary functional space for the use of staff and/or the public (washrooms, lunchrooms, lobby, meeting rooms, etc.)

The first source of information was Lambton Shores current office space. The assignable office space was calculated in each of the three Lambton Shores locations (the Shores, Northville, and Grand Bend), and then the assignable office space per employee in each. The answer: 150 square feet of assignable space per seat available (including halls and walls), or 165 sq ft per employee (excluding two desks vacant except for casual use)

Furthermore, based on our interviews with staff and our own experience, we noted the ancillary functional spaces that were present or missing.

Our second source was a call for information from other small municipalities which had constructed new office space within the past few years, either a new building or - more commonly -an addition to an existing building. We received valuable information from five municipalities: Mono, Carling, Guelph-Eramosa, North Frontenac, Georgina. This information indicates a benchmark of 160 sq ft per seat available, or 165 sq ft per employee (excluding vacant desks). In our calculations of Lambton Shores' space need, we have used the 160 sq ft per seat available benchmark.

It also helped us to benchmark office sizes for various positions, and provided an inventory of the type and size of ancillary functional spaces one might expect to see in a proper municipal office. Note, for example, that in addition to washrooms, meeting rooms, etc, another space to be expected in a municipal office is an office for the Mayor.

It appears that the following office dimensions are typical of small municipalities:

- CAO and department heads: 150-160 sq ft enclosed office, providing for a small meeting table and four chairs

- Other professional staff: 100-120 sq ft enclosed office, typically with one or two guest chairs
- Administrative and clerical staff: 75-90 sq ft unenclosed office
- Desk and chair for casual employees or "drop-in" employees whose primary office is elsewhere: 50-60 sq ft

The ancillary functional space that accompanies municipal office operations - even excluding a Council Chamber - is typically almost equal to the amount of space occupied by offices (including the halls and walls between them). Combined, both office accommodation and functional space account for about 310 sq ft per seat available, although there is not a direct correlation between the two (e.g., public washrooms can't be twice as small if there are half as many employees; a lobby doesn't need to be twice as large if there are twice as many employees).

	<b>MONO (after 5000 sq ft addition 2012)</b>	<b>CARLING (new build 2012)</b>	<b>NORTH FRONTENAC (after 2200 sq ft addition)</b>	<b>GUELPH -ERAMOSIA (addition design)</b>	<b>LS - SHORES</b>	<b>LS - GRAND BEND</b>	<b>LS - NRTHVLE (office only)</b>
<b>Functional features included</b>							
Committee /training room (excl Ccl Chamber)	y	n	y	y	n	y	y
Interview/small mtg Room	2	2	2	y	y	n	n
Specialized File Storage	y	n	y	y	n	y	n
Lunch room	y	y	y	y	n	y	y
Washrooms -public	y	y	y	y	n	y	n
Washrooms - staff	y	y	y	y	y	y	y
Print/copy/mail room	y	y	y	y	y	y	n
Vault	y	y	y	y		y	
IT hub room	y	n	n	y	n	n	n
Storage room	y	n	y	y	n	n	y
Janitor closet	y	n	y	2	n	n	y
Lobby/reception	y	?	y	y			

In our review, we consider two future office accommodation options, each based on the assumption that each is a new building situation, not added to an existing facility. One option would include Finance and Corporate services and Fire and provide for a total of 26 seats (including 3 spaces for casual use). The second option would provide for 20 seats for Finance and Corporate services (including an office for the use of Mayor and Council members). It would assume that Fire service staff, the CBO, and the Municipal Bylaw Officer, together with an administrative assistant, would be accommodated by means of a retrofit within the Northville building.

Based on the information from other municipalities, our observation of the existing Lambton Shores offices, and our experience with dozens of small municipalities, we have developed the following benchmarks for ancillary functional space needs.

<b>New Building Options</b>	<b>OPTION 1</b>	<b>OPTION 2</b>
	<b>26 seats</b>	<b>20 seats</b>
<b>Functional features required</b>		
Committee Room/training room	500	400 sf
Interview/small meeting Room	240	120 sf
Lobby/reception	400	400 sf
File Storage/Archives	400	400 sf
Lunch room	400	350 sf
Washrooms -public	280	280 sf
Washrooms - staff	320	320 sf
Print/copy/mail room	200	200 sf
IT hub room	150	150 sf
Vault	100	100 sf
Storage room	150	150 sf
Janitor closet	50	50 sf
<b>TOTAL ANCILLARY SPACE</b>	<b>3500</b>	<b>3230 sf</b>

	<b>MONO</b> (after 5000 sq ft addition 2012)	<b>CARLING</b> (new build 2012)	<b>NORTH FRONTENAC</b> (after 2200 sq ft addition)	<b>GUELPH -ERAMOSA</b> (addition design)	<b>GEORGINA</b> (actual)	<b>GEORGINA</b> (design- new bldg)	<b>LS - SHORES</b>	<b>LS - GRAND BEND</b>	<b>LS - NRTHVILLE</b> (office only)	<b>LS - TOTAL</b>	<b>Average</b>	<b>Median</b>
Sq footage	8600	3400	4500	9500	44,000	45000	2100	2800	3000	8000	122900	
Council Chamber sq footage	2200	700	900	1200	500	2000	na	na	na	na	7500	
Sq footage excl Council chamber	6400	2700	3600	8300	43500	43000	2100	2800	3000	7900	115400	
Number of staff accommodated	13	15	17	23	109	147	9	7	7	23	347	
Number of seats available	17	15	17	27	109	147	10	7	8	25	357	
<b>Sq footage (excl Ccl Chamber) per seat available</b>	375	180	210	310	400	295	210	400	375	315	<b>306</b>	<b>310</b>
# offices enclosed	6	7	10	13			4	2	5	11	47	
# offices/desks unenclosed	11	8	8	14			6	5	3	14	55	
sqfootage - Offices,cubicles only (incl halls and walls)	2700	2200	2350	4800	19,000	24000	1500	1150	1150	3800	58850	
<b>sq footage /seat available - offices/cubicles/halls</b>	160	145	140	180	175	165	150	165	145	150	<b>158</b>	<b>160</b>

TABLE 2 - SPECIFIC MUNICIPAL STAND-ALONE POSITIONS														FREQUENC Y x/12
Position	Lambton Shores	Central Elgin	Gravenhurst	Grey Highlands	Kincardine	Meaford	Muskoka lakes	Saugeen Shores	South Bruce Peninsula	South Huron	St Clair	Tiny Twp	Wasaga Beach	
Households	7,412	5,250	8,486	5,469	6,104	5,642	10,110	7,909	7,241	4,705	6,332	9,565	12,642	7241
Population	10,656	13,190	12,055	8,033	11,174	11,100	6,700	12,661	8,413	9,945	14,515	11,230	18,615	11,174
I T officer	no	no	no	no	yes	yes	yes	yes	no	no	yes, PT	yes	yes	7
HR officer	no	yes	yes	yes	yes	no	yes	yes	no	no	no	no	yes	7
Communications/ Mrkting or Marketing/Tourism	no	yes	yes	no	yes	yes	yes	yes	no	no	no	no	yes	7
Professional Planner	no	no	yes	no	no	yes	yes	no	no	no	no	yes	yes	5
Planning/Building coord	no	no	yes	yes	yes	no	yes	yes	yes	yes	yes	yes	yes	10
Fire Chief (central)	no	yes	yes	yes, PT	yes	yes	yes	yes	yes	yes	yes	yes	yes	12
Fire Prevention/inspection	no	no	yes	yes, PT	yes	no	yes	yes	no	no	no	yes	no	6
Fire Training Officer	no	no	yes	no	no	no	yes	no	no	no	yes	yes	no	4
Ec Dev or Ec/Tourism officer	no	no	yes	no	yes	yes	yes	yes	no	no	no	yes	yes	6
Records Mngmt officer	no	no	no	no	yes	no	no	no	no	no	no	yes	no	2
Mechanic (qualified, acting as)	no	yes	yes	no	yes	no	yes	yes	no	no	no		yes	6
Engineer (P.Eng)	no	no		no	yes)	no	yes	yes	no	no	yes	no	yes	4
Horticulturalist (qualified)	no	no		no	yes	no	no	yes	no	no	yes	no	yes	4



**TABLE 3: 13-MUNICIPALITY SURVEY: PERMANENT STAFFING BY FUNCTION EQUIVALENT TO LAMBTON SHORES**

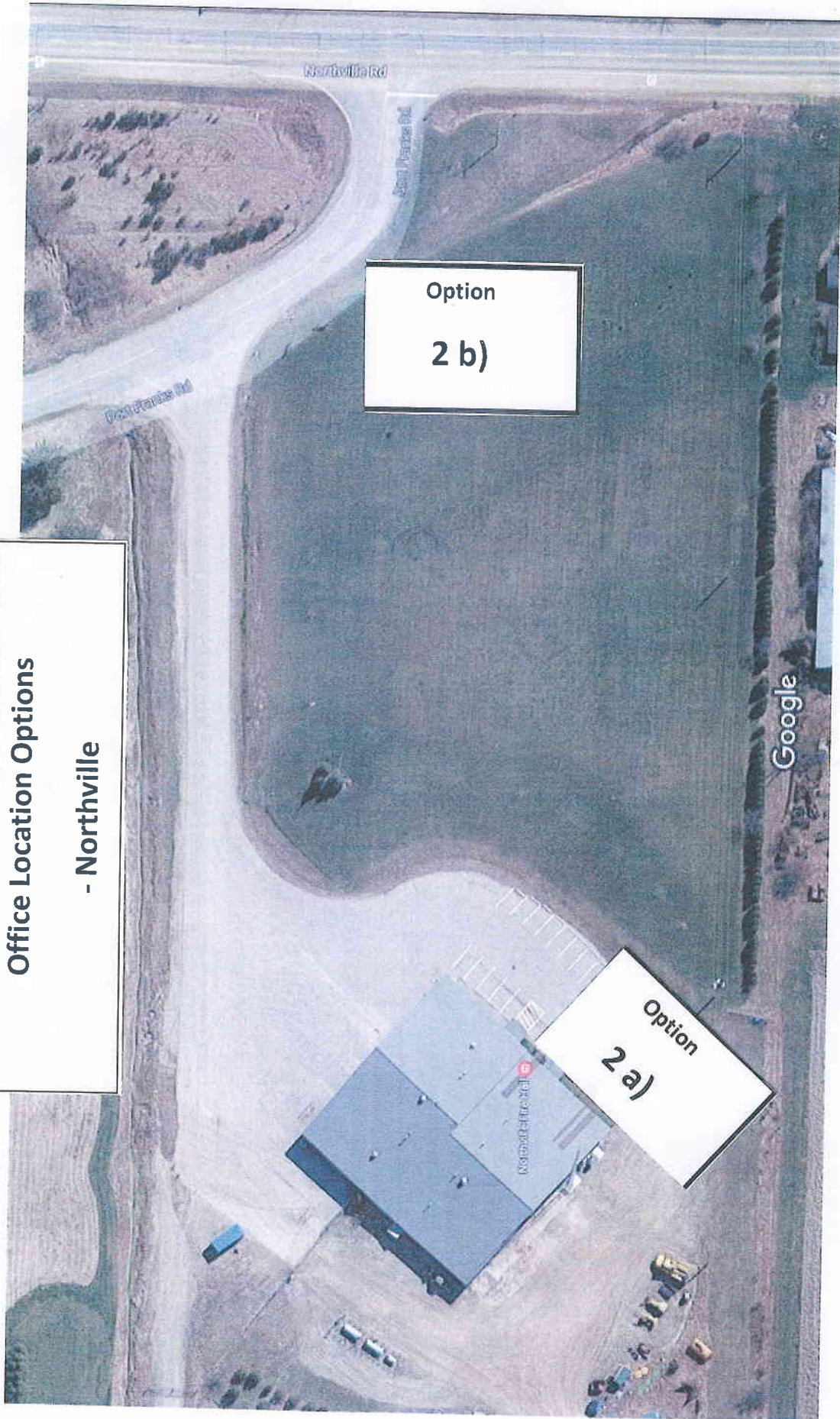
Position	Lambton Shores	Central Elgin	Gravenhurst	Grey Highlands	Kincardine	Meaford	Muskoka Lakes	Saugeen Shores	South Bruce Peninsula	South Huron	St Clair	Tiny Twp	Wasaga Beach	MEDIAN
<b>GENERAL GOVERNMENT</b> (includes Finance, Clerks, HR/payroll, IT, communications, Econ Development; excludes bylaw, building, planning)														<b>14.0</b>
Gen Govt FTE (excl Bylaw)	<b>12.5</b>	<b>10.3</b>	<b>17.0</b>	<b>9.0</b>	<b>18.5</b>	<b>17.0</b>	<b>16.0</b>	<b>14.0</b>	<b>9.0</b>	<b>11.0</b>	<b>12.0</b>	<b>13.0</b>	<b>24.0</b>	
Hhldpop/Gen Govt FTE	<b>1445</b>	<b>1799</b>	<b>1208</b>	<b>1500</b>	<b>934</b>	<b>985</b>	<b>1051</b>	<b>1469</b>	<b>1739</b>	<b>1332</b>	<b>1737</b>	<b>1600</b>	<b>1302</b>	<b>1291</b>
<b>FIRE SERVICE</b> (excludes all station-specific complement)														<b>2.5</b>
Fire FTEs	<b>0</b>	1.75	4	1	3	2	4	2	2.5	1	3	4	3	
# fire stations	<b>5</b>	4	3	2	2	1	10	2	2	3	6	5		<b>3</b>
# volunteers	<b>113</b>	100	50	50	50	30	120	54	56	65	172	100		<b>61</b>
hhldpop/FTE		10537	5135	13502	5759	8371	4205	10285	6262	14650	6949	5199	10419	<b>7227</b>
<b>RECREATION and PARKS</b> (includes permanent positions only in parks, beach, marina facilities, and rec programs where applicable; excludes libraries, theatres, pools)														<b>10</b>
Rec/Parks FTEs	<b>10</b>	12	13	1.5	18	7	6	13	9	10	17	8	19	
hhldpop/FTE	<b>1807</b>	<b>1537</b>	<b>1580</b>	<b>9001</b>	<b>960</b>	<b>2392</b>	<b>2803</b>	<b>1582</b>	<b>1739</b>	<b>1465</b>	<b>1226</b>	<b>2599</b>	<b>1645</b>	<b>1807</b>
<b>ROADS</b>														<b>14</b>
Road Ops FTEs	<b>12</b>	14	16	12	13	16	26	21	17	8	8	14	18	
Lane-kms/FTE	<b>57</b>	56	42	56	62	46	23	22	44	84	139	63	22	<b>49</b>
Road Tech/Mgt/ AA FTEs	<b>5</b>	6	5	5	6	2	4	7	5	1.5	8	5	8	<b>5</b>
Lane-kms/FTE	<b>136</b>	<b>130</b>	<b>134</b>	<b>134</b>	<b>133</b>	<b>370</b>	<b>150</b>	<b>66</b>	<b>150</b>	<b>450</b>	<b>139</b>	<b>176</b>	<b>50</b>	<b>136</b>
<b>TOTAL PERMANENT STAFF</b>														<b>51</b>
Total Permanent staff	<b>43</b>	47	69	33.5	62.5	50	72	64	45.5	36.5	51	51	85	
hhlds/pop/total FTE	<b>420</b>	392	298	403	276	335	234	321	344	401	409	408	368	<b>354</b>





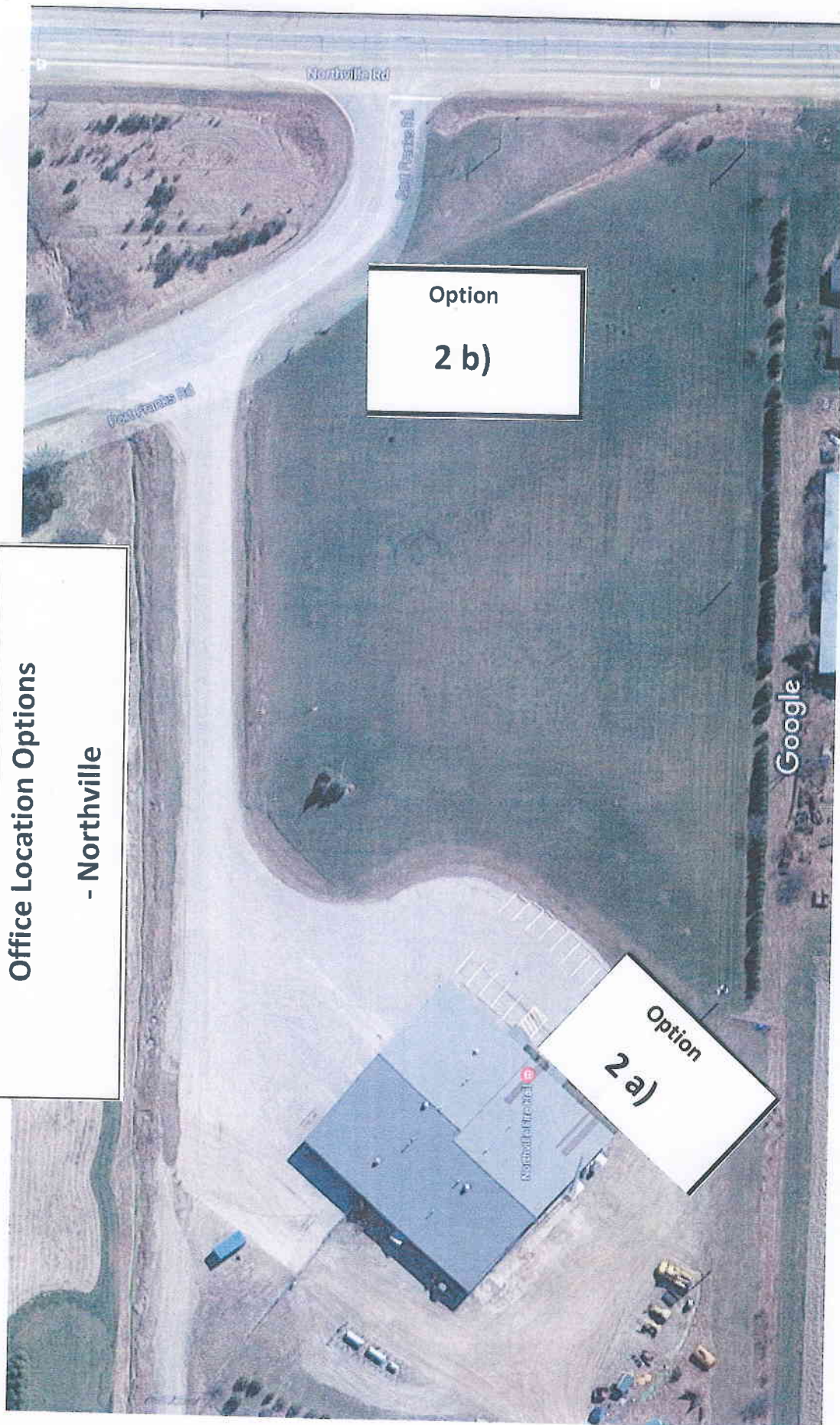
TABLE 1	Lambton Shores	Central Elgin	Graven hurst	Grey Highlands	Kincardine	Meaford	Muskoka Lakes	Saugeen Shores	South Bruce Peninsula	South Huron	St. Clair	Tiny Twp.	Wasaga Beach	MEDIAN	Lambton Shores 2031
Households	7,412	5,250	8,486	5,469	6,104	5,642	10,110	7,909	7241	4,705	6,332	9,565	12,642	7,241	7940
Population	10,656	13,190	12,055	8,033	11,174	11,100	6,700	12,661	8413	9,945	14,515	11,230	18,615	11,174	11,860
Hhlds + Pop	18,068	18,440	20,541	13,502	17,278	16,742	16,820	20,570	15,654	14,650	20,847	20,795	31,257	18,068	19800
Tax Accounts	8300	7940	9500	7020	7100	6800	14,000	7850	9040	5000	8000	12,500	14000	8,000	
Winter lane-kms	680	780	670	670	800	740	600	460	750	675	1110	880	400	680	700
Unpaved road lane-kms	276	100	172	451	301	355	315	145	487	356	660	205	9	301	
Paved road lane-kms	401	680	509	221	652	412	445	393	373	344	469	680	388	412	
Hectares	33,000	28,070	51,859	88,244	53,792	58,800	78,160	17,058	55,714	42,598	38,000	40,420	5,967	42,598	
New dwellings 3 -yr	110	156		100	110	130		225					800	130	
Hectares munic Open space	43	30	52	100	546	42	399	84	91	43	109	73	136	84	
Delivery - arena, pool indoor	2	2	1	4	2	1	2	3	1	2	2	0	1	2	
Delivery - marinas/harbrs	yes	yes	yes	no	yes	yes	no	yes	yes	no	no	no	no		
Delivery - pub. beach(es)	yes	yes	yes	no	no	yes	yes	yes	yes	no	yes	no	yes		
Delivery -ww collect	contract	yes	County	yes	yes	contract	County	yes	contract	combined	combined	?	yes		
Delivery -ww treat	contract	yes	County	yes	yes	contract	County	contract	contract	combined	contract	?	contract		
Delivery w distribute	contract	yes	County	yes	yes	contract	County	combined	contract	combined	yes	yes	combined		
Delivery - w treat	contract	yes	County	yes	yes	yes	County	contract	contract	yes	contract	yes	contract		
Delivery - waste collect	contract	contract	County	contract	contract	?	County	yes	contract	contract	contract	County	County		
Delivery - waste dispose	County	contract	County	combined	combined	contract	County	yes	contract	contract	County	County	County		
Delivery -libraries	County	County	yes	yes	County	yes	yes	County	County	County	County	County	County		
Delivery - prof planning	County	contract	yes	combined	County	yes	yes	County	County	County	County	yes	yes		
TOTAL CVA weighted \$M	2,116	1,525	3,133	1,702	1,997	1,633	8,894	2,459	1,801	1,222	2,206	3,453	3,761	2,116	
RES CVA weighted \$M	1,808	1,315	2,887	1,473	1,458	1,461	8,615	2,208	1,672	838	1,236	3,361	3,471	1,672	
Total Tax - local munic \$M	10.80	12.25	12.33	8.02	13.70	12.13	9.40	11.63	9.09	7.56	12.65	11.34	18.38	11.63	
Total - local + county \$M	20.07	21.26	25.21	14.00	21.19	17.85	37.61	20.84	15.72	13.55	22.44	21.53	29.52	21.19	
Total Operating Exp \$M	16.43	14.68	14.61	11.31	33.12	15.64	11.33	20.24	13.03	12.32	23.28	13.86	25.86	14.68	





Office Location Options  
- Northville





Office Location Options  
- Northville

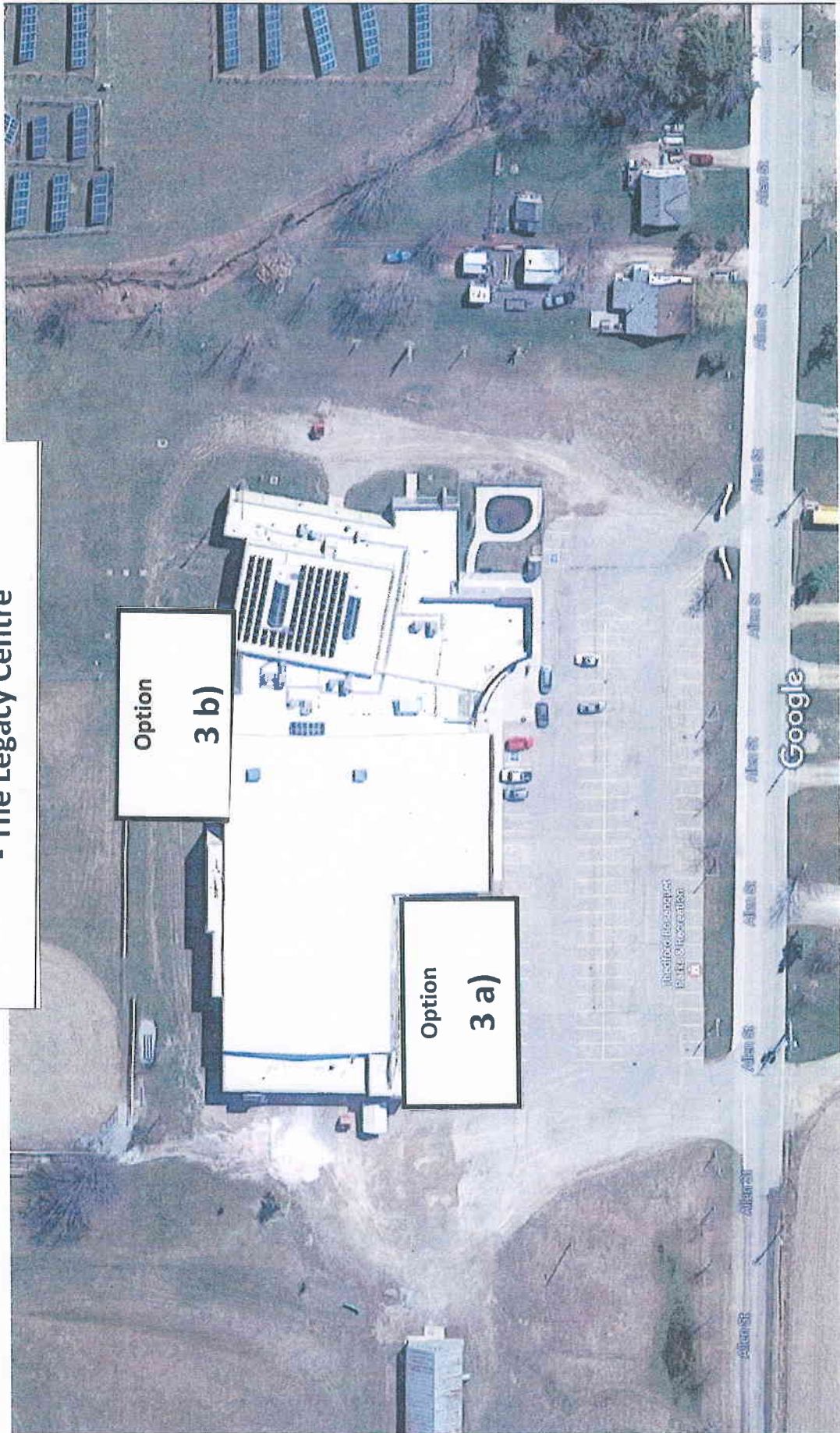
Option  
2 b)

Option  
2 a)

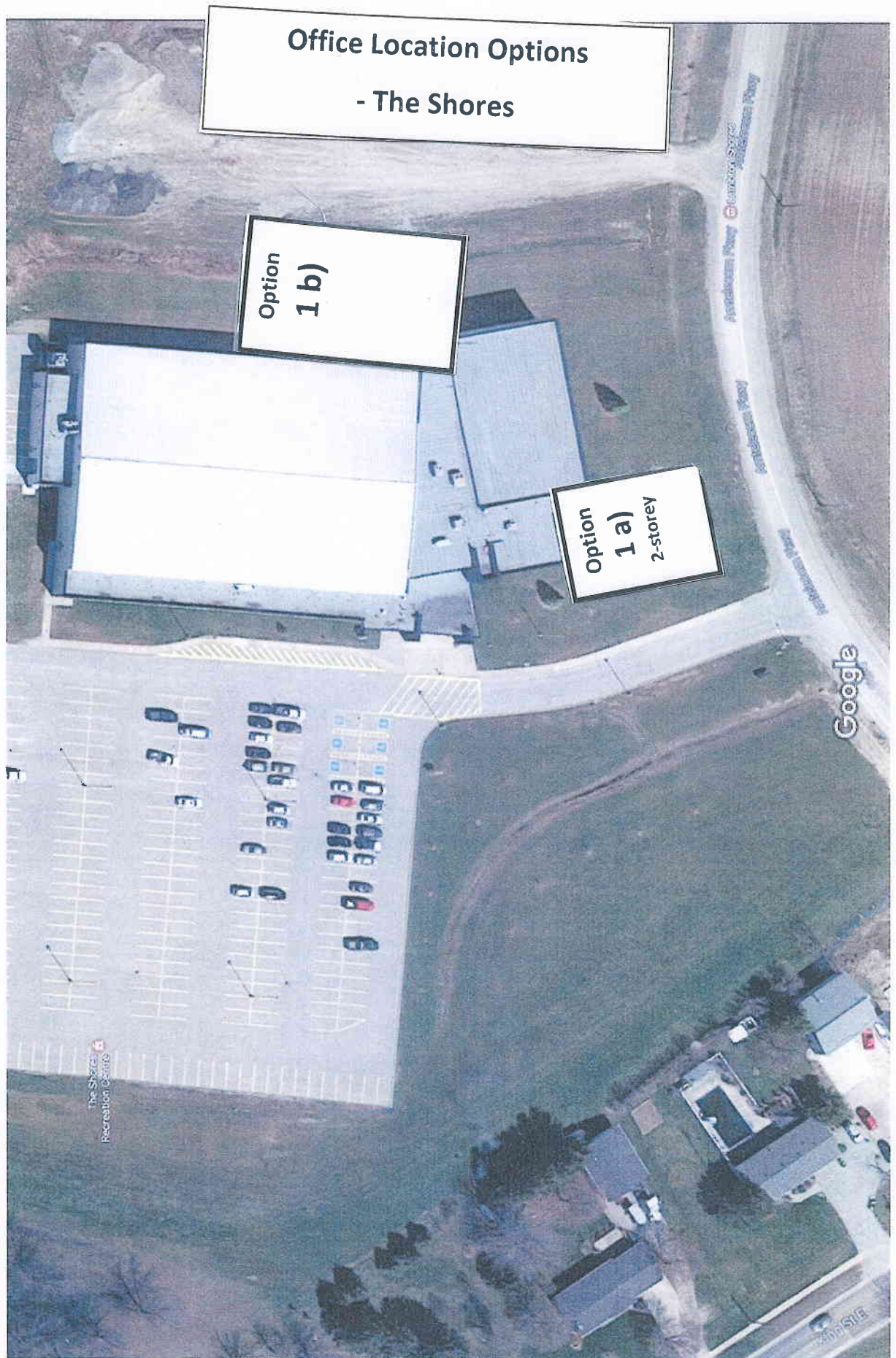


## Office Location Options

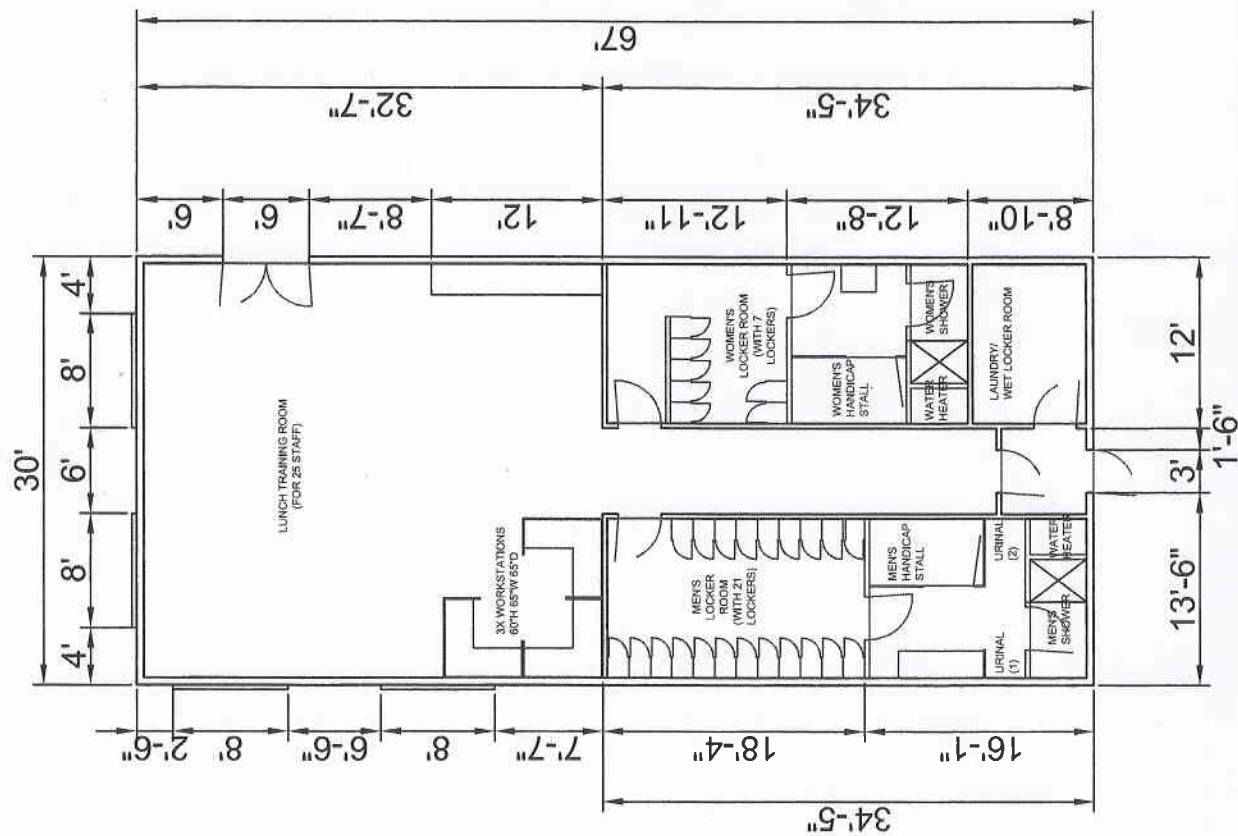
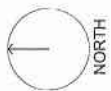
- The Legacy Centre

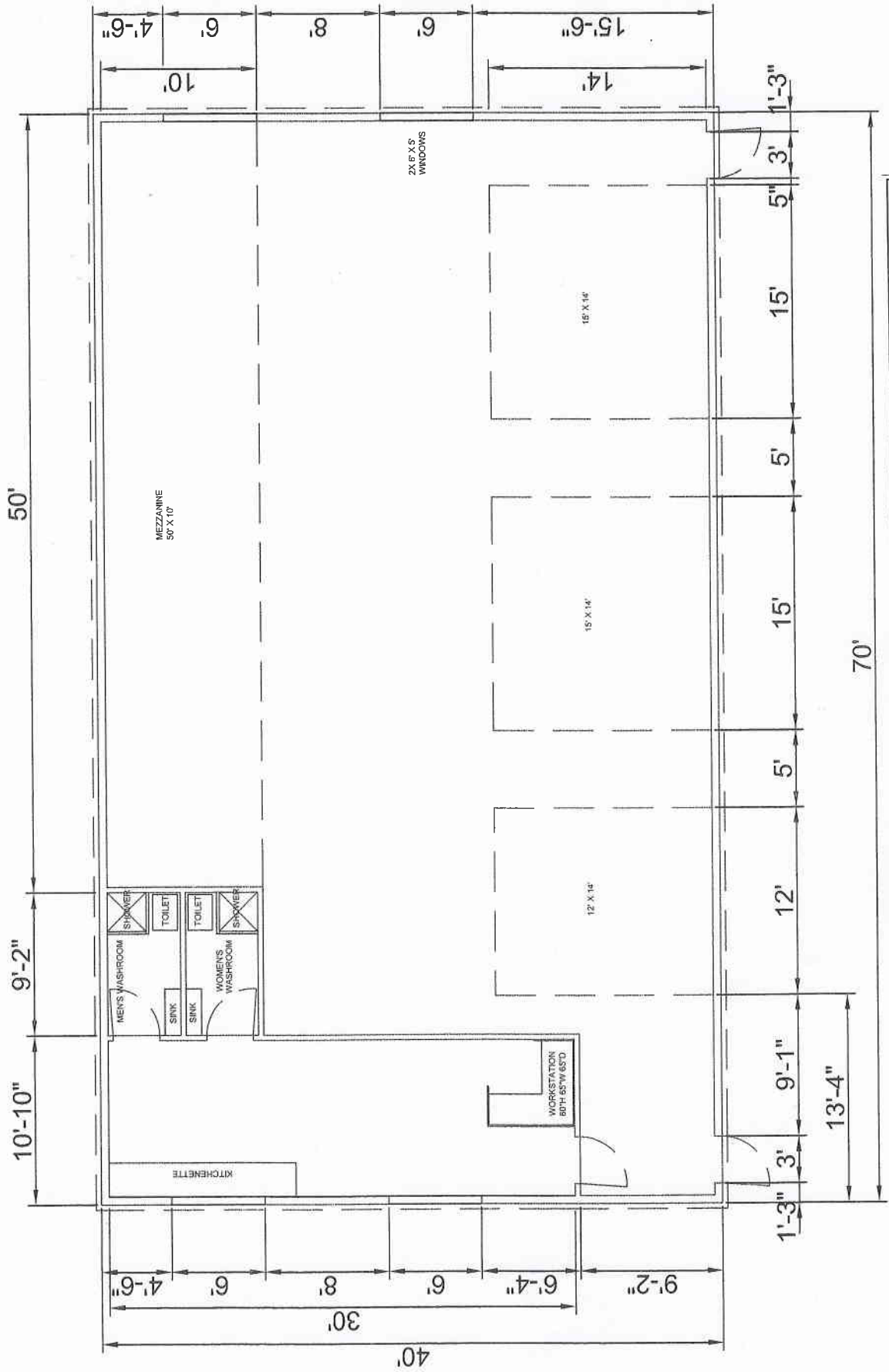






# LAMBTON SHORES NORTHVILLE OPERATIONS YARD





# LAMBTON SHORES DEPOT DESIGN TEMPLATE