

Pat Curran + Associates Inc.

Town of Holyrood - Operational Review

Conclusions and Recommendations

September 2023

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Acronyms

ATIPP	Access to Information and Protection of Privacy
CAO	Chief Administration Officer
CUPE	Canadian Union of Public Employees
MEO	Municipal Enforcement Officer
ORC	Organizational Review Committee
PCA	Pat Curran + Associates Inc.
SOW	Statement of Work

1.0 Background to Operational Review

Pat Curran + Associates Inc. (PCA's) agreed Scope of Work (SOW) identified the criteria and variables to be considered within the operational review. The review focused on how best to align the operational structure, staff, and other resources of the Town to meet strategic goals. Specifically, the Operational Review was to consider the following:

- Conduct a review and define the Town's legislated services and define those services contained within the Town's policies.
- Provide an in-depth analysis of the strengths and weaknesses of the organizational structure, operating procedures, and systems in relation to delivering its mandate and policies.
- Review the organizational structure of all Departments, including current procedures and processes as well as the resources allocated to the various Departments. A key component of this analysis will focus on essential staffing, services and Departmental structures while optimizing human and operational resource levels to achieve higher levels of operational efficiencies.
- Identify strengths and weaknesses of the existing organizational structure, operating procedures, and processes, as well as the allocated resources, to determine the most structurally and operationally effective design for all Town Departments.
- Consider other stakeholder partnerships that currently exist or could be developed within the community to augment service delivery.
- Incorporate in the analysis a comparison of the Town's overall organizational structure with other communities comparable to the Town within both Newfoundland and Labrador and other Canadian jurisdictions with an emphasis among comparable communities on those employing or having been recognized as best practice.
- Recommend practical, achievable, and realistic revisions and or adjustments to the overall Town's organizational structure including reporting relationships, positions titles and job functions.

Detailed analysis from the public engagement process and recommendations on a renewed strategic direction for the Town are reflected within two companion documents including *What We Heard: A Summary of Research, Consultation and Community Input* and *Town of Holyrood - A Community of Choice: Strategic Plan 2024 – 2027*.

The Operational Review identifies seven (7) broad areas and 20 specific recommendations for a renewed approach to Town operations. In some instances, implementation is already ongoing. In others, immediate action of the Town is recommended to align the operational review with the 2024-2027 strategic plan and the 2024 budgeting cycle.

2.0 Council and Departmental Configuration

Program and Services Overview

Town programs and services include the following:

- Water treatment and distribution system(s), including a combination of area wells
- Partial sewage collection and treatment system
- Transportation services including road maintenance, winter snow clearing and ice control
- Stormwater collection systems
- Fire and emergency services including emergency response, fire prevention and commercial inspections
- Recreation programming including summer camp activities and events
- Recreation infrastructure including pool, soccer and softball fields, trails, boardwalks etc.
- Town planning, including land use planning, permitting and development control
- Council administration including accounting and administration functions
- Economic development
- Fleet and facility maintenance

Council and Governance

The council has adopted rules of procedure for its public meetings and follows relevant legislation. Current councilors have completed the mandatory code of conduct training. Managing Council affairs has involved the use of Standing Committees including:

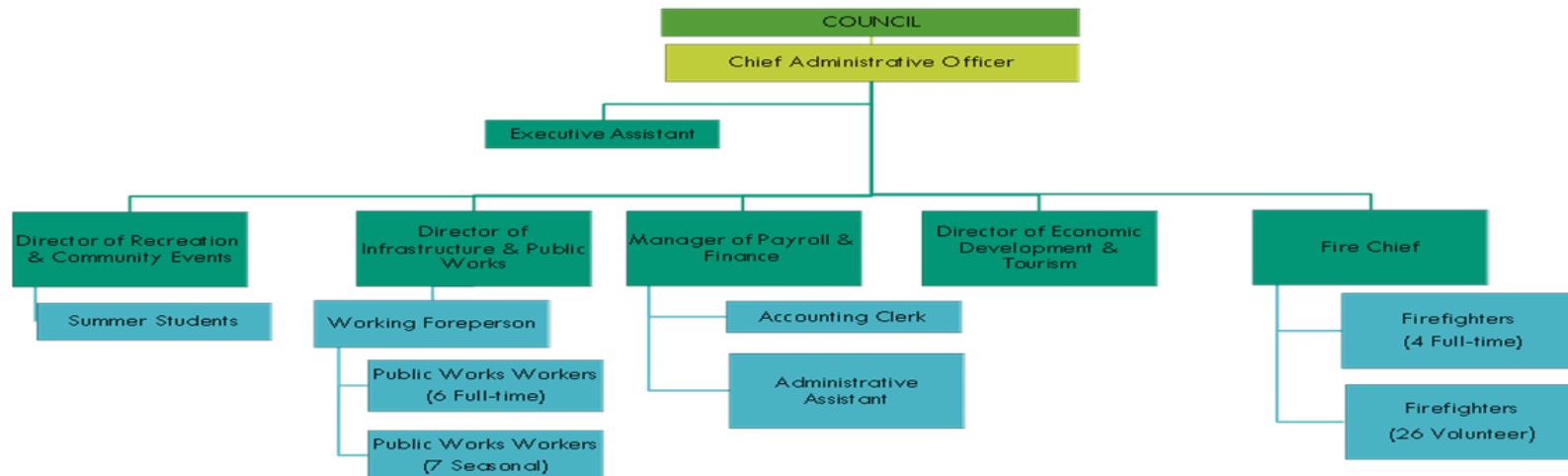
- Planning and Development
- Recreation and Community Events
- Infrastructure and Public Works
- Business Development and Marketing
- Public Safety
- Communications
- Corporate Services and Administration

In addition, there is currently an ad hoc committee, the Organizational Review Committee (ORC) organized for the purpose of overseeing the strategic plan and operational review and it is anticipated that this Committee will wind up on the conclusion of that process.

Organizational Structure

The Town's organizational structure is divided across five (5) functions as noted in **Figure 1** below. The Town presently has a complement of **18** full time management and staff with additional staff on a seasonal basis, particularly in Public Works and Infrastructure, and Recreation and Community Events. A number of Town employees are represented by the Canadian Union of Public Employees (CUPE) operating with a Collective Agreement running to December 31, 2025.

Figure 1 Organizational Structure



Overview of Functions

PCA assessed each of the functional areas in some detail, meeting with the Chief Administration Officer (CAO), management and most Public Works, Fire Department and Finance and Administration staff. Preliminary findings from this analysis is provided below.

Public Works and Infrastructure

There has been an enhanced approach within the Department of Public Works and Infrastructure to documented processes and procedures, particularly in relation to work orders and the capacity to track activities. There are efficiencies that might be realized through the acquisition of additional equipment, including a new pick-up truck. Other equipment requirements include a trench box. Portions of the maintenance depot are currently inaccessible due to mold, and this requires some staff to work from alternative locations. There is a need for gas testing equipment within the Department rather than utilizing that of the Fire Department, which ties up Fire Department staff when gas detection is required. The Director of Public Works and infrastructure currently is housed at the Town's main building and there may be value in his relocating to the depot to be closer to the Working Foreman and staff. There is a view that the Department has greater capacity for maintenance and flagging, particularly if it has additional equipment. This would eliminate or at least limit the use of external contractors. There is a need for a longer term approach to fleet repair and maintenance. Some concern was expressed about OHS and the potential need for a safety officer. There may be some potential in certifications to enable multiple staff to perform a broader range of duties. There is recognition that the Recreation Department needs additional staff to support program activities and facility maintenance. Use of on call resources is an issue. The Department is also engaged in planning-related activities and at times enforcement as the Municipal Enforcement Officer (MEO) position is currently vacant. Front end reception might be screening things more specifically to address resident concerns at the first call. There is an imminent need for succession planning as older, longer serving staff retire.

Fire Department

The Fire Department has a composite model of operations with a combination of four (4) paid and 28 volunteer staff. Processes and procedures are very well defined and there is a clear understanding of roles and responsibilities. Demands in the Fire Department are increasing, in great part as a result of medical calls and overall compliance requirements. Processes and Standard operating procedures (SOPS) are well developed. There is a need for investment in a fire rescue vehicle and in the longer term, a new fire hall. Medium term plans include a regional training facility. The Fire Department provides emergency services, fire prevention and fire inspections. Water infrastructure has at times impacted on the Department's response capacity due to low water pressure.

Finance and Administration

Finance and Administration comprises three staff and provides general reception and financial administration services. Internal processes do not appear to be well documented, potentially exposing the Town to some risk in the events of staff turnover, particularly at the management level.

The reception area is on the first floor and there are challenges in substituting staff when the full time receptionist is off or away. Accounting staff has been utilized to backfill as required and this need has been growing in the recent past. Finance and administration does not appear to have been playing a significant role in annual budget development and preparation.

Recreation and Community Events

Recreation and Community Events is staffed by one individual, the Director, and is responsible primarily for the Town's recreation and leisure programming and its ongoing community event activities. He is also responsible for communications, social media, some tech and IT support. There is a need for a full time program position. Processes and procedures are fairly well-defined and easy to pick up.

Business Development and Marketing

Business Development and Marketing is staffed by one individual, the Director, and is responsible for economic and community development activities, including proposal development across most Town activities including infrastructure, recreation and other programming. The Director engages with other directors and the management team on an ongoing basis. She also supports the communications activities of the CAO and Council in terms of correspondence, written briefs etc. There is little in terms of documented policies and procedures.

CAO's Office including Administrative Assistant

The CAO (acting as Town Manager and Town Clerk as defined within the *Municipalities Act, 1999*) performs a leadership function across all Town activities. The office is currently staffed by an acting CAO, along with an Administrative Assistant (more commonly referred to as the Executive Assistant). There is concern over the Council's direct engagement with staff other than through the CAO. The Administrative Assistant at times performs roles and duties that are not within her formal job description, including communications, tech support and Access to Information and Protection of Privacy (ATIPP).

3.0 Jurisdictional Scan

Introduction to Comparable Communities

As noted, PCA identified communities within the province as comparable for the jurisdictional scan. Selection criteria was based on population, service configuration, staffing levels, budget, and development potential. PCA Planning Associate Paul Martin led the jurisdictional scan on behalf of the project. Although the initial scope of work called for three (3) or four (4) communities, PCA identified five (5) communities for the jurisdictional scan including the following:

- Town of Burin
- Town of Glovertown
- Town of Pouch Cove
- Town of Logy Bay-Middle Cove-Outer Cove (hereinafter referred to as the Town of Logy Bay)
- Town of Spaniard's Bay.

Additional communities were considered within the assessment of management salary ranges included the City of St. John's, the City of Mount Pearl, the Town of Torbay and the Town of CBS.

Comparative Assessment of Towns

Town of Logy Bay, Middle Cove, Outer Cove

This municipality is unique among the communities within the comparative assessment as the only management position is the Town Manager/Clerk, and the remaining eight (8) staff are non-union. In addition, other than recreation/recreation maintenance, planning and basic town administration, all other services are contracted out, i.e., fire services, snow clearing, garbage collection and street maintenance.

Town of Spaniard's Bay

This municipality has a staff complement of one manager (Town Clerk/Manager) and 11 unionized full time staff. It also has three seasonal workers (recreation director, maintenance/caretaker and a summer recreation student). All staff report to the Town Clerk/Manager except the six (6) heavy equipment operators/labourers which report to the Working Foreman. The volunteer Fire Chief and 27 firefighters also report to the Town Clerk/Manager. The Town Clerk/Manager is responsible for the day to day operations, and also but also planning, development, finance, economic development and ATIPP requests. This workload means not enough time can be adequately allocated to any one area.

Town of Burin

This municipality has a staff complement of three (3) management staff (Town Manager, Town Clerk and Director of Public Works) and six (6) full time unionized staff. All employees, except the Director of Public Works and related staff, report directly to the Town Manager. Administrative support staff report to the Town Manager rather than the Town Clerk. The Town Manager is responsible for a multitude of duties.

Town of Glovertown

This municipality has two (2) management positions (Town Manager and Town Clerk) and nine (9) full-time union staff. A unique aspect of the organization is that the person responsible for recreation is also responsible for economic development. The position of Arena Manager, a unionized position, appears to be underutilized.

Town of Pouch Cove

This municipality has two (2) management positions (CAO and a Manager of Infrastructure), six (6) union and five (5) non-union positions. The non-union positions include the executive assistant and four financial clerks. The CAO is relatively new to the job (approximately seven months) and is still learning and evaluating town operations before considering any possible operational changes. There are emerging requirements for a planning/development technician, computer system upgrades and better staff training. The CAO is performing many duties that might be allocated to subordinate staff.

Comparative Assessment of Operations

Table 1 below provides a comparison of the Town of Holyrood with each of the communities noted above.

Table 1 Comparative Assessment of Operations

Criteria	Holyrood	Burin	Glovertown	Pouch Cove	Logy Bay	Spaniard's Bay
Population	2471	2237	2100	2063	2364	2653
Size (sq kms)	126.02	34.1	70.3	58.3	16.9	66.1
# of kms of roads	26	22	53	19.5	43	50
# of Tax Accounts / Delinquent Accounts	1950/256	1200/25	1200/27	767/41	1377/13	1115/45
# Building Permits & Applications	163	40	53	156	57	20
Staff manager/union	6 management 8 union 4 non-union	3 management 10 union	2 management 9 union 2 non-union	2 management 6 union 6 non-union	1 management 8 non-union	1 management 11 union
Contracted Services	Waste	Waste Animal Control	Waste	Waste	Waste Snow Clearing Street Maintenance Fire	Waste
Services Provided	Fire Public Works Recreation Partial Water/Sewer Economic Development Animal Control Planning	Fire Public Works Recreation Water/Sewer Planning	Fire Public Works Recreation Water/Sewer Economic Development Visitor Info Planning	Fire Public Works Recreation Water/Sewer Basic Planning & Development Basic Town Admin. Planning	Recreation maintenance Planning Basic Town Admin.	Fire Recreation (seasonal) Water/Sewer Basic Town Admin Snow Clearing Animal Control Planning
Policy & Procedures	Some	Yes	Yes	Yes	Yes	Yes
Stipends Paid	Yes	No	No	No	No	No
Stand-by Pay	Yes, for on call supports	1 extra week leave vs no pay	1 week off after 35 hours 1.5 pay after	No	Management – 35 to 40 hours straight time	No

Criteria	Holyrood	Burin	Glovertown	Pouch Cove	Logy Bay	Spaniard's Bay
					After 40 hours 1.5 times Non-management after 40 hours - 3 hours minimum	

Comparison of Management and Other Salaries

Communities Within Jurisdictional Scan

PCA's assessment of management salaries considered similar positions across the other communities and identified four (4) positions for comparison including the following:

- CAO
- Recreation Director (or equivalent)
- Public Works Director (or equivalent)
- Economic and/or Business Development Director (or equivalent)

Only one other community within our comparative assessment has a CAO position, Pouch Cove, with a difference in scale of \$32,635 (bottom) to \$35,737 (top) between it and Holyrood. Glovertown maintains a Recreation Coordinator position and the difference in scale between it and Holyrood is \$23,211 (bottom) and \$20,860 (top). Logy Bay – Middle Cove – Outer Cove maintains a director/officer position for Economic Development and special projects and differences in scale here run to \$11,862 at the top end. This is the only instance in our assessment where a community's salary range for a position is higher at the top end of the scale than that of Holyrood. In public works, there is less variation in scales with salary ranges aligning for both Holyrood and Burin for this position and a difference of \$15,000 -\$13,000 between Holyrood and Pouch Cove.

Holyrood maintains a CAO position combining the roles of Town Manager/Clerk and PCA included comparable salaries for this position for both the Town's of Logy Bay and Spaniard's Bay. A detailed assessment of comparable management salaries is provided in Table 2 below.

Table 2 Management Salary Comparison

Position	Burin	Glovertown	Pouch Cove	Logy Bay	Spaniard's Bay	Holyrood*	Range +/-
CAO	n/a	n/a	\$75,000 - \$85,000	n/a	n/a	\$107,635 - \$120,737	\$32,635 - \$35,737
Recreation Director	n/a	\$50,000 - \$60,000	n/a	n/a	n/a	\$73,211 - \$80,860	\$23,211 - \$20,860
Director of Public Works	\$80,000 - \$88,000	n/a	\$65,000 - \$75,000	n/a	n/a	\$80,000 - \$88,000	\$0/\$15,000 - \$13,000
Director/ Officer of ED/BD	n/a	n/a	n/a	\$70,000 - \$96,000	n/a	\$76,490 - \$84,138	\$6,490 - \$11,862
Town Manager/Clerk	n/a	n/a	n/a	\$82,000 - \$101,000	\$75,000 - \$85,000	n/a	n/a

*Town of Holyrood salaries based on scale in 2020-2022 Management Agreement

Other Communities on Northeast Avalon

PCA drew on additional salary comparisons from other communities to ensure a broader range of inputs into the salary assessment. Comparative salaries were provided by JW Consulting and focused primarily on communities in the Northeast Avalon. PCA identified three positions for comparative purposes including the CAO, the Director of Public Works and the Fire Chief. In this assessment, the Town of Holyrood's salary range was below that for each of the other four communities on the Northeast Avalon. A limited assessment of salaries for Northeast Avalon municipalities is provided in Table 3 below.

Table 3 Assessment of Northeast Avalon Salaries

Position	Torbay	St. John's	CBS	Mount Pearl	Holyrood
CAO	\$130,967	\$246,000	\$203,650	\$226,498	\$107,635 - \$120,737
Director of Public Works	\$102,846	\$216,946	\$107,646	\$186,224	\$80,000 - \$88,000
Fire Chief	n/a	\$178,653	\$126,220	n/a	\$76,490 - \$84,138

Several things should be noted here. PCA's comparison did not focus on detailed job descriptions rather comparable job titles so there may be variation between the scope of duties for these positions between communities. Just two of the comparable communities within the jurisdictional

scan are located on the Northeast Avalon, Pouch Cove, and Logy Bay, where we might expect to see some commonality in labour market conditions and salary rates. While the CAO's salary ranges do not align, the difference in ranges for the Director of Public Works for Holyrood and Pouch Cove are not significant. In the case of Economic and Business Development as noted, Logy Bay's scale exceeds that of Holyrood, running to \$96,000 at the top end of the scale versus Holyrood at \$84,138.

Comparison of Finances and Budget

The Town's RFP and PCA's agreed scope of work did not specifically include a detailed comparative assessment of the Town's finances and budget however PCA did complete a limited assessment of those communities within the jurisdiction scan to determine the Town's relative place in terms of expenditures and revenues.

PCA cautions that there is an inherent weakness undertaking a comparative analysis simply on the basis of municipal budget template information. First, the high level of budget categories do not allow a detailed assessment of the related expenditures within each. For each line item in the budget template, particularly within the expenditure side of the budget, there are often multiple sub-categories of expenses that make it very difficult to complete a straightforward comparison across communities. In some instances, municipalities often record certain types of expenditures in different budget categories - what might be applied to one budget category in one town might be applied to different budget category in the next. While useful for a high level comparison, such analysis may not always reflect the nuances of municipal budgeting on a community by community level.

Table 4 Comparative Assessment of Municipal Budgets

	Holyrood	Logy Bay	Pouch Cove	Burin	Spaniard's Bay	Glovertown	Holyrood Ranking
Expenditure							
General Government	907285	668833	1131000	872617	573895	648039	2
Protective Services	556981	475186	157000	505042	97160	81762	1
Transportation Services	1167959	806640	220000	401889	568130	420539	1
Environmental Health	383797	178100	452000	549196	608150	460732	5
Planning & Development	217594	82600	57500	1140707	34500	20200	2
Recreation & Culture	216871	511585	119000	556993	68900	281077	4
Fiscal Services	984013	1261454	520188	1156118	668762	557636	2

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	Holyrood	Logy Bay	Pouch Cove	Burin	Spaniard's Bay	Glovertown	Holyrood Ranking
	4434500	3984398	2656688	5182562	2619497	2469985	2
Revenue							
Residential Tax	2275028	2160494	1267356	905403.8	1304591	897235	1
Commercial Tax	428198	15470	38175	81720.2	77427	103143	1
Vacant Property	0	0	9700	0	29760	53200	n/a
Water & Sewer Tax	573366	0	560725	505103	474225	428100	1
Other Tax	507456	150056	195423	266447	225219	295000	1
Sales of Goods & Services	230000	230650	93881	250380	21320	306300	5
Other Revenue	158717	161458	78775	384729	78937	66146	3
Government Transfers	261735	1098747	387650	2788779	308018	320861	6
Other Transfers	0	167523	25003	0	100000	0	n/a
	4434500	3984398	2656688	5182562	2619497	2469985	2
Comparisons							
Population	2471	2364	2063	2237	2630	2180	2
Cost per person	1795	1685	1287	2317	996	1425	2
Debt servicing ratio	16	7	8	1	16	10	1
Residential Mil Rate	7	4.5	5.75	6	6.5	6.75	1

Expenditure

Of the seven expenditure categories assessed, Holyrood ranked highest in two areas, Protective Services and Transportation Services. In the case of Protective Services, the Town is the only one within the assessment that operates a composite Fire Department with four paid staff, including the Fire Chief. In Transportation Services, our assessment found that a significant percentage of the total expenditure comprised salary and benefits for the staff Department of Public Works, somewhat skewing this comparison with other towns. Holyrood ranked second highest in expenditure in three categories including General Government, Planning and Development and Fiscal Services. Fiscal Services includes debt servicing and Holyrood's ranking here is tied to its overall debt burden and debt servicing ratio of 16%. Planning and Development expenditures include the salary for the Town's Economic Development and Tourism Coordinator and just one other community, the Town of Logy Bay – Biddle Cove – Outer Cove maintains a like position.

Revenue

In revenue, Holyrood ranks highest in four revenue streams including Residential and Commercial Tax, Water and Sewer Tax and Other Taxes, including Business and Utility Taxes. For 2023, Holyrood ranks the lowest in terms of Government Transfers, a likely reflection of the low levels of anticipated support from government for large scale infrastructure and capital works activities in the current fiscal year.

Other Variables

PCA completed a further assessment of Holyrood across four other variables including population, average cost per resident, debt servicing ratio and residential mil rates. Holyrood has the second highest population of all communities within its assessment and the second highest average cost per person for services at \$1,795/resident. The only community with a higher average cost per person is Burin and this is attributable to a high expenditure within its overall Planning and Development budget, likely tied to a one time capital cost. Holyrood is tied with Spaniard's Bay for the highest debt servicing ratio among comparative communities at 16% however the amortization period for two loans will be completed by the end of the current fiscal year, reducing the DSR to just over 13%. In terms of residential tax rates, Holyrood ranks highest of all communities within this assessment at 7 mils, followed by Glovertown at 6.75 and Spaniard's Bay at 6.5.

4.0 Key Findings

Current Operating Model

No Optimal Model from Comparative Assessment

Based on the comparative analysis, there is no ideal operational configuration among the other towns that PCA assessed. Management interviewed in those communities to a person express weakness with the current operational approach in each of their towns, most often relating to limited staff resources, Council and staff attachment to past processes, and uncertain reporting arrangements among management and other staff. There is no ready model of operations from a community within the jurisdictional scan that might be applied in the context of Holyrood. That said, there are key learnings from other areas that might be applied across various aspects of Town operations.

Current Management and Staff Model Grounded in Past Strategic Planning and Council Priorities

The Town of Holyrood's current configuration of management, staff and operations has been arrived at over an extended period of time in line with strategic priorities identified, and approved by Council, at the time. The Town's current operational structure is a result of years of cumulative decision-making, most recently guided by the Town's strategic plan.

Not All Town Functions Aligned Around Departments

Just two of the Town's primary functions are aligned around a formal department structure, including Public Works and Infrastructure and the Fire Department and there is an opportunity to define department structures more closely in Town program and operational areas.

Unclear Accountability Frameworks Beyond Job Descriptions

Responsibilities and accountability frameworks are not developed at the functional or departmental level, rather, are reflected within current job descriptions at the management and staff level. There is an opportunity to define departmental mandates and clearly align programs and responsibilities.

Procedures

Procedures In Place for Some Function But Not Others

Public Works and Infrastructure and the Fire Department have well developed internal processes around policies and procedures. Processes in other areas are not well defined, particularly within Finance and Administration, and this should be of concern, particularly in ensuring business continuity and enabling succession planning.

Information Management/Document Control System Lacking

The Town's information management and document control systems need to be enhanced as there does not appear to be consistency in terms of how files are named or stored, in what format they are stored and so on.

Financial Administration

Finance and Administration Resources Not Beginning Maximized

Finance and Administration appear to perform a limited role in the annual budgeting exercise or in providing detailed analysis of expenditure trends and so on, along with project-specific activities.

Timely Payment of Accounts

There is concern over the timely payment of accounts. While the delay might be attributable to effective management of Town cash flows, exceeding agreed payments terms of key suppliers impacts the Town's reputational capital and should be avoided.

Office Configuration

Office Configuration Not Optimal

The current office configuration of staff upstairs and downstairs at the Keough Building is not optimal, limiting face to face engagement among staff and impacting staff coverage in reception.

Director of Public Works and Infrastructure Office

The Director of Public Works and Infrastructure should be based primarily at the Municipal Depot.

Communications

Lack of Internal Communications

There appears to be a lack of effective internal communications between management, management and staff, and at times, internal communications between Council Committees.

Team Building

There is a sense that Council, management and staff no longer work as a team and in particular, there is less collaboration among and between staff and departments that there would have been in the past. There are concerns over staff and management morale and the need for a renewed level of trust between Council, management and staff.

Bargaining Unit

Maximizing Role of the Bargaining Unit

Members of the bargaining unit expressed some concern that duties within membership job descriptions and the Collective Agreement (CA) are being performed by non-union staff. The Town's use of external contract services may be impacting work that could be done by members of the bargaining unit, in particular contracted equipment and flagging.

Need for Engagement with the Bargaining Unit on Changes Impacting Membership

Any changes arising from the Operational Review that impact on members of the Bargaining Unit (BU) should be limited during the current agreement.

Management

Ratio of Management to Staff is High

The Town of Holyrood has six (6) staff at the management level, twice as many as the nearest comparable community, Burin, with three (3) management staff. The ratio of management to full time staff in Holyrood is 6:12. In contrast, Spaniard's Bay is 1:11.

Longstanding Staff at Management Level

Most of the Town's management staff are long standing employees and are at or near the top of their scale in terms of compensation. This limits the Town's capacity to adjust pay scales among current management.

Management Agreement

Terms of management employment are currently reflected in job descriptions and an overall management agreement covering all management and other non-union staff. Traditionally, these management agreements appear to have been agreed by the Council and the CAO acting on behalf of all management and non-union employees with limited input from management and non-union staff.

Stipends

Holyrood is the only community within the comparative analysis that use stipends for additional activities performed by staff beyond those reflected within the description. Generally, in other communities, such activities are either part of the job description and associated pay scale or are compensated through additional time off in lieu arrangements. Compensation for on-call support is identified within individual employment contracts and paid as either salary or time off in lieu.

Management Titles

Executive and management positions are defined by the *Municipalities Act*, 1999 and in the case of department heads specifically by Section 63 of the Act. There is inconsistency in titles across various management positions in the Town with two management positions called directors, one called manager, and another called coordinator.

Performance Management and Evaluation

There appears to have been little emphasis placed on ongoing performance management/evaluation processes at the management or staff levels.

Job Descriptions

Format

Current job descriptions for the Town vary considerably in terms of layout, format and length. Generally, job descriptions are overly detailed. Some identify salary rates and others do not. Some serve a dual purpose as both a job description and an employment contract.

5.0 Recommendations

Organizational Structure

PCA recommends the adoption of the organizational structure highlighted in **Figure 2** below. The structure is based on leadership from a senior executive who shall be known as the Chief Administrative Officer (CAO) and aligns the Town’s functions and activities across four (4) departments, each led by a director.

Figure 2 Proposed Organizational Structure

Council			
CAO (Town Clerk/Town Manager as per <i>Municipalities Act, 1999</i>)			
Town Manager and Town Clerk as per <i>Municipalities Act, 1999</i> ATTIP Head Management Representative on OHS Committee Economic development Strategic planning Ex-officio on all Town Committees Others as required			
Departments			
Department of Corporate Services	Department of Community Services	Department of Planning, Infrastructure and Public Works	Department of Fire and Emergency Services
Management			
Director of Corporate Services	Director of Community Services	Director of Planning, Infrastructure and Public Works	Fire Chief/Director of Emergency Services

Responsibilities and Accountabilities			
Reception Accounts Payable Accounts Receivable Registry Service delivery & standards Business Continuity Plan Procurement Support to CAO ATTIPA Coordinator Committee administration IT support HR administration Other as required	Recreation and Leisure Programs and Infrastructure Community events Heritage Stakeholder engagement and communications Website/social media Other as required	Water and sewer infrastructure and operations Transportation services Recreation and Leisure Infra-structure Fleet maintenance Asset Management Plan (AMP) Capital investment Plan (CIP) Waste Management Other as required	Fire protection Fire prevention Fire inspection Emergency Management Plan (EMP) Other as required
Department Staff			
Accounting Clerk Administrative Support Clerk Administrative Assistant	Seasonal staff Recreation Program Officer (New)	Working Supervisor Public Works full time and seasonal staff Municipal Enforcement Officer (New)	Paid staff x 3 Volunteers x 28

Departments

Establish Departments

The Town should align its functions and activities across four (4) departments, each led by a director with responsibility for economic development and strategic planning assigned to the CAO. The Town should define departmental mandates and clearly align programs and responsibilities within each.

Prepare Departmental Business Plans

The Town should develop departmental business plans, defining programs and service delivery requirements and responsibilities, along with performance indicators. Responsibilities and accountability frameworks should be developed at the departmental level, and then reflected within

revised job descriptions with management. Once formal departments are established and programs assigned, the Town can begin effective program review activities.

Administrative Assistant Position to Department of Corporate Services

The Town should assign the Administrative Assistant position (generally referred to as the Executive Assistant) currently within the CAO's office to the new Department of Corporate Services, reporting directly to the Director of Corporate Services. The expectation here is that the Administrative Assistant would support the planning and development functions by vetting development applications prior to referral to the Department of Planning, Infrastructure and Public Works while at the same time leading work on the development of the Town's updated information management system/registry. As part of the proposed office reconfiguration, this additional human resource within Corporate Services would enable more effective coverage of the reception area during breaks and when reception staff are on leave, allowing the Town to eliminate the current practice of shutting down counter service during the lunch break. These duties and responsibilities are consistent with the current job description for the Administrative Assistant.

Economic, Business Development and Strategic Planning Functions to the CAO

The Town should eliminate the current Business Development and Marketing Coordinator position and place primary responsibility for these functions, along with strategic planning, with the CAO. While the CAO may engage other management and staff, and other consulting and external contract staff as required in a supportive role, overall accountability for the Town's economic and business development priorities, and strategic planning, should rest with the CAO.

Programs and Services

Define and Ensure Service Standards

The Town should establish an overall strategy to enhance resident satisfaction. These actions will include determining an approach to providing reception access during lunch, developing a customer satisfaction/experience strategy, and enhancing the Town's website and social media activities to provide as much initial information online as possible. Residential and commercial taxpayers, along with other stakeholders and partners, essentially represent the "customers" of the Town of Holyrood and as customers, they have a reasonable expectation of levels of service

delivery. There is a need to define more closely realistic service outcomes and expectations for residents. Part of this is identifying call volume and demand, turnaround time on responses and to the extent possible, ensuring that enquiries are addressed at the earliest point of contact with the Town.

Ongoing Program Review

The Town should undertake ongoing review of programs being delivered and consult broadly on the adoption of new programs and services. There is an expectation on the part of the public that the Town provide relevant programs and services in a cost-effective and efficient manner.

Information Management/Document Control System

The Town should update its approach to document control and information management, establishing clear responsibility for information management, and maintaining and upgrading the registry in a digital format

Management

Management Titles

The Town should call all department heads “Director” except in the case of the Fire Chief.

Revise Job Descriptions for Management Positions

The Town should prepare and adopt revised job descriptions for each of the proposed management positions, including that of the CAO and the four (4) directors.

Transition Current Management into New Roles

The Town of Holyrood should engage current management, including the Director of Public Works and Infrastructure, the Director of Recreation and Community Events, the Fire Chief and the Manager of Payroll and Finance on transitioning into the new organizational structure as department

heads. For the most part, these revised director responsibilities align quite closely with current functions and there should be no requirement on the part of the Town to initiate competitions for each of these positions. Current incumbents in each of the positions should be afforded an opportunity to accept the new role. If they choose not to fulfill the new role, Council may extend the opportunity to management and other staff internally before going to external completion.

Adopt Revised Pay Scales for Management Positions

The Town should review and adopt a revised pay scale for each of the newly named director and other positions. PCA's analysis suggests that the Town's current management compensation is high by some standards when compared to other more rural municipalities yet low when compared to other larger municipalities on the Northeast Avalon.

Maintain Current Salary Rates for Incumbents Assuming Revised Roles

The Town should maintain current salary levels for those management and other staff transitioning into proposed new roles. Subsequent increases for current management should be in line with those offered within the Collective Agreement on an ongoing basis. The implementation of the revised management pay scales noted above should come into effect upon the position becoming vacant either through resignation, retirement or termination.

Performance Management and Evaluation Processes

The Town should adopt ongoing performance management and evaluation processes, first among management and later at other staff levels.

Communications and Team Building

Internal Communications

The Town should adopt enhanced internal communications processes among management, between management and staff, and between management, staff and Council. The Town should adopt regular management meetings and staff meetings within departments.

Team Building

The Town should work to encourage a team environment, building a sense of shared purpose. Team building should be identified as a priority within the Town's internal communications plan and lead responsibility should be assigned to the Director of Community Services.

Staffing Levels

The Town's current staffing levels are adequate in maintaining current services levels. Anticipated areas that might be considered for additional staffing include municipal enforcement and recreation program supports. In Public Works and Infrastructure, the Town should consider extending the annual term of service for seasonal employees, enabling more ongoing maintenance work to be completed.

Succession Planning and Recruitment

With the impending retirements of long serving staff in Public Works and Infrastructure and Finance, the Town should consider initiating succession planning to ensure continuity of operations in these areas.

Considerations on Transition

Transitioning Administrative Assistant into New Role

The Town should engage the current Administration Assistant in transitioning into the new Department of Corporate Services. It is further recommended that given the at times confidential nature of this position as a resource to management and Council, it remain outside the Bargaining Unit and the current Collective Agreement with CUPE.

Employment Contracts for Management/Other Non-Union Staff

The Town should adopt individual employment contracts with each non-union member, or in the case of the fire department, all paid non-management firefighters, rather than the current management agreement approach. The CAO, with the engagement of the Corporate Services

and Administration Committee, should be responsible for concluding contract terms with management and other non-union staff. The Corporate Services and Administration Committee, with the engagement of the Council, should be responsible for concluding contract terms with the CAO.

Engage Legal Advice Before Implementing Changes to Management and Staff Roles

PCA's recommendations are based on our interpretation of the Town's obligations under current labour law reflected within the *Labour Relations Act, 1990*, the *Labour Standards Act, 1990* and the Town's Collective Agreement with CUPE. The Town should consult legal counsel prior to initiating any changes or implementing any of the above recommendations that impact on the relationship of the Town to its management and staff.

6.0 Conclusion

As noted in Section 1 above, PCA's detailed scope of work (SOW) was to focus on operational considerations within this review. Our role was to assess the Town's organizational structure and operations in comparison to other communities. We have endeavored to present a fair and balanced view of the Town's current operations, its strengths and weaknesses, and opportunities where these may be improved or enhanced. The conclusions and recommendations provide a way forward for the Town in the coming years.