City of Guelph

Corporate Review

Executive Summary

George B. Cuff & Associates Ltd.

Management Consultants

November 2004

November 17th 2004

Mayor Kate Quarrie and Councillors

City of Guelph

City Hall, 59 Carden Street

Guelph, Ontario

N1H 3A1

Dear Mayor Quarrie and Councillors:

Re: Corporate Review: Executive Summary

We are pleased to enclose the Executive Summary of our Report of the Corporate Review of the City of Guelph. This Summary captures some of the key elements of our study and outlines in summary fashion the changes that we believe would be helpful to Council in moving forward.

Our Corporate Review has been focused on the terms of reference as approved by Council and focused, in the main, on issues dealing with Council's leadership, governance responsibilities, the importance of priority setting by Council, the role of the chief administrative officer and his senior management team, and matters relating to the decision-making processes of the City. This Executive Summary provides a small capsule of the Final Report but does reflect the key elements of our observations.

We appreciate this opportunity to be of assistance in conducting this significant work on behalf of the City of Guelph and believe that this Report will be helpful to the City in developing a strong basis on which to proceed.

Thank you for your cooperation.

Yours truly,

George B. Cuff, CMC

President

Terms of Reference

As stated in our proposal, the overall purpose of the Corporate Review was " To undertake a Corporate Review of the governance and operations of the City of Guelph such that the City is provided with pragmatic recommendations which are aimed at strengthening the governance processes and controls of Council and ensuring that the administrative structure and decision-making processes are sound and in keeping with the direction of Council. In the final analysis, the aim should be to bring about those changes deemed necessary such that the citizens can be confident that their City is being governed and managed in an effective, efficient and responsive manner.

EXECUTIVE SUMMARY

Our key findings follow:

❑ Guelph's City Council has struggled over the past months since the November 2003 election in terms of adjusting to the election of new leadership. With five new members being elected, including a new Mayor who did not have the prior exposure to elected office, it was inevitable that there would have to be a period of adjustment both for members of Council as well as for the administration. For a number of reasons, members of Council appeared to determine rather early on that the new mix of experiences and personalities was going to face major hurdles in accommodating the choices of the public. Rather than striving to find the middle ground, the emphasis appears to have been placed on maximizing the differences and negating any effort in closing the gap.

❑ While the administration did prepare for an orientation process for the new Council, the impact of the major change in Council make-up appears to have been over-looked. The immediate challenge was to examine ways of moulding a Council team and provide advice on how the importance of a common approach to governance. The attendance at the orientation sessions for Council members consisted largely of new members with much of the focus placed on an administrative overview of departments and their

proposed expansion plans. While there were a number of mitigating circumstances in terms of Council's immediate attention being placed on some of the key issues facing the City, the fact that the early approach to orientation was not placed on the importance of understanding governance has contributed, in our view, to a number of the problems being experienced today. (We understand that the City had planned to bring in an external facilitator to review roles of Council but that this session was postponed by Council due to what it saw as more pressing matters).

❑ The absence of respect between members of Council has greatly inhibited the ability of this Council to perform in an effective manner. Respect for each other needs to be based in some degree at least on the very fact that the public of Guelph made their selections as to those they felt could best govern the City. It was up to Council as a whole to make the new combination of backgrounds, personalities and perceptions of the issues effective as a governing body. Unfortunately, the focus of Council has been allowed to shift to what divides rather than finding common ground. This has resulted in demeaning remarks being exchanged; positions being determined before the Council meeting begins; name-calling after Council meetings; and an insufficient collective and personal effort to support the Mayor as the City's new and duly elected civic leader.

❑ The Mayor also needs to recognize her responsibility in shaping the new Council into a body of leaders capable of exercising the mandate provided through the election process. While new to the task, the Mayor is accountable for any action or inaction that may have exacerbated the tensions between members or between individual Councillors and her. While it is not always easy to rise above the fray, the Mayor needs to be able to do that and show respect for all members equally. This has been a challenge based in part on the perceived lack of support by certain members and the inexperience of the Mayor. It is encouraging that the Mayor is trying to make the necessary adjustments, learn from her mistakes and re-build at least a measure of respect amongst all members of Council. While every Mayor will sense that certain of her colleagues are more supportive of her leadership than others, the role of chief elected official requires as broad a base of support amongst all members of Council as possible if the Mayor is to be able to move the City's agenda forward.

❑ The lack of trust between some members of Council and its administration is evident through the personal attacks, innuendo and a focus on the administrative details involved in certain proposals to Council. The role of the CAO in speaking to administrative reports, the absence of protocol with regard to who is to who Council is to address as to their inquiries, and the presence of too many administrative staff at Council meetings, encourages some of the dysfunctional behaviour observed at Council meetings.

❑ One of the City Administrator's (referred to herein as the chief administrative officer)(CAO) principal responsibilities is that of key policy advisor to Council. This, we believe, appears to be routinely overlooked by both Council and members of the administration. Many of the reports to Council do not bear the name of the City Administrator or his signature. Often such reports are directed to Council by other levels of the organization and, while they are routed through the office of the CAO, there is no evidence that the CAO has approved them for acceptance by Council. Further, the City does not follow any commonly accepted protocol with regard to adhering to the notion of the City Administrator being Council's chief advisor and thus questions of the administration routinely bypass the City Administrator.

❑ The lack of rapport between the political and administrative levels of the City results in such reports being routinely scrutinized to see what other information may have been left out by the senior management. This lack of trust has a negative bearing on much of what the City does as well reduces the degree of support that the rest of the administration has for its senior management.

❑ The governance model presently used by the City is a part of the reason why Council has not had the impact that it likely desires. The model relies largely on the standing committee system followed by regular meetings of Council. While members of Council generally enjoy their role as standing committee members, we do not feel that the time spent on such committees represents the "added value" that a focused approach to broad policy issues would bring. At minimum, the focus of such committees needs to shift to a higher plane although we believe that a committee of the whole approach supplemented with short-term public "policy advisory committees" would be preferable.

❑ The fact that the current City Administrator has retired provides Council with an opportunity to build a new Council-CAO relationship. This opportunity needs to be approached with caution so that the City does not end up with a safe choice but one who may not be able to rally support from within, build a strong base of support with all members of Council and forge a new direction built on common commitments, trust and high personal integrity. These are some of the planks of an effective base of relationships between members of Council and its chief administrative officer.

❑ As we conclude our work for the City, we note that there have been recent steps taken by Council and senior management to work towards the framework of a new Strategic Plan that would bear the imprint of this Council as well as the public. This is a very positive step in the history of this Council. While this process should have been embarked upon much earlier, Council needs to be commended for taking steps to correct the imbalance created through not identifying earlier its vision, values, goals and priorities. Again, such a process will be invaluable. We are hopeful that this initiative, together with the opportunity Council has in selecting a new Chief Administrative Officer will prove to be two key building blocks in its development of a more cohesive Council.

Council Leadership

● The new Council can be faulted for not taking a progressive and proactive approach to setting out a new agenda and philosophy. While this may have been due to a lack of understanding as to how that could be done, Council chose instead to use Council meetings as a battering ram to convince each other of the public's support for their stance. This has been inappropriate and largely futile.

● While getting the new Council together to discuss their strategic agenda at the outset to this term (say within the first 60 days) would have been the most logical approach, it is unlikely that it would have been very successful. Regardless of the calibre of the facilitator, the enmity between Council members has only recently been tempered to the point where a discussion of ideas may be possible. As we finish this report, Council and senior management are meeting to work on the framework of a strategic plan. We are hopeful that this initiative, together with the opportunity Council has in selecting a new

chief administrative officer will prove to be two key building blocks in its development of a more cohesive Council.

- Council should review its degree of influence on the formulation of policies in the larger arena and actively seek to expand its presence.

Decision-Making Process

- The current system of decision-making is convoluted and inadequate. The system does not ensure that Council is fully effective and involved adequately in making governance decisions.

- The design of the Council Chambers is inadequate and contributes to some of Council's problems in communication. The Chambers should be reviewed by an indoor space planner (or someone with a practical eye) and re-designed to open Council to its audience. The seating arrangements in Chambers adds to the sense of a split and ought to be changed immediately, even if seating numbers are placed in a hat and councillors draw seating assignments by lot.

- Council appears to be a processing body for the administration. By involving Council in endless planning discussions (some of them with very little value or substance), Council has little time to deal with governance issues. This does not appear to be deliberate and in fact the administration will be bringing forward a report to separate Statutory Planning Act Public Meetings from regular meetings of Council.

- Current debate and question procedures allow some Councillors to dominate the floor. The Mayor should ask for Councillors to present one question at a time, rotating around the table for other questions from Councillors, or a similar system that provides equal opportunity to all Councillors. Council may need to consider a limit on the number of questions asked by any one Councillor on any resolution.

- If Council set aside one date for non-planning issues, and another date for Council planning related issues, Council could better maximize its time and attention to non-planning issues. This would require that Council spend more time in Council as a full Council, and therefore a more comprehensive public advisory committee system might be useful in providing input on specific policy issues.

Confidence of Council in Senior Management

- The issue of confidence in the senior management has been negatively impacting much of what this Council does in terms of decision-making and relationship building. Some members of Council are mistrustful of the information provided to them in management reports and do not feel that they are complete and unbiased.

- The lack of confidence results in a number of negative effects on the organization including a reduction in respect between members of the senior management and their direct reports. The lack of confidence reduces productivity and effectiveness within the City's workforce.

Impact of the Orientation Process

- The City of Guelph should develop a clear policy statement vis-à-vis Council orientations that places a very strong emphasis on the need to hold an independently-facilitated orientation for every new Council within 14 days of any municipal election, and prior to the assignment of members of Council to committees, agencies, boards and commissions.

- The focus of such orientations should be placed on the Council's role as governors and not on the functions of management. Clarity of roles should be the principal aim of this session such that every member of Council is clear as to their legislated requirements and those of the senior management, and the problems created when role distinctions are unnecessarily blurred. A new Council also needs to be fully briefed on the key policies of the City particularly as they impact outstanding issues.

- The secondary aspect of such a session should be a familiarization of all Council with the key issues facing the City.

- A retreat or workshop is needed on an annual basis to review the key issues that require legislative leadership, to renew the commitment to work together, and design Council's approach to strategy.

Policy Leadership

- As the governing body on behalf of the citizens of Guelph, Council must be engaged in the review of current policies and the development of new policies. There appears to be limited focus by Council as to its policy obligations and more focus on the individual decisions as noted on each agenda.

- The creation of an ad hoc Council Committee on Governance Policies would be of benefit to the City. A five person committee of Council members supported by the CAO and the Clerk would result in Council better understanding current governance policies and perhaps the need for either policy refinement or new policy development.

Access to Information

- The high degree of mistrust as to the veracity and completeness of information and advice from the administration reflects poorly on the organization and appears to be well known to most of the elected and administrative officials (as well as to various members of the public).

- The basis of any Council decision-making is its sense of confidence in the information being presented. Any reports from the administration must be directed to the CAO for his/her review prior to presentation to Council. His/her signature should be on each and every RFD (Request for Decision) to Council as verification that the advice contained therein is comprehensive, with clear and reasonable options and apolitical in nature.

Relationship to the Public

- Council members have been struggling over what constitutes the "public". Due to the perceived degree of disparity between what "public" members of Council feel they are elected to represent, their reception of delegations and other forms of communication has varied considerably.

- There should not be any distinction made by members of Council in terms of who they owe the decency of response and courteous treatment. Council needs to operate within a Public Participation Protocol as to how it responds to any delegation; how it responds

to e-mails and telephone inquiries; and whether or not such inquiries deserve a formal response.

- We believe that that the City needs to review its boards and commissions on an ongoing basis and determine which offer real value to the City and require a City "presence" and which can function on their own with limited City Council involvement. The City has a number of key boards that are involved in delivering services that are very much a part of community well-being. Council needs to be aware of the value of these boards and ensure that there are appropriate policies and protocols in place to sustain these and nurture their ability to meet the needs of the City.

Planning Related Issues

- Under the Planning Act of Ontario, a municipality is required to hold at least one public meeting prior to Council making a decision on a proposed amendment to the Official Plan or to a Zoning By-law and prior to approving an application for a new plan of subdivision.

- These formal public meetings should be held by Committee of the Whole on a night separate from meetings of Council. Committee of the Whole meetings to consider planning matters could replace one of the two monthly council meetings. This would ensure that Council has ample time to consider planning matters.

- To ensure that Council has ample notice of pending planning issues, an information report summarizing details of these applications should be included in an information report placed before Council as soon as practical after the application is received.

- A public information meeting should be scheduled shortly thereafter (as per Provincial Planning Act amendments), while comment from other departments, agencies, boards and commissions are requested. Notice of these meetings would be circulated to Council and posted on the City's web page.

A Recommended Approach to Governance

As one of the key aspects of our work, we are expected to assess the current governance model and practices which we have done, and to provide advice on changes that might provide the basis upon which a new or renewed model might emerge. In the previous chapters, we have documented a broad overview of what we think needs to change if the City Council is to assert its independence and authority with a broad base of support.

The Strategic Priorities Committee of Council (Supported by Policy Advisory Committees)

This requires the rescinding of all standing committees and places their responsibilities under one standing committee of the whole "The Strategic Priorities Committee (SPC) of Council".

Advantages

❑ Council's focus is geared toward policy issues

❑ Administrative analysis and advice can readily be orchestrated through the CAO's office

❑ All of Council can participate in key policy debates and become directly involved in the key policy issues

❑ All members concurrently informed/involved; no one member has more access to information than another

❑ All policy issues surfaced at this step; time of reflection prior to formal consideration at Council

❑ Removes much if not all of the divisiveness of making appointments to standing committees

❑ The position of Chair can and should be rotated regularly (as frequently as a meeting by meeting basis) so that all members of Council can, if they wish, enjoy the opportunity of chairing this committee-which will enhance everyone's understanding of the responsibilities and challenges of chairing the full Council

❑ No one Councillor feels that they somehow have more power or influence than their colleagues (and co-equals); no one Council member is allowed to control the "agenda" on behalf of Council

❑ The full Council is enabled to direct/control the Consent Agenda

Disadvantages

❑ Meetings tend to be a dress rehearsal for Council meetings

❑ Importance of a Council meeting is diminished

❑ The focus may be viewed as too broad by Councillors

❑ The agenda may be so controlled by administration, key issues of Council may be buried by administration

❑ The opportunities to view the performance of department heads are few; succession planning is thereby inhibited

Policy Advisory Committees (PAC)

Council through the Strategic Priorities Committee (SPC) may establish public advisory committees as the SPC deems useful for specified periods of time to undertake additional review of a particular key policy matter (e.g. downtown parking). Such a Policy Advisory Committee (PAC) would be comprised of not more than six members of the public and not more than two members of Council. Council may decide to appoint one of its members to such a committee in strictly a liaison capacity given that any report from a PAC will still have to be presented to Council.

The PAC would be expected to report back to the SPC with their insights and recommendations. Once a report from the PAC has been tabled, the PAC would cease to exist unless determined otherwise by Council. This would ensure a continual flow of such public input but on specified topics rather than as an ongoing lobbying voice on a single issue. (The public, of course, may decide to form other agencies or committees on their own, but will not be appointed or legitimized as such by Council).

We see this option as having considerable merit in that the Council still retains the merits of a committee of the whole while gaining access to the ideas of a segment of the public vis-à-vis a particular issue of concern. Further, this reflects the basic concept that community issues are not static but tend to change on a quick yet indeterminate way. As well, community issues often do not fall into neat categories (e.g. finance and administration) but, rather, cross departmental/commission lines.

This model will require the leadership and consensus of Council relative to the key policy issues that require some degree of public comment. Thus, Council will need to pay attention to the issues and discuss which ones are not as time-sensitive but are significant to the public will and could benefit from a more thorough review of the issues involved.

Advantages

❑ Council is able to articulate its key agendas based on what it sees as the key issues on an ongoing basis

❑ The public is invited to present and discuss issues that pertain to community events and Council/administrative proposals and to become part of a planned process of public input rather than the current "hit and miss" strategy that accompanies much of what Council hears via delegations

❑ Individual Councillors may be appointed to coordinate Council's efforts and to serve as the liaison member on behalf of Council

❑ Stand alone community issues, once dealt with by Council, can be addressed through Council policy and programs or tabled to a future date, or delegated to the administration if the recommendations are administrative in nature

❑ The agenda is always fluid; the Council is not boxed in by old issues or structures

Disadvantages

❑ Any dramatic change such as this may be difficult for some members of Council to accommodate

❑ The administration will have to adjust to the fact that a number of community issues may cross traditional departmental borders and thus the CAO will have to identify the lead person to respond or steer the administrative response to the issues

- All members of Council will not necessarily agree to what constitutes the definition of "key community issues"

- Chairs appointed to these PACs may see each as a long term arrangement rather than a short term assignment given the prominence that may be attached to certain community issues

- Some community issues may encourage too much focus on "administrative procedures"

- In order to adopt this recommended model, this Council will need to have confidence that the model could actually work and should be given the opportunity to function as we have described (it is our view that the public will quickly come to understand and accept this model and will not likely support reverting a more traditional model.

- Continual establishment of short term committees takes time as well – to determine parameters, select people, and then for the committee itself to establish group norms, behaviours, prior to achieving outcomes. Such committees should be used for significant issues only.

Essential Elements of an Administrative System

The following highlights some of the key elements that we have reviewed across Canada and that which has also been supported by literature. These elements are required if the City of Guelph's local government system is to function as expected.

A Competent and Confident Administration

- We were generally impressed by the calibre of the administration with whom we spoke. Most were very interested in the Corporate Review and cognizant of why it had been requested by Council. Many expressed encouraging comments relative to the potentially positive impact that such a review could have on the relationships between Council and the administration as well as within Council.

- While many of the staff report being with the City for an extended period of time, we noted as well (from information provided to us by the City) that four members of the seventeen person senior administration began their employment with the City since the year 2000 and that fully eleven of the seventeen assumed their current positions since

2000. Thus, in a City that has many staff in its employ for decades, the senior team is relatively new by comparison and about to get newer.

❑ There is a sense by a significant number of the administration that the way in which decisions are often made does not line up with the City's philosophy of being informed, involved and empowered.

❑ Others point to incidents wherein Council members have been allowed to take a member of the administration to task over a perceived mistake in judgment or action and there is inadequate support evidenced at the management table.

An Administration Supportive of the Council

❑ Rightly or wrongly, it has been the observation and/or perception of the majority of the members of Council that the administration did/has become overly close to members of Council and that the advice presented was not, from time to time, complete or simply an administrative viewpoint.

❑ Each and every Council relies to a significant extent on the cooperation and goodwill of the civic administration. One cannot function well without the other and perhaps that is why the two components have so much trouble both separating roles and building relationships. The City of Guelph is no exception in this regard. In fact, we believe that the issue of relationship building has been at the centre of much of the struggle that Council and management have had. For a number of largely inter-related reasons, there seems to have been an atmosphere of mistrust from the outset. Regardless of the talents and desire for service that all members (both legislative and administrative) express, it is apparent that rebuilding honest and constructive relationships will take time. Too much has been written into past relationships between Council and administration without the realization that each term of office begets its own sense of colleagues as well as friendships.

❑ There is also the perception that the administration does not always treat all members of Council with the same degree of consideration. That is, there is a view held by some members of Council that issues are more quickly or fully shared with individuals on Council rather than with the Council as a whole. This does little to build any sense of

rapport or confidence and will continually undermine the efforts of those who are trying to report fully, professionally and concurrently to all members of Council.

An Administration Focused on City Priorities

❑ If the Council is to be able to see its "agenda" pursued by the administration, then two key steps must occur: firstly, Council must establish the agenda through a strategic planning session(s) wherein their notion of what is important to their citizens is made clear. Secondly, the CAO and his administration will need to ensure that the way in which business is being done is supportive of Council's concept of what the citizens expect. While this may not always trigger a major review of structure after every election, such a discussion should at least provoke a review of whether or not the methods by which the City's administration tackle an issue are consistent with the change in Council leadership.

❑ Departmental business planning has been going on during the course of this year; most departments are new to this process whereas others had begun developing similar plans over the past few years. Some departments are very pleased with the process and felt that all aspects of the department were involved. Staff recognized that the business planning process has been good for morale and team-building. Objectives and actions were developed and pressed down into individual work plans.

❑ Individual members of Council have expressed their concern relative to the absence of a Council Strategic Plan. Such a plan would need to incorporate its view of the key priorities facing the City and their perceived sense of urgency. The first Strategic Plan for Council as a body was developed eleven years ago. Other refinements to that have been developed over the years including in this past term. This Council held one meeting on Strategic Planning in July (2004); decided to hold the completion of such a plan in abeyance until the Corporate Review was completed; then proceeded with work in this area during the late fall, with the most recent sessions held this past week (November 2004).

An Integrated, Collaborative and Open Administration

❑ The work done on the reorganizations by the external consultant was deemed to be both comprehensive and professional by those most linked to the process and the eventual results. The reviews of the largest departments were viewed by members of the senior management group and others as professional, logical and well-documented. The reviews would, in our opinion and in the minds of most of those with whom we spoke, have been of even more value had the CAO felt that he had political support for a comprehensive review of the administrative organization as a first step, followed closely by assessments of individual departments.

❑ The actual redesign of departments has been of less concern than the creation of the commissioner positions. This recommendation/decision was not anticipated by most of the senior staff and a number felt that their roles in the organization were diminished as a result. It was felt that the lack of an overall framework resulted in a somewhat fractured approach.

An Administration Supportive of Its Leadership

❑ **Relationship of Senior Management to Council**
   ● Most commented on the need for a sense of respect between members of Council and its administration whether in Council chambers or in the environs of the office or worksite. The emphasis should be on the need for positive or at least respectful comments exchanged at the Council table between members of Council and the administration with appropriate courtesy being followed.
   ● There appears to be recognition that Council needs full and comprehensive advice on the key issues including the potential downside to decisions. The questioning by Council members on some of the decisions taken by the former Council is viewed as having a negative impact on the acceptance by Council of advice on other matters as well.
   ● There needs to be a change in the philosophy about just what a Council needs to receive in terms of the depth of information. Senior management needs to be

sensitive to the level of information that Council requires to make informed decisions.

An Effective Decision-Making Structure

❑ Most staff members expressed that they are content to do their work, see some degree of accomplishment, work with varied and interesting colleagues and enjoy their personal lives.

❑ At the same time, managers, supervisors and heads of external organizations connected to the City also appreciate the need for clarity in terms of how decisions are made that impact their work, their expectations and their ability to transmit messages to their own employees. The leaders of the key City-funded organizations (e.g. Police, Library, Museum) need a clear sense of their role in the overall context and how they can be viewed as adding real value.

❑ One of the key concerns and issues mentioned repeatedly in our sessions was the confusion surrounding the development of administrative decision-making bodies. Some were not aware of what these were and others regarding what impact these meetings were to have on how decisions were made.

❑ Most of those to whom we spoke were unclear as to the mandates of the various managerial decision-making groups and even less clear as to where decisions were being made. There did not seem to be much awareness as to any formalized mandate for these groups nor how they impacted the authority granted the CAO. The fact that such a diverse group of managerial advisory and decision-making bodies exists is not the key issue. Rather, the difficulty in determining who does what and with what degree of impact or influence is relevant. The senior management would be wise to add clarification through developing clear terms of reference and., once having done so, stick to these roles unless revisions in these mandates are communicated by the CAO.

❑ The concern has also been voiced as to the regularity of meetings held by the foregoing groups. While some may be issue specific and thus meet on an irregular basis, the others have an ongoing mandate which would seem to necessitate regular meetings. It is our view that the senior management team (whatever the label) should be meeting weekly to consider amongst other topics:strategic issues, address any policy concerns

that require the attention of Council, review management reports that are to be placed before Council, and provide insight to each other on new and emerging issues.

❑ The administration express the view that Guelph is caught between being a small urban centre and a big city and that the changes in organizational culture perhaps mirror what is going on in their own civic environment. In prior times, there seemed to be less formalized leadership, and as a result, there were very few formal protocols.

Open, Transparent and Consistent Communication Practices

❑ Communication relative to administrative issues or messages designed for the public is carried out through a large number of department-based initiatives. While this is appropriate, the lack of coordination of communications to the public results in this being less effective than it should.

❑ Some levels of the organization do not receive the degree of information that they should; there is a sense that the communication flow is not crossing over the barriers between management and supervisory levels

❑ There is some support for the notion of reviewing how Council's communications are discharged and what resources in this regard should be added to the Mayor's office given that no one at present is ensuring that the messages of Council are getting out. Some of the administration are aware that the Council is concerned that they have no communications resource although ironically one of their principal mandates is to get the messages of Council out to the community.

A Collegial, Cooperative Organizational Culture

❑ **Open to Change**
   ● Most of those interviewed felt that the organization has been open to change and willing to adjust when necessary.

❑ **Degree of Friendliness/Morale**
   ● The City is seen by most as a friendly place to work with many having personal friends on staff while others simply express respect for their colleagues.

- Morale is viewed as quite low due to a series of factors including the perceived reaction to the administration by Council members, departmental re-designs, this Corporate Review and the changes in practice such as the new emphasis on business planning. Like most organizations, change is easier to discuss than to embrace.

❑ **Opportunity for Promotion and Training**

- Staff express that there have been significant opportunities for promotion since the spate of departmental re-designs. This has been viewed quite positively given the increased potential of moving up within this organization. Training is viewed as more restrictive but also improving; comprehensive development plans are being prepared for senior executives; management staff are encouraged to pursue ongoing development; a comprehensive needs analysis was developed in 2003.

❑ **Sense of Flexibility**

- While dependent upon the nature of the work and the personality and confidence of the boss, many of those interviewed felt that there was sufficient organizational flexibility.

❑ **Impact of Contact by Council Members**

- Contact by Councillors with City staff appears to be completely unregulated. Some staff members have expressed concern that there is no apparent limit (nor a protocol) placed around members of Council and their access to individual departments. While this does not apparently refer to all members of Council, it is significant enough that the administration should draft a policy for all of Council to consider. No one on staff wishes to unnecessarily limit the access by members of Council to information deemed essential to the decision-making processes but where such information is needed, all members of Council should be equally informed.

- We were unable to locate any protocols dealing with this issue although most members of Council are viewed as having respect for the independence of their administration. Some may be more available than others or may have a key

issue that they are trying to have incorporated into how the organization views a particular issue.

General Manager Structure (5 Operational Departments)

We were asked to review the present organization structure and make recommendations as to any needed improvements. Our proposed model follows:

Description: Reporting to the CAO will be the four staff advisory positions of City Clerk, City Solicitor, Director of Economic Development and Corporate Communications Strategist as well as five General Managers –Operational Services, Corporate Services, Community Services, Emergency Services, and Development Services

Strengths:

- In addition to the advantages listed for the Clerk, City Solicitor, Director of Economic Development and Corporate Communication being at the table, the following also pertain.

- The structure will be somewhat flatter than either Commissioner model with the addition of one more department as a direct report (i.e. Emergency Services is presently a sub-function of Community Services and this proposed structure raises that to a departmental level).

- This proposal eliminates one layer of the current management structure and again places the department heads on the same footing.

- The significance of Emergency Services is recognized in this model and adds value to the discussions at the management table. An issue as important as peacetime emergencies is also kept at the forefront of the management group.

- The model resolves the issue as to who will constitute the inner executive circle for strategy and corporate planning purposes.

- The model ensures that the important Finance portfolio (that does or should impact most administrative reports and decisions) will be at the senior level decision-making table.

- The model ensures that the important portfolio of Development Services wherein Council spends much of its decision-making energies will be at the table and a major part of the decision-making process.

Weaknesses:

- The structure now reflects nine people reporting to the CAO, which we do not find onerous but some may.

- The change from the Commissioner model will need to be addressed carefully in terms of any personnel implications.

- The model eliminates the presence of Information Services and Human Resources from being in a direct report position to the CAO with both of these support functions reporting through the Corporate Services portfolio.

ALTERNATIVE "C" - 5 GENERAL MANAGERS

Chief Administrative Officer

City Clerk

City Solicitor

Corporate Communications

Director of Economic Development

General Manager Operational Services

Functions:
- Public Works
- Engineering
- Environmental Services
- Transportation
- Fleet

General Manager Corporate Services

Functions:
- Human Resources
- Financial Management
- Information Services
- Audit
- Purchasing
- Risk Management

General Manager Community Services

Functions:
- Recreation & Culture
- River Run
- Parks
- Facilities

General Manager Development Services

Functions:
- Development Planning
- Policy Planning
- Chief Building Official

General Manager Emergency Services

Functions:
- Peacetime Emergency Planning
- Fire Administration
- Fire Suppression
- Fire Prevention
- Emergency Services Coordination