



Grant Thornton

An instinct for growth™

Municipality of Clarington Organizational Structure Review

Current State Assessment

November 13, 2019



Contents

1.0 Report Overview	2
1.1 Authorship	2
1.2 Purpose	2
1.3 Background	2
1.4 Objectives	2
1.5 Approach	3
1.5.1 Consultations	3
1.5.2 Historical Reports, Budgets, Organizational Charts and Analysis	5
1.5.3 Benchmarking Survey	5
1.6 List of Themes for Further Analysis	6
2.0 Observations	7
2.1 Geography	7
2.2 Organizational Effectiveness & Structure	7
2.3 Technology	9
2.4 Quality and Process Management	10
2.5 Service Delivery	10
2.6 Communication	11
3.0 Benchmarking	17
3.1 Overall Survey Observations	17
3.2 Comparative Analysis	18
3.2.1 Survey responses	18
3.2.2 Organizational Structure	22
3.2.3 Service Delivery	30
3.2.4 High Level Budget Analysis	33
4.0 Appendices	37

1.0 Report Overview

1.1 Authorship

This current state assessment is prepared by Grant Thornton LLP (Grant Thornton) for the Municipality of Clarington's Organizational Structure Review project team. This report is based on information and documentation that was made available to Grant Thornton prior to the time of drafting the report. Much of the information was gathered from interviews with and documents provided by the Municipality of Clarington and members of its staff (see sections 1.5.1 and 1.5.2 for lists of interviews and documents). As such, Grant Thornton assumes no responsibility and makes no representations with respect to the accuracy or completeness of any information provided to us. We are not guarantors of the information that we have relied upon in preparing our report, and except as stated, we have not attempted to verify any of the underlying information or data contained in this report. It is understood and agreed that all decisions in connection with the information as presented in this report shall be the responsibility of, and be made by the Municipality of Clarington.

1.2 Purpose

The purpose of this document is to provide a current state and benchmarking summary of the Municipality of Clarington's Organizational Structure Review. A key purpose is to validate our understanding of the information gathered to date. Recommendations, including opportunities for improvement, are not highlighted in this document; these will follow subsequently in the final report stage of this project. This report is not to be used for any other purpose, and we specifically disclaim any responsibility for losses or damages incurred through use of this report for a purpose other than as described.

1.3 Background

The Municipality last underwent an organizational structure review in 2000. After almost 20 years, in an effort to be in line with best practices, and as a result of the availability of the Audit and Accountability Fund, there is opportunity to identify areas to improve efficiency and effectiveness. Since the review in 2000, the Municipality's population has grown over 35%. During this time, the Municipality has experienced senior level retirement and internal turnover, creating the opportunity for a complete and independent review.

The Municipality of Clarington has received funding for this review from the Provincial Audit and Accountability Fund. The Province of Ontario is providing financial support to municipalities willing to engage a third party to find cost savings in the delivery and structure of municipal programs.

1.4 Objectives

The organizational structure review is intended to improve the internal and external understanding of the organizational structure of the Municipality. The organizational structure review recommendations will include opportunities for improving efficiency

Current State Assessment and Benchmarking

through modifications to the organizational structure while maintaining existing services and staffing levels.

The outcome of this review is to ensure that the Municipality of Clarington's organizational structure supports effective and efficient service delivery, administrative performance and sustainability, today and into the future.

1.5 Approach

Grant Thornton conducted a current state assessment of the Municipality of Clarington's organizational structure to understand and assess each department's internal functional structure in addition to a comparative analysis of the organizational structures of similar municipalities.

The internal analysis was comprised of consultations with key stakeholders, including:

- Interviews with senior administration, Council and other stakeholders
- Online survey for all Municipal staff
- Review of background documentation
- Preliminary overview of all departments to identify which functions merited further analysis (see table 1.0)

Criteria that triggered further analysis have been categorized into themes (see section 1.6) and include indicators such as:

- Functional ownership and task accountability
- Duplication of efforts
- Clarity of roles and responsibilities
- Opportunities for process efficiencies
- History of departmental consolidation
- Service level considerations
- Departmental expenditure as a percentage of the overall Municipal budget

The comparative analysis included a benchmark survey of peer municipalities (see criteria in section 1.5.3) to gather insight into Municipal organizational structure and departmental budgets. The peer municipalities that were benchmarked are: Pickering, Chatham Kent, Whitby, Milton, Burlington and Kitchener.

1.5.1 Consultations

Interviews were conducted with Municipality of Clarington employees, elected officials and the unions representing Municipal employees (internal and external) to gain an understanding of:

- Intra-departmental functions and roles within each Municipal department and service.
- Areas of particular value and opportunities for improvement.

Current State Assessment and Benchmarking

- Inter-departmental procedures, effective working relationships and clarity of roles.
- Performance measurements and alignment with defined roles and responsibilities.

In collaboration with the Municipality of Clarington's project team, a tailored interview guide was created for each stakeholder group (see appendix A).

List of interviewees

1. Chief Administrative Officer
2. Acting Director of Community Services
3. Director of Finance
4. Manager of Internal Audit
5. Fire Chief
6. Director of Engineering
7. Assistant Director of Engineering (now Acting Director)
8. Development Manager (Engineering)
9. Director of Corporate Services
10. Director of Operations
11. Manager of Operations
12. Acting Director of Planning
13. Development Review Manager (Planning)
14. Solicitor
15. Municipal Clerk
16. CUPE President
17. Local 3139 President
18. Mayor
19. Ward 1 Councillor
20. Ward 2 Councillor
21. Ward 3 Councillor
22. Ward 4 Councillor
23. Ward 3 & 4 Regional Councillor
24. Executive Director of CBOT

Current State Assessment and Benchmarking

Online survey of Municipality of Clarington staff

The survey consisted of nine questions, including six open ended questions (see appendix B for survey questions). There were 128 confidential responses received over a three week period with representation from each department (the findings from these responses are incorporated into the observations in section 2.0).

1.5.2 Historical Reports, Budgets, Organizational Charts and Analysis

The following documents were provided by the Municipality of Clarington and reviewed by our team:

- 2019 Municipality of Clarington Organizational Charts
- 2019 Municipality of Clarington Departmental Budgets
- 2018-2020 Grids for Distribution
- 2018 Performance Management Review Template and Report on Exceptional Compensation Policy B8 Update
- 2014 Report on Organizational Changes to Realize Cost Savings
- 2000 Report on Organization Restructure
- 2001 Report on New Organizational Structure Implementation and Related Personnel Matters
- 2018 Report on Service Review of Animal Shelter Services
- 2017 Report on Information Technology Strategic Plan (2017 – 2022)
- 2018 Report on Tourism Service Delivery Review
- 2015 Report on Tourism Service Delivery Consideration
- Joint EcDev Team (JET) Proposed Terms of Reference (2016 Draft)
- 2011 Report on Process Improvement Team Status
- 2017 Report on Process Enhancement Project Progress Update
- 2016 Clarington Board of Trade Contract Renewal Performance Measures (Addendum to Report)

1.5.3 Benchmarking Survey

We conducted a municipal benchmarking survey (see appendix C) of six peer municipalities (Pickering, Chatham Kent, Whitby, Milton, Burlington and Kitchener) regarding their:

- Organizational structure
- Past organizational reviews and enhancements
- Customer services models
- Change management procedures

Current State Assessment and Benchmarking

In collaboration with the Municipality of Clarington project team, peer municipalities were chosen based on objective criteria such as: population size, demographics, geography (size and characteristics) and growth rate.

1.6 List of Themes for Further Analysis

Although this review is specific to the effectiveness of the organizational structure, the list of themes have been derived to categorize and assess the functional performance within the current state structure and will become critical factors contributing to the recommendations:

- Functional alignment
- Levels of management and their span of control
- Service delivery for constituents
- Clarity around roles and accountability
- On boarding, training, performance and development
- Succession planning and professional development
- Long-term planning (financial, asset maintenance, planning/development)
- Productivity and service level metrics
- Communication (internal and external)
- Resource utilization (Full time vs Part time)
- Technology utilization

2.0 Observations

The sections below summarize our observations of the Municipality of Clarington's organizational structure, based on our stakeholder consultations (interview and survey) and review of historical reports as outlined in section 1.5.2. Note: any observations made below may be expanded upon in our final report recommendations.

2.1 Geography

The Municipality of Clarington is located along the eastern boundary of the Greater Toronto Area (GTA) and is one of eight Municipalities located in the Durham Region. The Municipality of Clarington covers approximately 612 km² and has a road network of over 900 km, with close proximity to the 401 and 407. With four urban centers (Courtice, Bowmanville, Village of Newcastle and Orono) and 15 hamlets, the Municipality of Clarington is comprised of a mix of urban and rural communities. The resulting 8.8% growth rate (2011 – 2016) has demonstrated attraction and relocation efforts by commercial, industrial and residential.

Observations:

1. The Municipality of Clarington has experienced significant growth in the past 5 years. With an influx in large organizations relocating, or planning to relocate, to the area, sizable workforce and infrastructure demands will be placed on the Municipality. As a result, there is sensitivity among stakeholders to ensure that the Municipality is prepared to scale and afford the provision of quality services.
2. Rural areas that present opportunities for development are constrained by not being on municipal water and/or sewer (i.e. Orono).
3. Land for urban development is limited.
4. Given the length and breadth of the road network (900km), there are challenges to drive operational efficiencies with respect to road maintenance, repair and surface cleaning.

2.2 Organizational Effectiveness & Structure

There are approximately 900 employees at the Municipality of Clarington, including 243 unionized employees (CUPE and Local 3139). There are several upper level management staff who have been with the Municipality for over 20 years. However, a number of retirements are expected among the senior management over the next 3-5 years on top of several recent retirements. Currently, the senior management team is comprised of the CAO, 6 directors (Corporate Services, Operations, Treasurer, Solicitor, Fire Chief and Municipal Clerk) and 3 acting directors (Planning, Engineering and Community Services).

Current State Assessment and Benchmarking

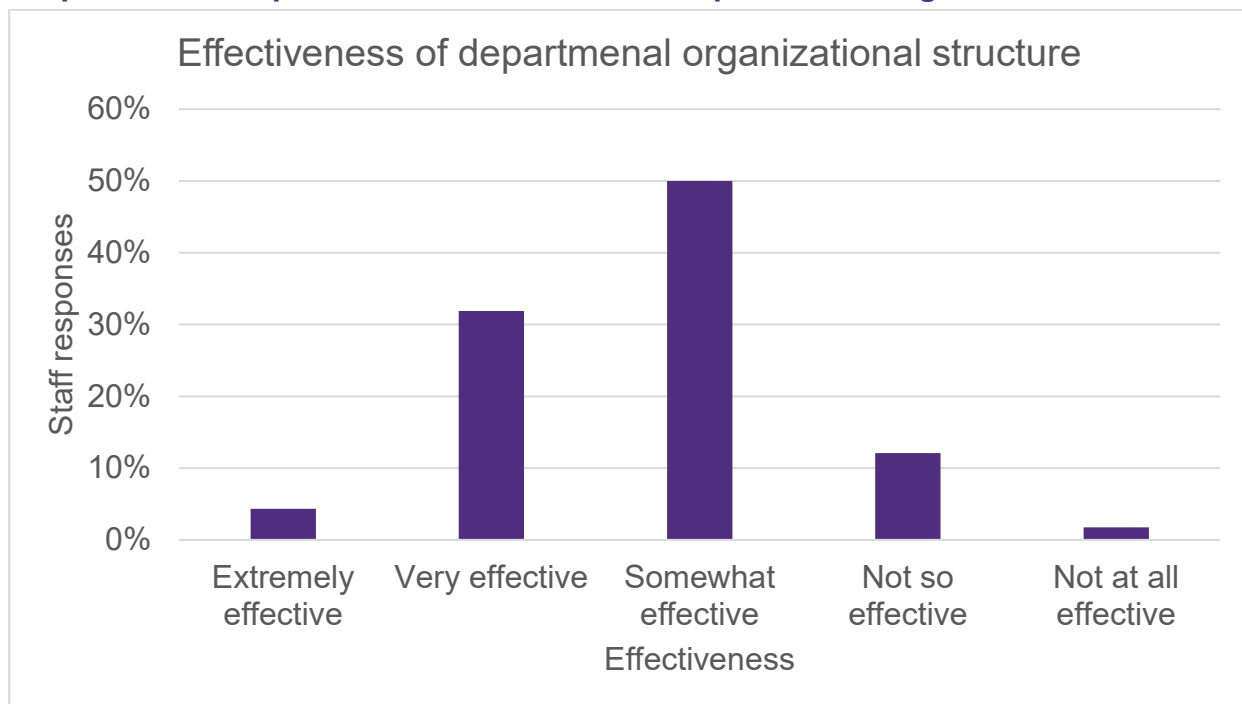
Observations:

1. Based on stakeholder consultations, the staff complement at the Municipality is considered to be a strength of the organization, both at management and frontline levels.
2. Perception of staff alignment challenges and potential understaffing.
3. There is an initiative underway to have staff trained and certified in lean methodologies.
4. There is significant experience and institutional knowledge within the departmental leadership.
5. As a result of the recent and upcoming retirements, there is potential opportunity for new leadership within senior management.
6. Both Municipal staff (all levels - based on stakeholder interviews and survey respondents) and Council members have indicated the importance of succession planning. Motivating factors include the benefits of capturing current state processes, knowledge transfer, effective leadership development and transition.
7. There is a global interest for formalized training and additional cross-training.
8. Consistent sentiment that staffing levels may not have kept up with population growth.
9. Perception of a high voluntary turnover of part time staff (community services and volunteer firefighters).
10. General sense that staff work well within their own respective departmental teams (see graph 1.0).
11. There are opportunities for improvement in the coordination and communication between departments.
12. General feeling is that the organizational management team is supportive of council and the constituents.
13. Internal and external feedback identified that the overall organization lacks clarity regarding roles and responsibilities, chain of command and accountability on issue resolution.
14. The Municipality currently has a flat organizational structure with a wide span of control. Within the departmental reporting structures, there are inconsistencies with respect to direct reporting ratios throughout the organization (Director, Treasurer, Municipal Clerk, Deputy, Manager, Supervisor, Coordinator, Lead Hands, Frontline Staff). As a result, there appears to be varying degrees of ownership and accountability at each respective level.
15. Historically, a number of functional roles were re-aligned to maintain the advantage of previous leadership strengths and effective working relationships.
16. Recently there has been some work at the departmental level in terms of organizational structure, but this has not yet occurred across or between departments.

Current State Assessment and Benchmarking

17. There is a belief that many departments have gone through some form of positive structural change. It has also been identified that performance metrics and objectives were not implemented during each transition, preventing the ability to capture measurable results and drive continuous improvement.
18. Currently, overtime expenditures equal close to 0.99% of departmental budgets.

Graph 1.0: Staff opinion on effectiveness of departmental organizational structure



2.3 Technology

The Information Technology team at the Municipality of Clarington is staffed by 11 employees (including one GIS staff but not all GIS staff). Previous reports indicate that legacy applications, work-arounds, spreadsheet and paper-based manual processes no longer meet the needs of the Municipality. Increased demand for constituent services (as a result of population growth) and advancements in technologies (new and existing) create the opportunity to drive efficiencies in service delivery.

Observations:

1. Staff indicated that they would benefit from new technology in the following ways:
 - Process automation – procurement, invoice approval and payment remittance
 - Work force automation – data entry/data capture
 - Process governance and controls
 - Central repository of data across all functional departments
 - Ability to track data and establish performance metrics

Current State Assessment and Benchmarking

- Shifts in technology have been seen by some as a positive change and as an enabler for delivering quality service, for example the use of Active Net for booking recreational programs.
2. The Municipal Business System (MBS) project is currently underway and will be replacing the existing Land Development Office (LDO) software used by by-law enforcement. The new system will have added functionality for by-law and fire code enforcement (i.e. building permits and planning applications).

Note: A technology assessment is not within the scope of this review. Observations are of the qualitative information stakeholders shared, and not the specific technology products, services or software used.

2.4 Quality and Process Management

Note: The Municipality of Clarington does not utilize key performance indicators at the field level or management level, such as productivity and service level metrics.

Observations:

1. There is a general interest in how to do things more efficiently.
2. Stakeholder input indicates quality services are being provided, however, they could be performed in a more efficient way. There is apparent duplication between departments, functions and procedures.
3. There is internal and external confusion as it relates to functional accountability over process ownership and uncertainty around roles and responsibilities.
4. Lack of documented roles and responsibilities and functional procedures.
5. There are no apparent productivity or service level metrics used to measure performance and assess workflow capacity and forecasted workforce growth, although there is interest at the departmental level to measure and track these indicators.
6. Solutions and improvements are often sought by individual departments without consultation for, or awareness of, similar needs in other departments.

2.5 Service Delivery

The Municipality of Clarington currently uses a decentralized customer service model. Constituent inquiries are directed towards individual departments and payments (i.e. permits, fees, tickets, taxes) are processed within each individual department (mostly in person vs online). In order to book Municipal facilities, constituents are currently required to book on premise or, in some circumstances, over the phone.

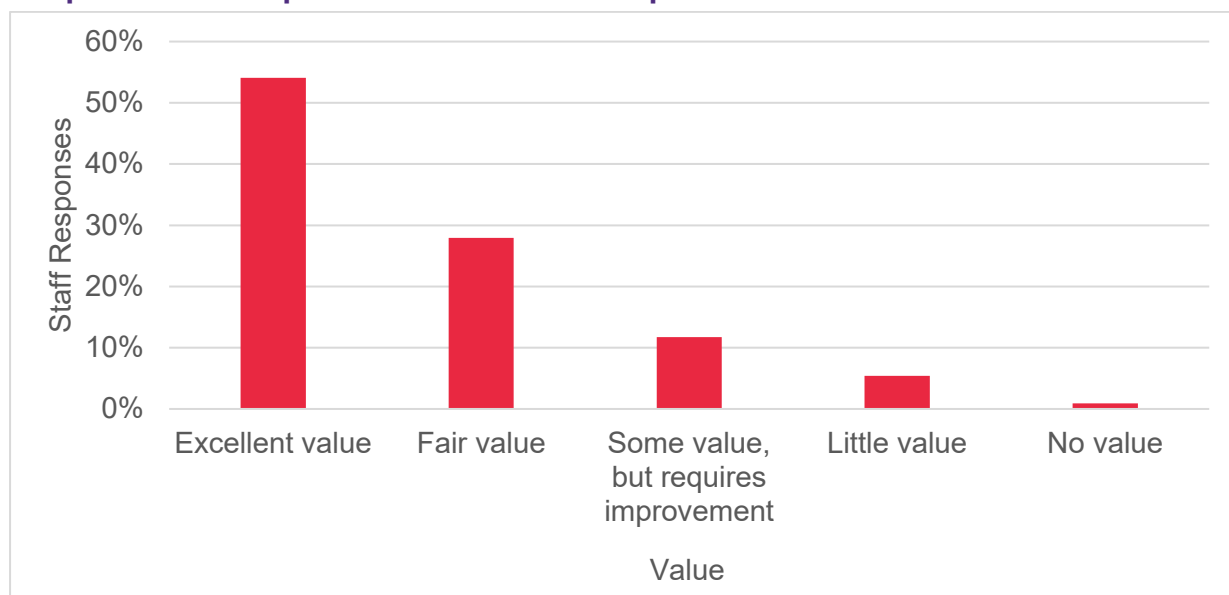
Observations:

1. The majority of employees believe that the Municipality delivers value to its residents (see graph 2.0).

Current State Assessment and Benchmarking

2. Constituent engagement by the Municipality is considered responsive and effective once the appropriate department is sourced.
3. Differences in resident-facing processes cause confusion. There are inconsistencies in points of contact and provision of services to residents and external organizations. There is a lack of clarity around roles and responsibilities as they pertain to cross departmental questions and concerns. Councillors often receive complaints from residents about not being able to get answers or not being able to speak to/find the correct departmental contact for questions.
4. There are service delivery challenges as a result of the number, spread and uniqueness of communities (four urban centres, numerous rural communities).
5. Each resident is considered a single tax payer, however, support services are not structured with this in mind and residents must direct questions to multiple points of contact.
6. Overtime, the number of volunteers supporting community/recreational programs has decreased. As a result, the Municipality is faced with the additional pressure of providing these services by taking on the displaced volunteer workload.

Graph 2.0: Staff Opinion – Value of Municipal Services



2.6 Communication

The Municipality of Clarington has a centralized communication model. The communications team reports up to the CAO. The Communications and Tourism Manager has accountability for both portfolios and leads a communications team of six full time employees. This team supports corporate wide communication internally and is responsible for external communication. External communication includes press releases and public services announcements, meetings and notices posted to the Municipality of Clarington website and social media. This team manages the Municipality's social media presence with Facebook and Twitter for both the Municipality

Current State Assessment and Benchmarking

of Clarington and Tourism Clarington. The Municipality of Clarington also has a YouTube channel (used occasionally).

Observations:

1. Frequent requests for formal inter and intra departmental communication processes and support were made throughout our consultations.
2. Within the capacity of the team, external communications (press releases and public service announcements) are considered timely and meaningful.
3. Staff feel that response content to constituents and the media could be improved.
4. Given the current and upcoming organizational changes, staff have identified a need for formal communication support.
5. Perceived gap in communication between the Municipality and both the Clarington Board of Trade¹ and community organizations.

Table 1.0: Municipality of Clarington Current State Departmental Structure and Functions

Department	Functions	Staff & Management Positions (2019 org chart)	Inter-Departmental Functional Reliance	Functional Realignment Considerations
CAO	<ul style="list-style-type: none"> • CAO duties • Communications and Tourism • Climate change • Corporate policy 	12 (1 PT, 4 union) 1 manager, 1 specialist, 4 coordinators	<ul style="list-style-type: none"> • Climate change (working with Special Projects) • Tourism (with CBOT/externally) 	<ul style="list-style-type: none"> • Climate Change
Clerks	<ul style="list-style-type: none"> • Council/Committee Support • Municipal Elections • Animal Services • Municipal Law Enforcement • Parking Enforcement 	29 (6PT, 16 union) 1 director, 1 deputy, 1 manager, 1 supervisor, 2 coordinators	<ul style="list-style-type: none"> • Fire Services – open air fire by-law • Planning and engineering – permits • Legal: by laws • Operations – cemetery services 	<ul style="list-style-type: none"> • By-law • Animal services • Cemetery administration

¹ Although this observation adds value and alludes to a communication gap between CBOT and the Municipality, detailed observations and recommendations regarding the viability of the economic development service delivery model are not in scope of this review.

Current State Assessment and Benchmarking

Department	Functions	Staff & Management Positions (2019 org chart)	Inter-Departmental Functional Reliance	Functional Realignment Considerations
	<ul style="list-style-type: none"> • Records & Information Management • Licensing • Vital Statistics • Accessibility • Marriage Ceremonies • Cemetery Administration 			
Community Services	<ul style="list-style-type: none"> • Administration • Aquatic Facility Operations (programs and facility maintenance) • Arena Facility Operations (programs and facility maintenance) • Municipal Programs (recreation, programs and services for all ages) • Community Development • Municipal Construction (recreation facilities) • Community Grants (to support events and day-to-day operations of clubs/groups) • Older Adult Programs • Youth Liaison • Indoor Soccer Operations • Volunteer Management 	<p>412 (364 PT, 29 union)</p> <p>1 acting director, 3 managers, 4 supervisors, 6 coordinators, 4 recreation programmers, 4 lead hands</p> <p>PT includes students</p>	<ul style="list-style-type: none"> • Admin functions between community services and operations • Operations – facility maintenance, admin functions i.e. booking, construction • Corporate – Purchasing division • Planning, engineering – construction • Clerks – accessibility • Libraries and other external organizations – community programs 	<ul style="list-style-type: none"> • Facility maintenance • Municipal construction

Current State Assessment and Benchmarking

Department	Functions	Staff & Management Positions (2019 org chart)	Inter-Departmental Functional Reliance	Functional Realignment Considerations
	<ul style="list-style-type: none"> Includes aspects of inclusion and accessibility 			
Corporate Services	<ul style="list-style-type: none"> Human Resources Payroll & Benefit Administration Tenders/ Purchasing Information Technology Corporate Health & Safety 	25 (10 union) 1 director, 3 managers, 1 ass. Manager, 4 supervisors, 1 coordinator	<ul style="list-style-type: none"> Finance department – purchasing Community services – volunteers, onboarding of part time staff All departments – IT projects, HR (training, negotiation) 	<ul style="list-style-type: none"> Purchasing Payroll IT
Fire and Emergency	<ul style="list-style-type: none"> Emergency Response Emergency Planning Fire Prevent. Public Education Fire Suppression Communications Training 	195 (125 are volunteer FF) 1 director (chief), 2 deputies, 4 platoon chiefs, 8 captains	<ul style="list-style-type: none"> Engineering – site plans and fire codes HR – training and grievances/ negotiations CAO – grievances/ negotiations 	
Engineering	<ul style="list-style-type: none"> Right of Way Management Capital Budgeting & Forecasting Design and Construction Park Development Development Review/Municipal Servicing Subdivision Construction Inspection Transportation and Traffic 	32 (22 union) 1 acting/ assistant director, 3 manager, 1 CBO 3 vacant – director, traffic technician, construction coordinator	<ul style="list-style-type: none"> Operations – sidewalks, crack sealing, catch basin, storm water and pond maintenance, road maintenance Planning – development approvals, zoning Clerks – By laws and permits 	<ul style="list-style-type: none"> Building Services (CBO) Development approvals Traffic Construction Park maintenance

Current State Assessment and Benchmarking

Department	Functions	Staff & Management Positions (2019 org chart)	Inter-Departmental Functional Reliance	Functional Realignment Considerations
	<ul style="list-style-type: none"> • Pavement Management • Building Permit and Inspection (CBO) 			
Finance	<ul style="list-style-type: none"> • Insurance • Risk Management • Investments and Banking • Financial Studies • Accounting • Tax billing and collections • Budget • Financial Reporting • Performance Measures • Internal Audit • Asset Management 	<p>23 (16 union)</p> <p>1 director (treasurer), 1 deputy, 4 managers</p> <p>1 vacant – policy analyst</p>	<ul style="list-style-type: none"> • CAO – Internal audit • Corporate services – purchasing 	<ul style="list-style-type: none"> • Internal audit
Legal	<ul style="list-style-type: none"> • Solicitor duties • Risk assessment • Contract review 	<p>2</p> <p>1 solicitor</p> <p>1 law clerk</p>	<ul style="list-style-type: none"> • Clerks – By laws • Purchasing (procurement) • Engineering and planning – contracts, realty series • Corporate, finance, planning – Pre-consultation, purchasing 	
Operations	<ul style="list-style-type: none"> • Road Maintenance • Fleet Maintenance (snow, fire and grass) • Parks Maintenance • Winter Snow Clearing Program • Parking Meter Maintenance 	<p>108 (5 PT, 32 students, 62 union)</p> <p>1 director, 1 manager, 6 supervisors</p> <p>6 vacant</p>	<ul style="list-style-type: none"> • Clerks – cemetery • Community services – booking spaces, maintenance around facilities 	<ul style="list-style-type: none"> • Booking/administration of space • Road design, maintenance and construction • Park maintenance

Current State Assessment and Benchmarking

Department	Functions	Staff & Management Positions (2019 org chart)	Inter-Departmental Functional Reliance	Functional Realignment Considerations
	<ul style="list-style-type: none"> • Sidewalk Maintenance Contract • Municipal Bldgs/Physical Plant • Streetlight Maintenance • Cemetery Operation • Municipal Construction 		<ul style="list-style-type: none"> • Engineering – road maintenance 	<p>Winter snow clearing</p>
<p>Planning</p>	<ul style="list-style-type: none"> • Planning policy • Development Approval • Community Development Initiatives • Geomatic Services • Real Estate • Environmental Assessments • Stewardship 	<p>66 (40 PT, 18 union) 1 acting director, 3 managers (1 acting), 2 principal planners PT are all crossing guards 1 vacant</p>	<ul style="list-style-type: none"> • Engineering – development approvals • Clerks – By law • Operations – construction • CBOT (external) – Economic development 	<ul style="list-style-type: none"> • Crossing guards • GIS • Real estate • Special Projects

3.0 Benchmarking

3.1 Overall Survey Observations

Six municipalities participated in the benchmarking survey. These municipalities were selected based on their demographics, known history of structural reorganization and location within Ontario in relation to the Greater Toronto Area (GTA). Key characteristics of the Municipality of Clarington were used to determine the grouping of benchmark cities. Key indicators included growth rate, size of road network and number of urban centres. The grouping of selected cities range in population from 96,000 to 230,000 with a geographic size (in km²) of 137 km to 2,458 km. Table 2.0 provides a summary of the characteristics for each municipality.

Table 2.0: Overview of Municipalities

City	Population ²	Median Age ²	Median Household Income ²	Growth Rate (2011-2016) ³	Geography ³	Rational / Key Characteristics
Clarington	92,015	40.2	102,050	8.8%	611 km ²	Growth rate, multiple city centers, urban, rural and lakeshore, east GTA, Durham region
Pickering	91,771	41.4	107,549	3.4%	232 km ²	Similar geographic (urban/rural), Durham region, similar population
Chatham Kent	101,647	47.6	64,020	-2.0%	2,458 km ²	Multiple city centers, urban and rural, similar population, but larger geography, Single Tier
Milton	110,128	37.1	112,974	30.5%	363 km ²	Urban and rural, near GTA
Whitby	128,377	40.2	110,636	5.2%	147 km ²	Similar geographic, Durham region and suggested as having some good practices

² <https://townfolio.co/>

³ <https://www12.statcan.gc.ca/census-recensement/2016/dp-pd/prof/index.cfm?Lang=E>

Current State Assessment and Benchmarking

City	Population ²	Median Age ²	Median Household Income ²	Growth Rate (2011-2016) ³	Geography ³	Rational / Key Characteristics
Burlington	183,314	44.7	100,780	4.3%	186 km ²	Near the GTA, significantly larger, comparison for how to organize items such as maintenance on a larger scale
Kitchener	233,222	39.2	76,394	6.4%	137 km ²	Works closely with neighboring cities, recently reviewed organizational structure

3.2 Comparative Analysis

The benchmarking exercise compared the Municipality of Clarington’s organizational structure and budget to six peer organizations: Pickering, Chatham Kent, Milton, Whitby, Burlington and Kitchener. Although Clarington has the smallest relative population, they are statistically average in terms of geographic size, growth rate and median household income.

3.2.1 Survey responses

Municipalities completed an 11 question survey (see appendix C). The written responses to the open-ended questions are summarized below (see table 3.0). Overall, the municipalities were supportive of this review and were available for follow-up questions. Municipalities who had current organizational structure diagrams (i.e. not currently undergoing reorganization) provided them (see appendix D).

All organizations have recently undergone, or are currently undergoing, an organizational structure review.

Key Observations:

- The majority of municipalities have moved to consolidated models (with five to six departments) with the exception of Burlington (who has gone to a 13 department model).
- Consistent across all municipalities is an explicit effort to ensure clarity of roles and departmental functions.

Current State Assessment and Benchmarking

Table 3.0: Benchmark Survey Responses

City	High Level Org. Structure	Date of Last Org. Review	Recent Organizational Changes	Customer Service Model	Out of Scope Services they Provide	Impactful Use of Technology	Formal Change Management Processes
Pickering	8 Departments with 7 Directors/1 CAO, 6 Division Heads, and 16 managers	Ongoing, consistently reviewing to streamline	Larger operations department (2016) HR separated from CAO (2018) Enhanced building services (city development) (2018) New security section in community services (2019) IT added 5 positions to grow tech abilities	"One call to city hall" Centralized customer care section located at City Hall. They log and track all issues until completion, coordinate between residents and staff. Payments are made directly to finance.	N/A	Mitel phone system - includes instant messaging system SAP and Success Factors (new HRIS 2020) Updated Pickering website (more interactive and easy to find info) Active Net	Change process in place, but not following a specific change methodology. Org changes are submitted through HR and approved by the CAO.
Chatham Kent	5 departments	2016	Consolidated functions (based on 2016 review). Some structures were done to support professional development and succession planning	Online or in one of the 7 Municipal offices	Service Ontario Several theatres Conference/exhibition centre Short line rail	New website to support community engagement Need to enhance high speed fiber optics before further IT developments	Have a process, but not a single methodology. Communication is key, help team to understand the reasons for change

Current State Assessment and Benchmarking

City	High Level Org. Structure	Date of Last Org. Review	Recent Organizational Changes	Customer Service Model	Out of Scope Services they Provide	Impactful Use of Technology	Formal Change Management Processes
Milton	5 Department, each headed by a Commissioner with 2 to 3 Directors below	Last year, no action taken to date. Last change was 5 years ago	Title changes from Director to Commissioner and some Managers to Directors. We are currently undergoing a phased service delivery review.	Cashiers for tax and parking tickets Facilities for customer service for programs	Milton Innovation Centre Mattamy National Cycling Centre	No response	No response
Whitby	Ideally 4 or 5	Currently undergoing	Awaiting Provincial review, but in the midst of shifting to a model with fewer departments. Community services will cover all forward facing services (including most operations and fire). Engineering will move into planning and development. Facilities into corporate services	Currently in the process of centralizing. Customer service will fall under legislative services (under CAO). This will include all customer service, including recreational services	Marina, senior and youth programming, sustainability division, downtown division	Currently very outdated. Recent IT strategic plan identified 5 years of investments/ technology. Budgeting for new ERP (multiyear project)	Also work in progress

Current State Assessment and Benchmarking

City	High Level Org. Structure	Date of Last Org. Review	Recent Organizational Changes	Customer Service Model	Out of Scope Services they Provide	Impactful Use of Technology	Formal Change Management Processes
Burlington	13 Departments	Recently, ongoing	Currently reviewing leaf collection, fleet management, winter control and pro-building permit development approval process via A&A fund	Centralized, service Burlington model. When needed CSR work directly with departments to resolve queries	N/A	No response.	<ul style="list-style-type: none"> • Working towards formalized Prosci Change Management program. • Business Process Management methodology for process improvement reviews. • Design Thinking methodologies (Innovation in a Box tools) for supporting Innovation/ Continuous Improvement.
Kitchener	5 departments with 5-6 divisions each	2017	2017 review resulted in change from 4 departments of 6-9 divisions plus a large Office of the CAO to 5 departments of 5 divisions Each department was designed with a clear corporate agenda.	Corporate Customer services oversees contact centre for in-bound inquiries Revenue division in Finance receives bill payments	N/A	<ul style="list-style-type: none"> • LED streetlights • Associate staffing models (generalist staff) • Lean methodology to improve before technology 	Informal approach (effective)

3.2.2 Organizational Structure

Table 4.0 provides a benchmark summary of the Municipal organizational structures and the functional roles of their departments. This table highlights the structure of the core services that each Municipality provides. Primary departmental functions that do not align with the listed departmental structure are indicated in *italics*. **Note: Whitby is not included in this table as they are currently undergoing an organizational structure reorganization.**

Key observation:

- The majority of the Municipalities have implemented an organizational structure where indirect services such as Clerks, Finance, Human Resources, Legal and Technology are reporting into another department.

Table 4.0: Comparison of Municipal Organizational Structures and Departmental Functions

Department	Clarington	Pickering	Chatham Kent	Milton	Burlington	Kitchener
CAO	Chief Administrative Office <ul style="list-style-type: none"> • Administration of the Corporation • Strategy Development • Communication and Tourism • Climate Change • Corporate Policy 	Office of the CAO <ul style="list-style-type: none"> • Customer Care • Economic Development • Public Affairs • Communications 	Office of the CAO <ul style="list-style-type: none"> • Corporate Communications • Partnership Development • Project Management Office • Strategic Planning 	Executive Services <ul style="list-style-type: none"> • Offices of the Mayor and CAO • Corporate Communications and Marketing • Economic Development 	City Manager <ul style="list-style-type: none"> • Corporate Leadership • Management of the Corporation • Stewardship of the Municipality 	<i>In Corporate Services</i>

Current State Assessment and Benchmarking

Department	Clarington	Pickering	Chatham Kent	Milton	Burlington	Kitchener
Corporate	Corporate Services <ul style="list-style-type: none"> • Human Resources • Payroll & Benefits • Administration • Tenders/Purchasing • Information Technology • Corporate Health & Safety 	Corporate Services Department <ul style="list-style-type: none"> • By-law • Enforcement Services (and animal services) • Information Technology • Legal Services • Legislative Services 	Corporate Services <ul style="list-style-type: none"> • Human Resources and Organizational Development • Municipal Governance/ Clerk • Customer Services 	Corporate Services <ul style="list-style-type: none"> • Finance and Accounting • Human Resources • Information Technology • Purchasing and Risk • Taxation and Assessment • Town Clerk 	<i>Divided into departments below</i>	Corporate Services Department <ul style="list-style-type: none"> • Corporate Communications & Marketing • Human Resources • Legal • Legislated Services • Technology & Innovation Services • Office of Mayor & Council
Legal	Legal Services <ul style="list-style-type: none"> • Legal Advice and Support • Risk Assessment • Contract Review 	<i>In Corporate Services</i>	<i>In Community Development</i>	<i>N/A</i>	Legal <ul style="list-style-type: none"> • Preparing Contracts • Negotiating Development and Subdivision Agreements • Representation at Municipal Board and Courts 	<i>In corporate services</i>
HR	<i>In corporate services</i>	Human Resources Department <ul style="list-style-type: none"> • Human Resources • Employee Services 	<i>In Corporate Services</i>	<i>In Corporate Services</i>	Human Resources <ul style="list-style-type: none"> • Attraction and Retention • Staff/Labour Relations • Employee Benefits 	<i>In Corporate Services</i>

Current State Assessment and Benchmarking

Department	Clarington	Pickering	Chatham Kent	Milton	Burlington	Kitchener
					<ul style="list-style-type: none"> • Health and Safety • Pay Research • Staff Training and Development 	
Clerk	Clerk's <ul style="list-style-type: none"> • Council/Committee Support • Municipal Elections • Animal Services • Municipal Bylaw Enforcement • Parking Enforcement • Records & Information • Management • Licensing • Vital Statistics • Accessibility • Marriage Ceremonies • Cemetery Administration 	<i>In Corporate Services (legislative)</i>	<i>In Corporate Services</i>	<i>In Corporate Services</i>	Clerks <ul style="list-style-type: none"> • Support for Council and Committees • Issuing Marriage Licenses • Registering Deaths • Conducting Municipal Elections • Maintaining Corporate Records • Assessment Rolls and Bylaws • Commissioner of Oath • Community Relations Services 	<i>In Corporate Services</i>
Finance	Finance <ul style="list-style-type: none"> • Insurance • Risk Management 	Finance Department <ul style="list-style-type: none"> • Taxation • Accounting 	Finance Budgeting and IT	<i>In Corporate Services</i>	Finance <ul style="list-style-type: none"> • Financial and Accounting 	Financial Services Department <ul style="list-style-type: none"> • Accounting

Current State Assessment and Benchmarking

Department	Clarington	Pickering	Chatham Kent	Milton	Burlington	Kitchener
	<ul style="list-style-type: none"> • Investments, Banking • Financial Studies • Accounting • Tax Billing, Collections • Budget • Financial Reporting • Performance Measures • Internal Audit • Asset Management 	<ul style="list-style-type: none"> • Internal Audit • Payroll • Supply & Services 	<ul style="list-style-type: none"> • Budget and Performance Management • Financial Services • Information Technology 		<ul style="list-style-type: none"> • Management (and budgets) • Financial Reporting • Tenders and Purchasing • Collection of Taxes and other Revenues • Tax Certificates • Assessment review 	<ul style="list-style-type: none"> • Asset Management • Financial Planning • Revenue • Supply Services • SAP Business Solutions
Information Technology	<i>In corporate services</i>	<i>In Corporate Services</i>	<i>In Finance</i>	<i>In Corporate Services</i>	Information Technology <ul style="list-style-type: none"> • Hardware & Software Support • Business Application Management and Support • Security, Training and general Consulting • City Data Centres, Network, Internet Access, Email and Telephone Systems 	<i>In Corporate Services</i>

Current State Assessment and Benchmarking

Department	Clarington	Pickering	Chatham Kent	Milton	Burlington	Kitchener
Operations	Operations <ul style="list-style-type: none"> • Road Maintenance • Fleet Maintenance • Parks Maintenance • Winter Snow Clearing Program • Parking Meter Maintenance • Sidewalk Maintenance (contract) • Municipal Bldgs/ Physical Plant • Streetlight Maintenance • Cemetery Operation 	<i>In Community Services</i>	<i>In Infrastructure and Engineering</i>	<i>In Engineering Services</i>	Capital works <ul style="list-style-type: none"> • Environmental Issues • Policy Development • Green City Initiatives • Design and Construction of all Roads, Sidewalks, Parks, Open Spaces, Bridges and Sewers • Geomatics • Infrastructure Management • Engineering Reviews for Subdivisions, Site Plans and Re-zonings 	Infrastructure Services Department <ul style="list-style-type: none"> • Facilities Management • Fleet • Kitchener Utilities • Operations – Environmental • Operations - Roads & Traffic
Planning	Planning <ul style="list-style-type: none"> • Planning policy • Development Approval • Community Development Initiatives • Geomatic Services • Real Estate 	<i>In City Development</i>	<i>In Community Development</i>	<i>In Planning and Development</i>	Parks and Recreation <ul style="list-style-type: none"> • Recreation and Culture Services • Parks • Facilities • Special Events • Recreation Centres 	<i>In Development Services</i>

Current State Assessment and Benchmarking

Department	Clarington	Pickering	Chatham Kent	Milton	Burlington	Kitchener
	<ul style="list-style-type: none"> Environmental Assessments Stewardship (social and economic) 				<ul style="list-style-type: none"> Recreational Programs <p>City Building - Planning, Building and Culture</p> <ul style="list-style-type: none"> Permits (building, plumbing, heating, swimming pool, septic system, and signs) 	
Development	<i>In Engineering</i>	<p>City Development Department</p> <ul style="list-style-type: none"> Building Services (and permits) Film Pickering Planning and Design Sustainability 	<p>Community Development</p> <ul style="list-style-type: none"> Legal Services Fire and Paramedic Building Development Services Planning Services Economic Development 	<p>Planning and Development</p> <ul style="list-style-type: none"> Policy Planning Population Forecasting and Growth Projections Heritage Planning Urban Design Zoning By-law Development Applications Building Services and Chief Building Official (inspections, zoning, plans, permits) 	<ul style="list-style-type: none"> Arts and Culture By law Enforcement Building Inspection Building Codes Business and Lottery Licensing Plan/Planning policy Rezoning, Subdivision, Condominium and Site Plan Applications <p>Roads, Parks and Forestry</p> <ul style="list-style-type: none"> Maintenance of Streets, 	<p>Development Services Department</p> <ul style="list-style-type: none"> Building Economic Development Engineering Planning Transportation Services

Current State Assessment and Benchmarking

Department	Clarington	Pickering	Chatham Kent	Milton	Burlington	Kitchener
Community	Community services <ul style="list-style-type: none"> • Aquatic Facility Operations • Arena Facility Operations • Municipal Programs • Community Development • Municipal Construction • Community Grants • Older Adult Programs • Youth Liaison • Indoor Soccer Operations • Volunteer Management 	Community Services <ul style="list-style-type: none"> • Cultural Services Facility Programs • Operations (facilities and public works) • Recreation 	Community Human Services <ul style="list-style-type: none"> • Public Library • Community Attraction and Leisure Services • Employment and Social Services (and child care) • Housing Services • Public Health (and LTC) • Senior Services 	Community services department <ul style="list-style-type: none"> • Arts and Culture • Community Programs • Facility Services (scheduling outdoor spaces, indoor maintenance , managing/developing civic buildings/properties) • Parks and Open Space (park development) • Recreation Services 	Sidewalks, Parks, Playgrounds, Storm Sewers, and Creeks Snow Clearing <ul style="list-style-type: none"> • Forestry • Cemetery operations • City Sign Production • Fleet Services Transportation Services <ul style="list-style-type: none"> • Traffic Signal System • Traffic Services • Transportation Planning • Parking By-law Enforcement • Downtown Parking Burlington Transit: <ul style="list-style-type: none"> • Scheduling, Operations and Maintenance of Transit Vehicles 	Community Services Department <ul style="list-style-type: none"> • By-law Enforcement • Corporate Customer Service • Fire • Neighbourhood Programs and Services • Sport
Engineering	Engineering <ul style="list-style-type: none"> • Right of Way Management • Capital Budgeting & Forecasting 	Engineering Services Department <ul style="list-style-type: none"> • Capital Projects & Infrastructure • Transportation and Traffic 	Infrastructure and Engineering <ul style="list-style-type: none"> • Public Works (facilities including social housing assets, 	Engineering Services <ul style="list-style-type: none"> • Roads/Infrastructure Management • Traffic (data, lights, 		<i>In Development Services</i>

Current State Assessment and Benchmarking

Department	Clarington	Pickering	Chatham Kent	Milton	Burlington	Kitchener
	<ul style="list-style-type: none"> • Design and Construction • Park Development • Development Review/ • Municipal Servicing Subdivision • Construction Inspection • Transportation and Traffic • Pavement Management • Building Permit and Inspection (CBO) 	<ul style="list-style-type: none"> • Water Resources & • Development Services (and Development Approvals) 	cemeteries and horticulture) <ul style="list-style-type: none"> • Drainage, Waste and Asset Management (all physical assets here) • Engineering and Transportation Services 	regulations, on street parking, crossing guards) <ul style="list-style-type: none"> • Roads and Parks • Maintenance and Operations • Development Engineering • Roadway Corridor Permits • Transit 		
Fire	Fire and Emergency Services <ul style="list-style-type: none"> • Emergency Response • Emergency Planning • Fire Prevention • Public Education • Fire Suppression • Communications • Training 	Fire Services Department <ul style="list-style-type: none"> • Fire Prevention, Suppression and Education 	<i>In Community Development</i>	<i>This sits under Executive Services</i> Milton Fire Department <ul style="list-style-type: none"> • Fire Prevention, Suppression and Education 	Fire Department <ul style="list-style-type: none"> • Fire Prevention and Suppression • Emergency and Rescue Services • Fire Prevention Education • Fire Safety Inspections 	<i>In Community Services</i>

Current State Assessment and Benchmarking

3.2.3 Service Delivery

Table 5.0 provides a summary of the departments responsible for specific services. For comparison purposes, this list of services was created based on our stakeholder consultations, review of background documentation and analysis of functional considerations at the Municipality of Clarington (see table 1.0).

Key observations:

- Three of the six peer municipalities manage Park Design, Construction and Maintenance under one department.
- Clarington is only Municipality that requires the involvement of two separate departments to manage Park Construction.
- Road Design, Construction and Maintenance functions are often consolidated under one department (Burlington and Clarington are the exception while Milton contracts out Road Construction).
- Clarington is only Municipality that requires the involvement of two separate departments to manage Road Construction (urban and rural).
- Procurement services are typically aligned the Finance department (Whitby and Clarington are the exception).
- Economic Development and Tourism are predominantly managed internally by peer Municipalities (Burlington is the exception).

Table 5.0: Comparison of the Departments Responsible for Delivery of Identified Services

Service	Clarington	Pickering	Chatham Kent	Milton	Whitby	Burlington	Kitchener
Park design	Engineering	Community Services	Infrastructure and Engineering	Community Services	Community Services	Capital Works	Infrastructure Services
Park construction	Engineering	Community Services	Infrastructure and Engineering	Community Services	Community Services	Capital Works	Infrastructure Services / External
Park maintenance	Operations (<i>maintenance and</i>)	Community Services	Infrastructure and Engineering	Engineering Services – Operations	Public Works	Roads, Parks & Forestry	Infrastructure Services

Current State Assessment and Benchmarking

Service	Clarington	Pickering	Chatham Kent	Milton	Whitby	Burlington	Kitchener
	<i>refurbishment)</i>						
Cemetery services	Clerks/ Operations	N/A	Infrastructure and Engineering	Engineering Services - Operations	External - Groveside Cemetery Board	Roads, Parks & Forestry	Infrastructure Services
Road design	Engineering	Community Services	Infrastructure and Engineering	<i>No response</i>	Public Works	Capital Works	Infrastructure Services / External
Road construction	Engineering	Community Services	Infrastructure and Engineering	Project Managed- Contracted out	Public Works	Capital Works	Infrastructure Services / External
Road maintenance	Operations	Community Services	Infrastructure and Engineering	Engineering Services - Infrastructure	Public Works	Roads, Parks & Forestry	Infrastructure Services
Traffic coordination	Engineering	Engineering Services	Infrastructure and Engineering	Engineering Services – Operations	Public Works	Transportation	Infrastructure Services and Development Services
Development approvals	Engineering	Engineering Services	Infrastructure and Engineering and Community Development	Engineering Services – Infrastructure	Planning (CBO)	Community Planning	Development Services
Building services and permits (CBOs)	Engineering	City Development	Community Development	Engineering Services - Development	Public Works	Building & By-law	Development Services
Municipal permits/licenses	Clerks	Community Services/	Corporate Services	Planning & Development	Legal and Enforcement	Building & By-law	Corporate services

Current State Assessment and Benchmarking

Service	Clarington	Pickering	Chatham Kent	Milton	Whitby	Burlington	Kitchener
		Corporate Services					
By-law enforcement	Clerks	Corporate Services	Community Development	Corporate Services	Legal and Enforcement	Building & By-law	Community Services
Human resources	Corporate Services	Human Resources	Corporate Services	Corporate Services – Legislative & Legal Services	CAO	Human Resources	Corporate Services
Payroll	Corporate Services	Finance	Corporate Services	Corporate Services – HR	HR	Finance	Financial Services
Purchasing/ procurement	Corporate Services	Finance	Finance, budgeting and IT Services	Corporate Services – Finance	Corporate Services	Finance	Financial Services
Tourism	Office of the CAO - Communications	Office of the CAO	Community Human Services *could move to Ec dev	Corporate Services – Purchasing	N/A (Durham)	Separate Board - Tourism	External
Economic development	External - CBOT	Office of the CAO	Community Development	Executive Services	CAO	Separate Board – Burlington Economic Development Corporation	Development Services
Animal ⁴	Clerks	Corporate services	External - PAW	Town Clerk (under Corporate)	Legal Services	Clerks	External

⁴ Added based on external research by Grant Thornton after benchmark survey

3.2.4 High Level Budget Analysis

A high level Municipal budget comparative analysis was completed to examine expenditure in relation to population size, geographic size (km²) and number of employees. Dollar values were taken from publically posted budget documents (see appendix E for reference list).

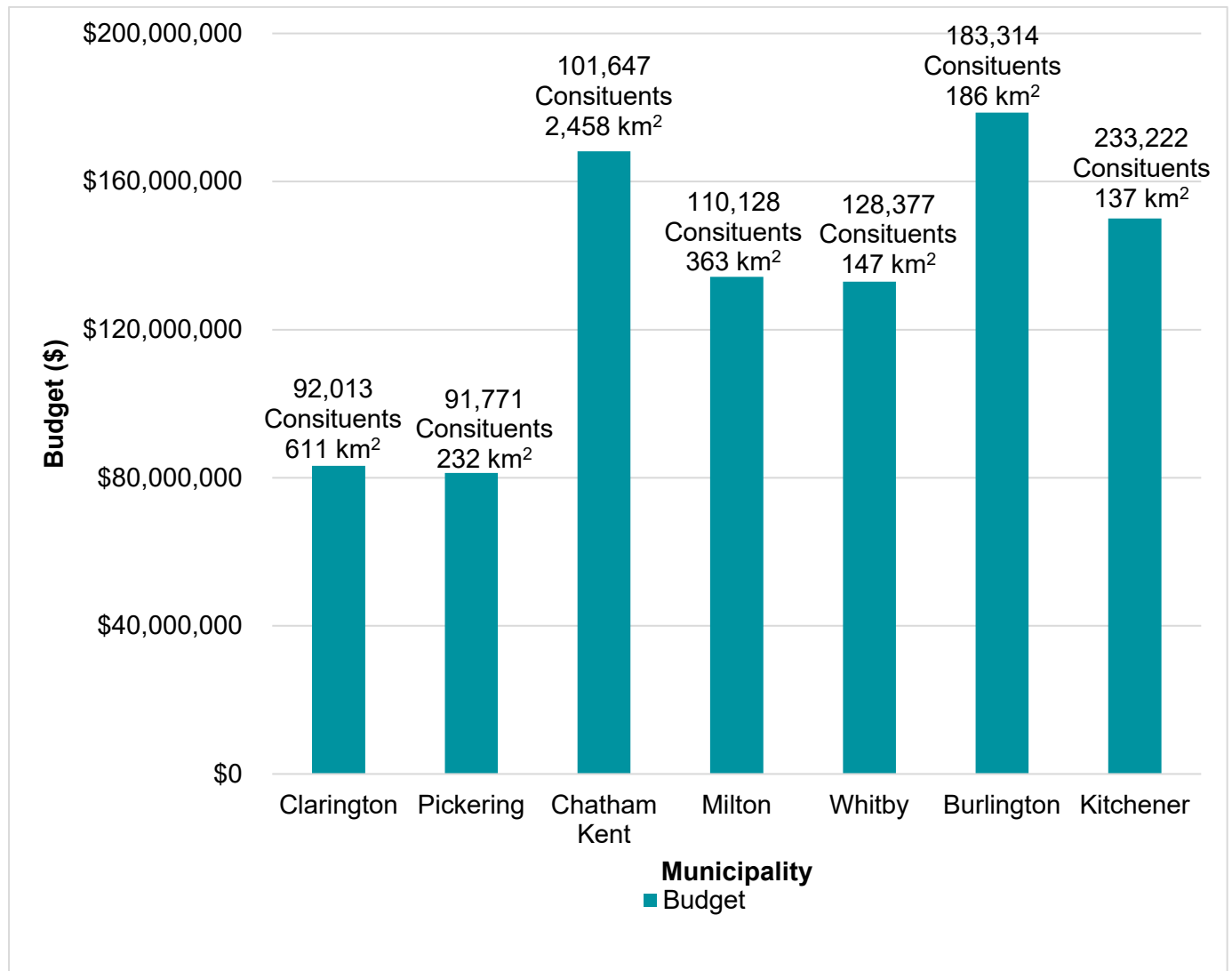
Note: The illustrations below are meant for reference purposes only as there are inconsistent approaches to defining full time equivalent (FTE) staffing numbers (inclusion or exclusion of Part Time employees) and the allocation of expenditures (to departments vs levies or other).

Key Observations:

- Overall, Clarington has the smallest population (approx. 92,000 constituents in 2016) but second largest geographic area (611 km²) (see graph 3.0).
- Looking at budgets normalized by population density (number of constituents per km²), the Municipality of Clarington spends approximately \$907 per person/km² (see graph 4.0), placing it on par with the average of these peer Municipalities (see points below).
- Of the seven Municipalities (including Clarington), the budget per population density ranges between \$640 per person/ km² and \$1630 per person/ km². Chatham Kent skews the average, as it represents the highest value at \$1630 per person/ km².
- Of the remaining five Municipalities (excluding Clarington and Chatham Kent) the average budget per population density is \$908 per person/ km².

For reference purposes, a comparison of Municipal budget per km², constituent and FTE and are included below (see graph 5.0 for km², graph 6.0 for constituent and graph 7.0 for FTE on page 25). Note: Chatham Kent is a single tier municipality; their budget includes additional core services that are not included in lower tier municipal budgets.

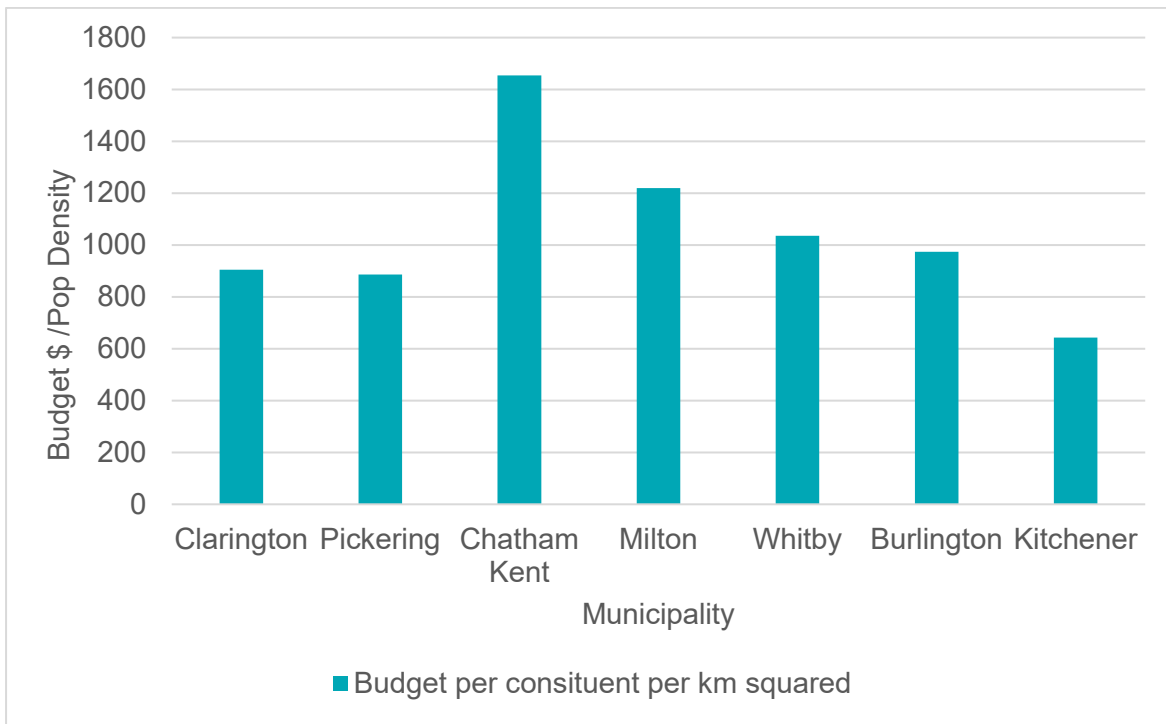
Graph 3.0: Municipal Budgets⁵



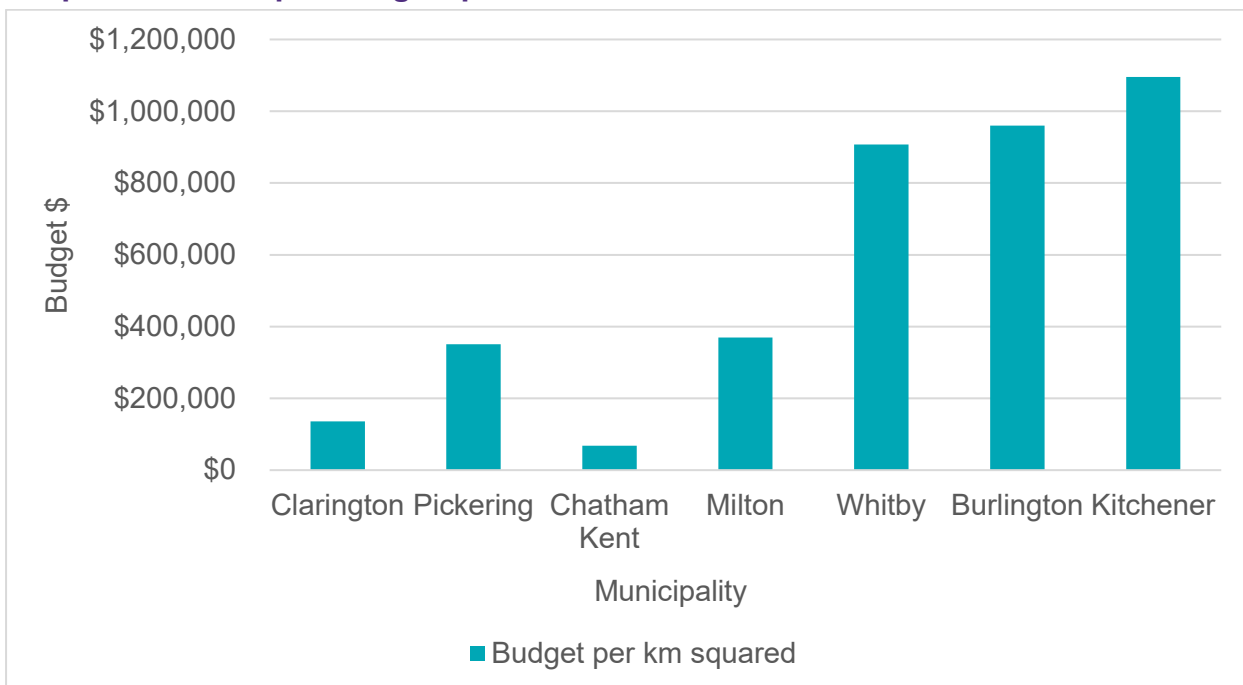
⁵ 2019 budgets, except for Chatham Kent (2018 budget)

Current State Assessment and Benchmarking

Graph 4.0: Municipal Budget⁵ by Population Density (constituent/km²)



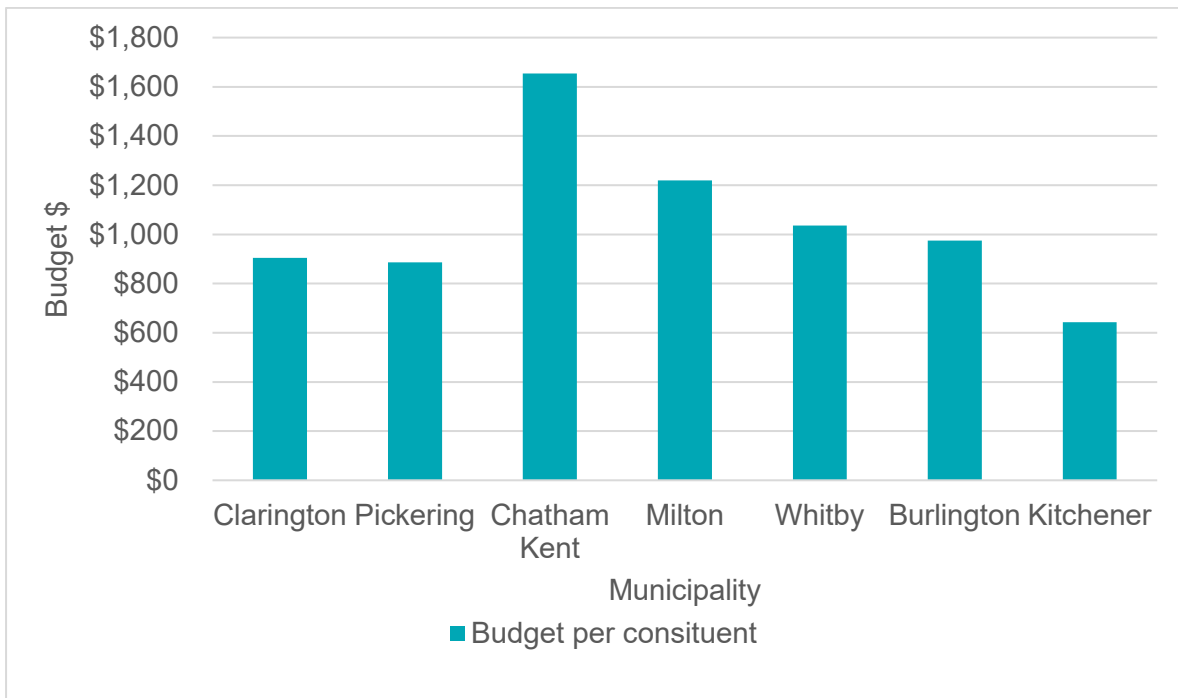
Graph 5.0: Municipal Budget⁵ per km²



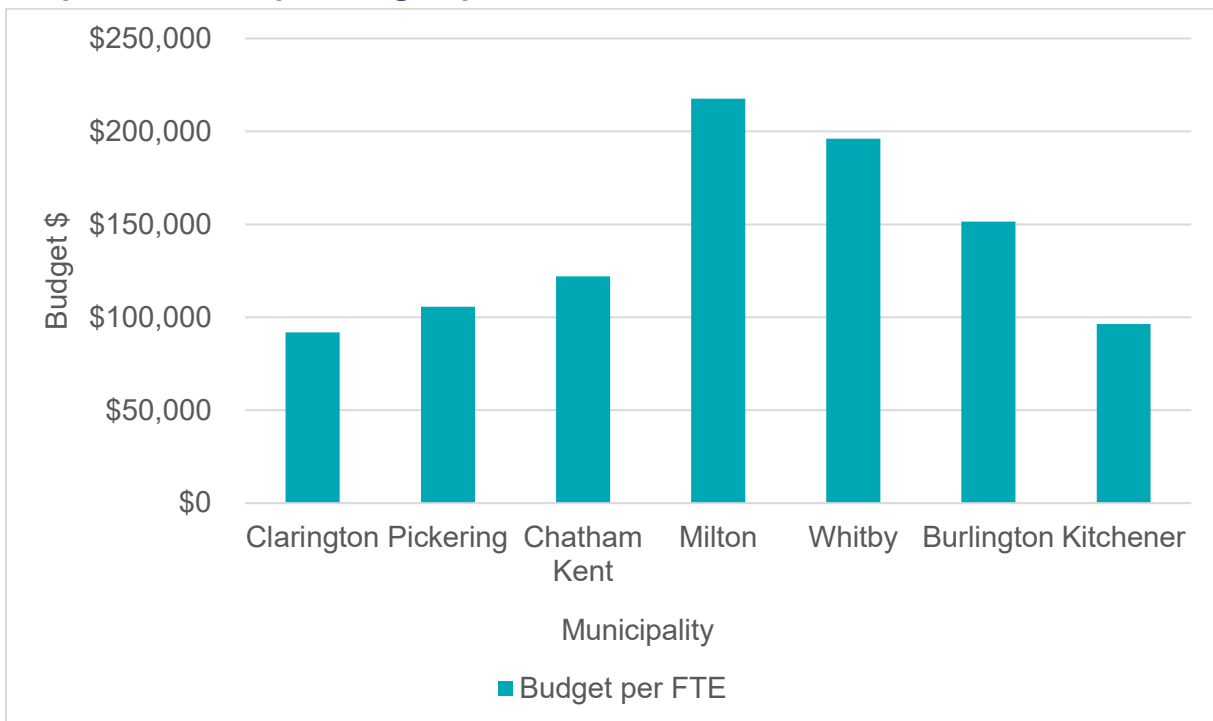
⁵ 2019 budgets, except for Chatham Kent (2018 budget)

Current State Assessment and Benchmarking

Graph 6.0: Municipal Budget⁵ per Constituent



Graph 7.0: Municipal Budget⁵ per FTE



⁵ 2019 budgets, except for Chatham Kent (2018 budget)

4.0 Appendices

Appendix A:

Stakeholder interview questions

Appendix B:

Staff survey questions

Appendix C:

Benchmarking survey questions

Appendix D:

Benchmarking organizational Charts

- i. Pickering
- ii. Chatham Kent
- iii. Milton
- iv. Kitchener

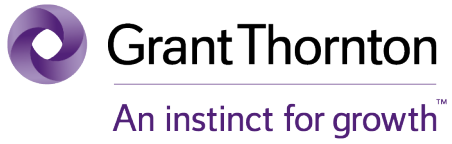
Appendix E:

List of resources used in comparative analysis (benchmarking)



© 2019 Grant Thornton International Ltd. All rights reserved.

<https://www.grantthornton.ca/>



Appendix A: Stakeholder interview questions

Municipality of Clarington – Organizational Structure Review

Interview Guide

Organizational Structure Review

What is the purpose of the interviews?

The Municipality of Clarington has engaged Grant Thornton LLP to conduct a review of the organizational structure of departments and services. The purpose of the review is to improve the understanding of the organizational structure, and provide information for council and administration to make informed strategic choices regarding that structure. The review process will identify and recommend opportunities for improvements to the Municipality of Clarington, and recommend service delivery efficiencies that maintain existing levels and quality of services to the community.

The purpose of the interviews in this context is to:

- Use dialogue to establish trust with stakeholders in the review process;
- Understand the functions of and roles within each municipal department and service;
- Draw upon the insight and experience of internal stakeholders to illuminate areas of particular value, opportunities for improvement, and areas of particular sensitivity in the review;
- Draw upon the insight and experience of internal stakeholders, to enrich, and provide alternative perspectives on, our external and benchmarking scans; and,
- Draw upon the technical insights and familiarity with the operational realities of the Municipality's departments and services, to ensure our insights and recommendations are realistic and actionable.

Who will participate in the interviews?

Municipality of Clarington employees, stakeholders, including the unions representing municipal employees, and elected officials. Other stakeholders may also be included at the discretion of the project team.

Times and Location: to be determined. Please contact Tyler Merkley (email address below) or contact the Municipality, for more information.

Individual interviews may last from 20 to 60 minutes. Group interviews (up to 6 people), if any, may last from 60 to 90 minutes.

Confidentiality

Grant Thornton LLP takes confidentiality and privacy seriously. It is also our experience the information provided by stakeholders is more reliable where people can speak in full confidence. All responses from participants, and all notes taken from interviews are retained by Grant



Grant Thornton

An instinct for growth™

Thornton LLP for the period of the engagement, and are then destroyed. All responses are recorded anonymously and aggregated. We make every effort to ensure individual responses cannot be traced back to the people who made them.

Further questions and feedback can be communicated in confidence to the Grant Thornton team by writing to the Project Manager, Tyler Merkley at tyler.merkley@ca.gt.com.

Questions – Senior Administration

1. What departments and services can you speak to from personal experience where you have or have had a formal role?
 - Please describe the function and structure of the department/service and the function of your role.
 - Are there other departments/services that you interact with in your role?
 - Are there any functions that you feel are duplicated elsewhere?
2. From a value-add perspective, what are the strengths within your department or within the administration related to services, structure and process?
 - What in your estimation makes any of the above effective?
3. From your perspective, are there inefficiencies within your department or within the administration?
 - Looking at each of these in turn, are you able to articulate where/how costs could be reduced?
 - Are any of these programs, services, or processes redundant/duplicated (partially or completely)?
 - Is there an optimal way to achieve a more efficient use of resources?
4. In your experience, are there any gaps in the services the Municipality provides, or in the resources to deliver existing services? If so, which ones? Do you have insight into why those gaps might exist?
5. Are you aware of any innovative programs or alternate delivery models in other municipalities that we should look at?
6. Are you aware of any lack of clarity or uncertainty between departments about their work?
 - Are there any areas/processes within the Municipality that you find unclear?
7. Are there any individuals or groups we should engage, of whom we may not be aware, but who would give us valuable insight into a municipal service or process?
8. From your perspective, how can Clarington best support economic development?



Grant Thornton

An instinct for growth™

Questions – Clarington Board of Trade and Office of Economic Development

1. Please describe the value and benefits of the services that CBOT provides.
 - What are the efficiencies/benefits of this program versus internal models that peer municipalities use?
2. What challenges and/or opportunities for improvement exist between CBOT and the Municipality?
3. Can you please describe the KPI's that CBOT has with the Municipality?
 - At what frequency are these shared with the Municipality?



Grant Thornton

An instinct for growth™

Questions – Unions

1. What is your sense of the communication and collaboration between the union and the Municipality? Are there opportunities for improvement?
2. From a value-add perspective, where are the greatest strengths within the corporation?
 - What in your estimation, makes these services or processes effective?
3. From your perspective, are there inefficiencies within the corporation?
 - Looking at each of these in turn, are you able to articulate where/how costs could be reduced or value increased for the same costs?
 - Are any of these programs, services, or processes redundant/duplicated (partially or completely)?
 - Is there an optimal way to achieve a more efficient use of resources?
4. In your experience, are there any gaps in the services the Municipality provides, or in the resources to deliver existing services? If so, which ones? Do you have insight into why those gaps might exist?
5. Are you aware of any innovative programs or alternate delivery models in other municipalities that we should look at?
6. Are there any individuals or groups we should engage, of whom we may not be aware, but who would give us valuable insight into a Municipal service or process?
7. From your perspective, how can Clarington best support economic development?

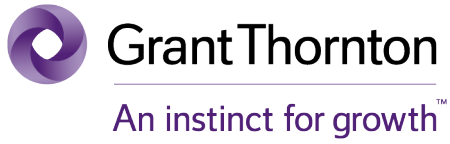


Grant Thornton

An instinct for growth™

Questions – Councillors

1. What wards do you cover, or have you previously covered?
 - What success have you had during your time as a councillor? How has the organization been able to support these successes?
 - What are some of the challenges that you have faced within your ward or as a councillor? How has the organization contributed to/or worked with you/the ward to bring resolution to these challenges?
2. From a value-add perspective, what are the strengths within senior administration?
3. From your perspective, are there inefficiencies within the administration or within individual departments?
 - a. Are any programs, services, or processes redundant/duplicated (partially or completely)?
 - b. Is there an optimal way to achieve a more efficient use of resources?
4. In your experience, are there any gaps in the services the Municipality provides, or in the resources to deliver existing services? If so, which ones? Do you have insight into why those gaps might exist?
5. From your perspective, how can Clarington best support economic development?
6. Are you aware of any innovative programs or alternate delivery models in other municipalities that we should look at?
7. Are there any individuals or groups we should engage, of whom we may not be aware, but who would give us valuable insight into a Municipality service or process?
8. Are there any areas/processes within the Municipality that you find unclear?



Appendix B: Staff survey questions

Note to staff to introduce survey

Hello all,

I want to share some information about an exciting project that the Municipality is undertaking. We are working with an independent consultant (Grant Thornton LLP) to conduct a comprehensive review of the structure of our organization and how we deliver services. The Municipality last adjusted its corporate structure in 2000 when Gmail, Facebook and even the iPhone did not exist. Since then, our population has nearly doubled, and the nature and extent of the services offered by the Municipality has changed.

Earlier this year, the Province announced that it would provide funding to municipalities willing to hire an independent expert to conduct a review to find cost savings in the delivery and structure of municipal programs and services. Clarington applied for the funding, and we were approved. Along with the grant, the Province has issued a list of guidelines. These guidelines make it clear that the review is intended to help municipalities “become more efficient and modernize service delivery while protecting front-line jobs”, and that the review cannot result in a reduction of front-line services.

A key part of the consultants work will be interviewing the Mayor and Council as well as senior management. They are also very interested in hearing your thoughts on our internal structure and services - what works, what doesn't and where we can improve. Please take the time to provide your input into this review by responding to a short survey ([LINK](#)). Please note that your responses will be confidential – only representatives from Grant Thornton LLP will read and consider them. The survey will only be open until October 10, 2019 because of the very short time period the Province has given us to complete the review.

Once all the feedback is gathered, the consultants will prepare a report for Council's consideration. It will contain data on best practices and include comparisons to other municipalities. The report will be a public document that will be accessible to everyone.

Please feel free to contact me if you have any questions.

Andy

Survey questions:

1. Which department do you work in? [Select from list]
 - CAO's office
 - Clerk's
 - Community Services
 - Corporate Services
 - Emergency and Fire Services
 - Engineering Services
 - Finance
 - Legal
 - Mayor's Office
 - Operations

2. In your opinion, how effective is the organizational structure of your department?
 - Extremely effective
 - Very Effective
 - Somewhat effective
 - Not so effective
 - Not at all effective

Please explain your answer.

3. Please describe your department's strengths.
4. Where can your department improve?
5. In your opinion, does the municipality deliver value to our residents in terms of the services offered?
 - Excellent value
 - Fair value
 - Some value, but requires improvement
 - Little value
 - No value

Please explain your answer.

6. In terms of our organizational structure, how can we provide our services more efficiently?
7. Please describe where interactions with other departments work well.
8. Please describe where interactions with other departments need improvement.
9. Do you have any other comments or observations that you believe will provide value to the report?



Grant Thornton

An instinct for growth™

Appendix C: Benchmarking survey questions

Municipality of Clarington

Organizational Structure Review

Benchmarking Questionnaire

Prepared by Grant Thornton on behalf of the Municipality of Clarington.

Name:

Organization:

Background

Grant Thornton LLP has been engaged by the Municipality of Clarington to undertake a comprehensive review of the organizational structure of departments and services.

This engagement is driven by the Municipality's interest in ensuring their organizational structure supports effective and efficient service delivery, administrative performance and sustainability, and in part, the availability of the Audit and Accountability Fund initiative of the Ontario government.

The Municipality has requested a benchmark survey of municipalities regarding their organizational structure, processes and best practices pertaining to departmental roles and functions and change management.

We would greatly appreciate your participation in this benchmarking questionnaire. **In return for your participation, we are happy to provide you with a document containing the summarized, anonymous themes collected during this benchmarking process.**

We anticipate that the benchmarking process will require approximately 1 hour, depending on the availability of information within your organization.

Included in this document are questions for your consideration. If you are able to participate in this benchmarking exercise please complete this form and return it to Grant Thornton, or let us know that you would prefer we schedule a telephone call with you to provide your responses. For our work, responses are required by **October 15, 2019**.

We will be in contact with you shortly to confirm the successful delivery of the questionnaire and answer any questions you may have.



If you have any questions please do not hesitate to contact Beth Farnell at Grant Thornton at 416-360-2813 (Beth.Farnell@ca.gt.com) or Catherine Carr at the Municipality of Clarington at 905-623-3379 ext. 2606 (ccarr@clarington.net)

Introduction

1. Please describe your organizational structure by department. i.e., “*5 departments with 20 managers.*” If possible, please attach a copy of your organizational structure for reference.

2. Please describe the supervisory roles within each department and their respective responsibilities.

3. When did your organization last perform a review of your organizational structure?

4. Please describe any significant changes to organizational or departmental structures and/or procedures that have improved service delivery and efficiencies over the past 5 years?

Services

5. Please complete the table below based on your organizational structure, departmental functions and reporting relationships. Where needed, please make note of any adjustments to the service label and/or description to accurately reflect your organization. Please indicate if any of these services are split between departments, or are managed externally.

Service	Which department(s) is responsible for the delivery and management of this service?	What are the strengths of this model?	What are the challenges associated with delivering this service?	What changes, if any, would improve delivery of this service?
Park design				
Park construction				
Park maintenance				
Cemetery services				
Road design				
Road construction				
Road maintenance				
Traffic coordination				
Development approvals				

Service	Which department(s) is responsible for the delivery and management of this service?	What are the strengths of this model?	What are the challenges associated with delivering this service?	What changes, if any, would improve delivery of this service?
Building services and permits (CBOs)				
Municipal permits/licenses				
By-law enforcement				
Human resources				
Payroll				
Purchasing/procurement				
Tourism				
Economic development				

6. How is your municipal office customer service model devised? (ie. where/how do residents pay bills, submit inquiries, gather information)

--

7. Does your organization operate services that may not traditionally be seen as within the scope of municipal or civic services? If so, how does your organization manage them?

--

Modernization/Technology

8. Please outline the most impactful ways your organization has incorporated technology (or a more modern approach) to internal process or administrative activities and the benefits you have seen from it.

Type of technology/modernization	Benefits

Change management

9. Does your organization have a formal approach to implementing change internally?
[Y/N]

--

10. If yes, please elaborate on what approach your organization uses and if there are best practices you have seen for implementing change within your organization?

Other Comments

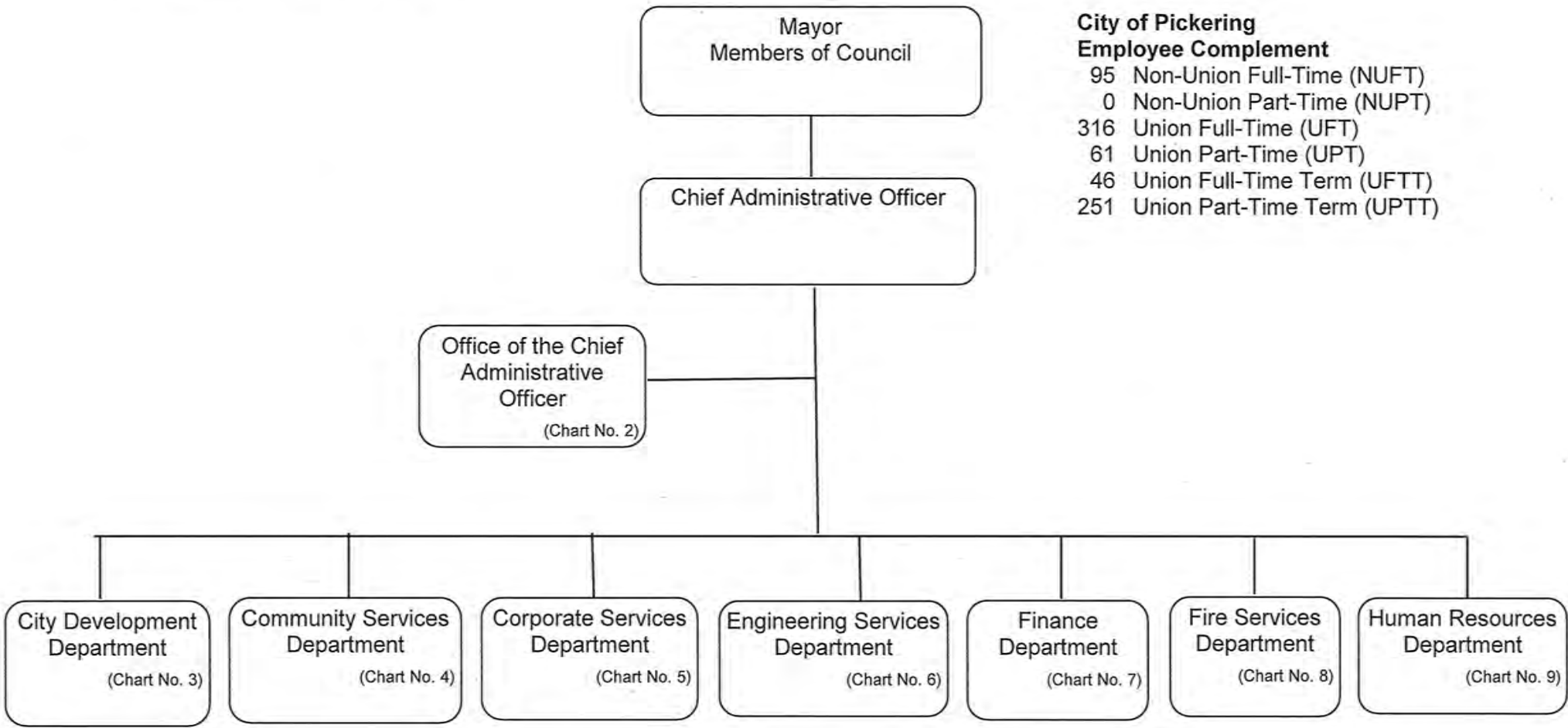
11. Do you have any other questions or comments?

Appendix D: Benchmarking organizational Charts

- i. Pickering**
- ii. Chatham Kent**
- iii. Milton**
- iv. Kitchener**

The Corporation of the City of Pickering
Organization Structure

**City of Pickering
Employee Complement**
 95 Non-Union Full-Time (NUFT)
 0 Non-Union Part-Time (NUPT)
 316 Union Full-Time (UFT)
 61 Union Part-Time (UPT)
 46 Union Full-Time Term (UFTT)
 251 Union Part-Time Term (UPTT)

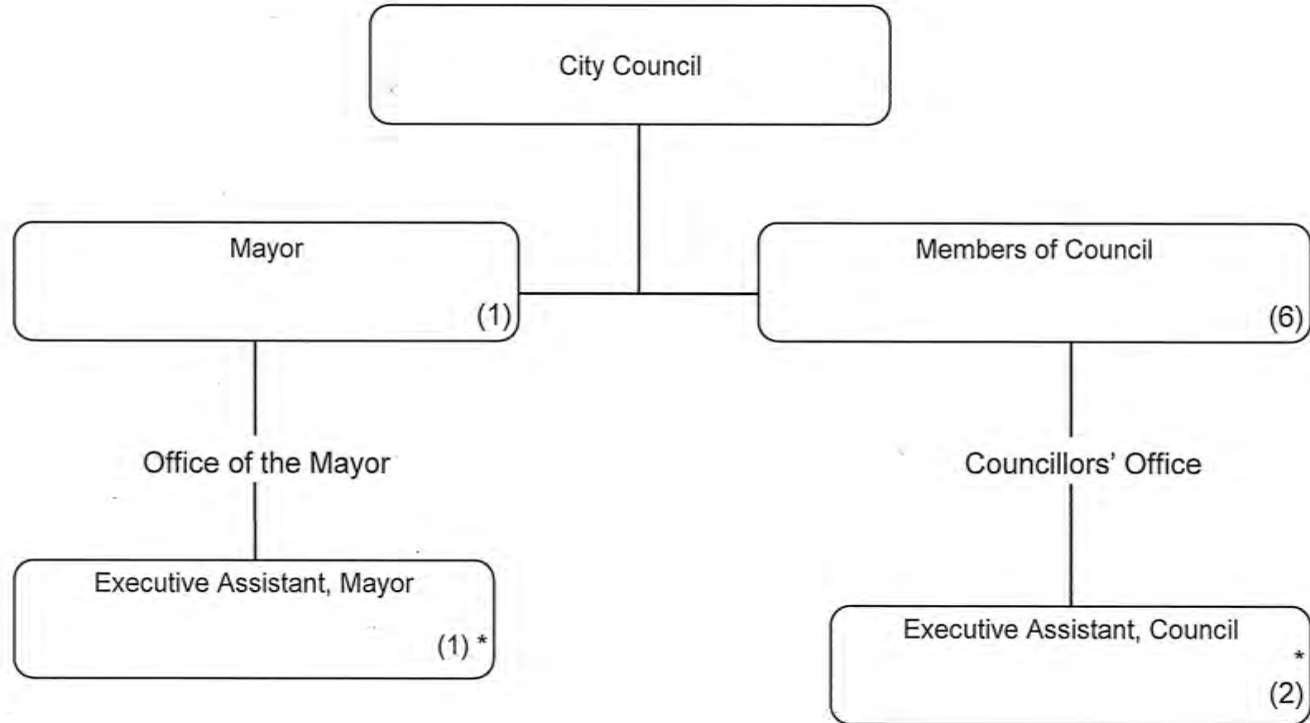


Authorized by:

 Chief Administrative Officer

January 1, 2019

Chart No. 1



Authorized by:

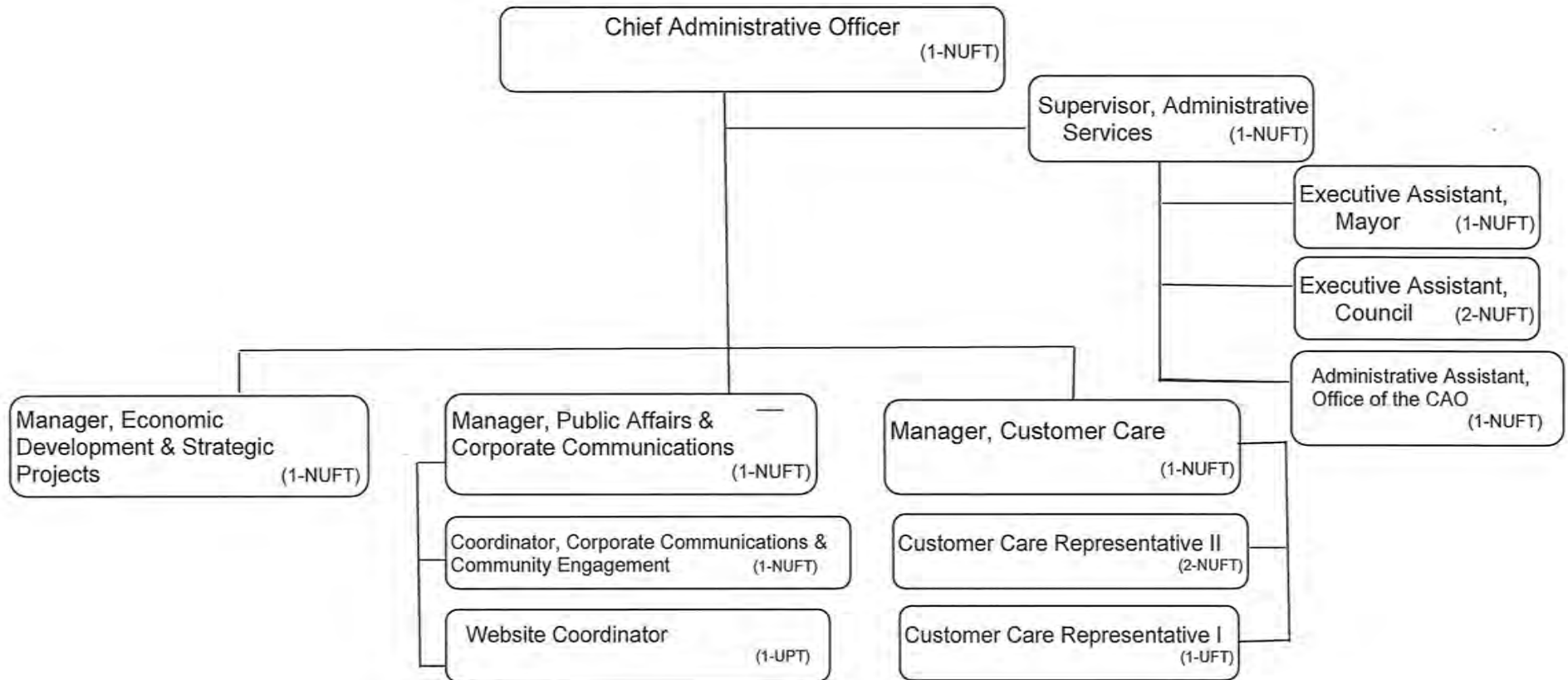
Chief Administrative Officer

January 1, 2019

The Corporation of the City of Pickering
Office of the Chief Administrative Officer

Employee Complement

12	Non-Union Full-Time (NUFT)
0	Non-Union Part-Time (NUPT)
1	Union Full-Time (UFT)
1	Union Part-Time (UPT)



Authorized by:

Chief Administrative Officer

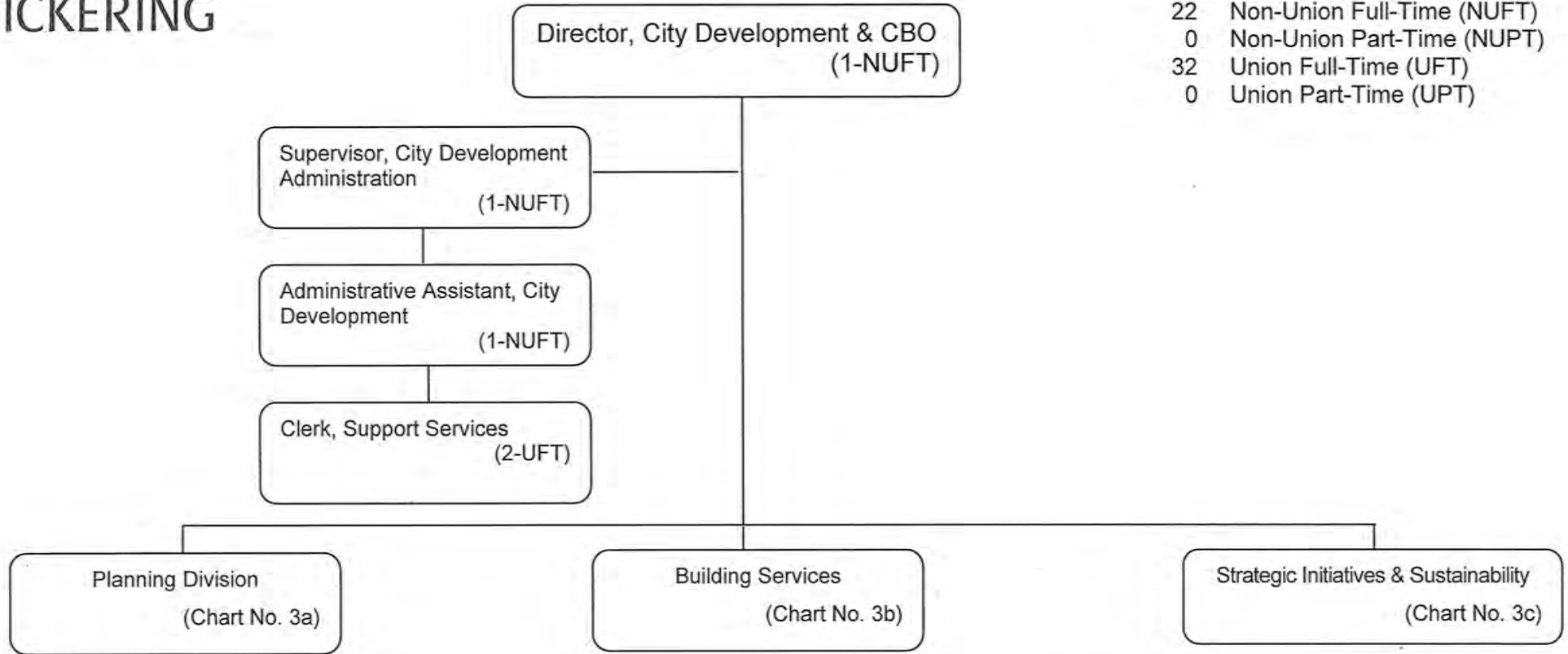
January 1, 2019

Chart No. 2

The Corporation of the City of Pickering
City Development Department

Employee Complement

22	Non-Union Full-Time (NUFT)
0	Non-Union Part-Time (NUPT)
32	Union Full-Time (UFT)
0	Union Part-Time (UPT)



Director's Office

Employee Complement

3	Non-Union FT
0	Non-Union PT
2	Union FT
0	Union PT

Planning Division

Employee Complement

10	Non-Union FT
0	Non-Union PT
10	Union FT
0	Union PT

Building Services

Employee Complement


4	Non-Union FT
0	Non-Union PT
15	Union FT
0	Union PT

Strategic Initiatives & Sustainability

Employee Complement

2	Non-Union FT
0	Non-Union PT
3	Union FT
0	Union PT

Authorized by:



Chief Administrative Officer

January 1, 2019

Chart No. 3

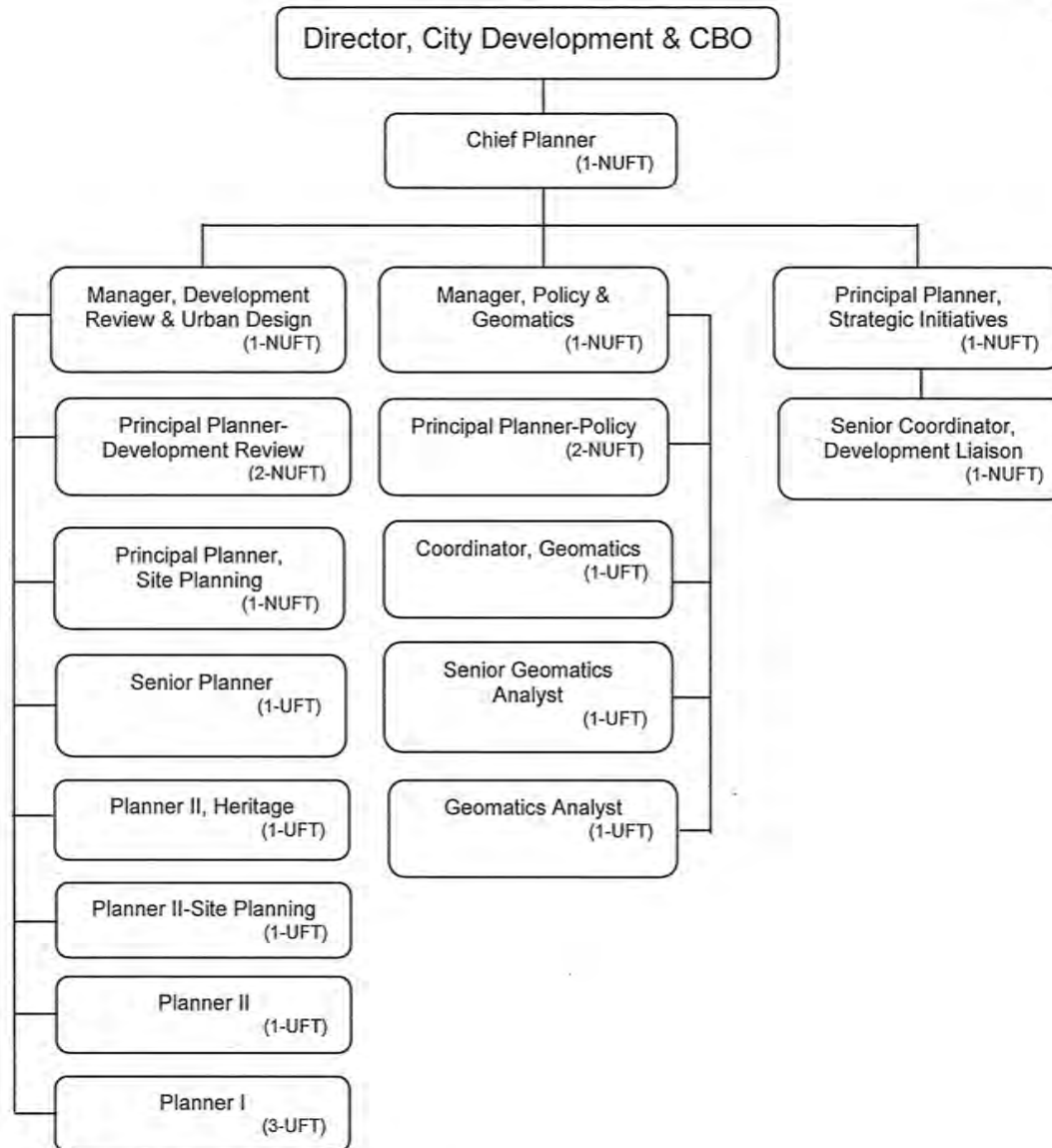
The Corporation of the City of Pickering

City Development Department

Planning Division

Employee Complement

10	Non-Union Full-Time (NUFT)
0	Non-Union Part-Time (NUPT)
10	Union Full-Time (UFT)
0	Union Part-Time (UPT)



Authorized by:

Chief Administrative Officer

January 1, 2019

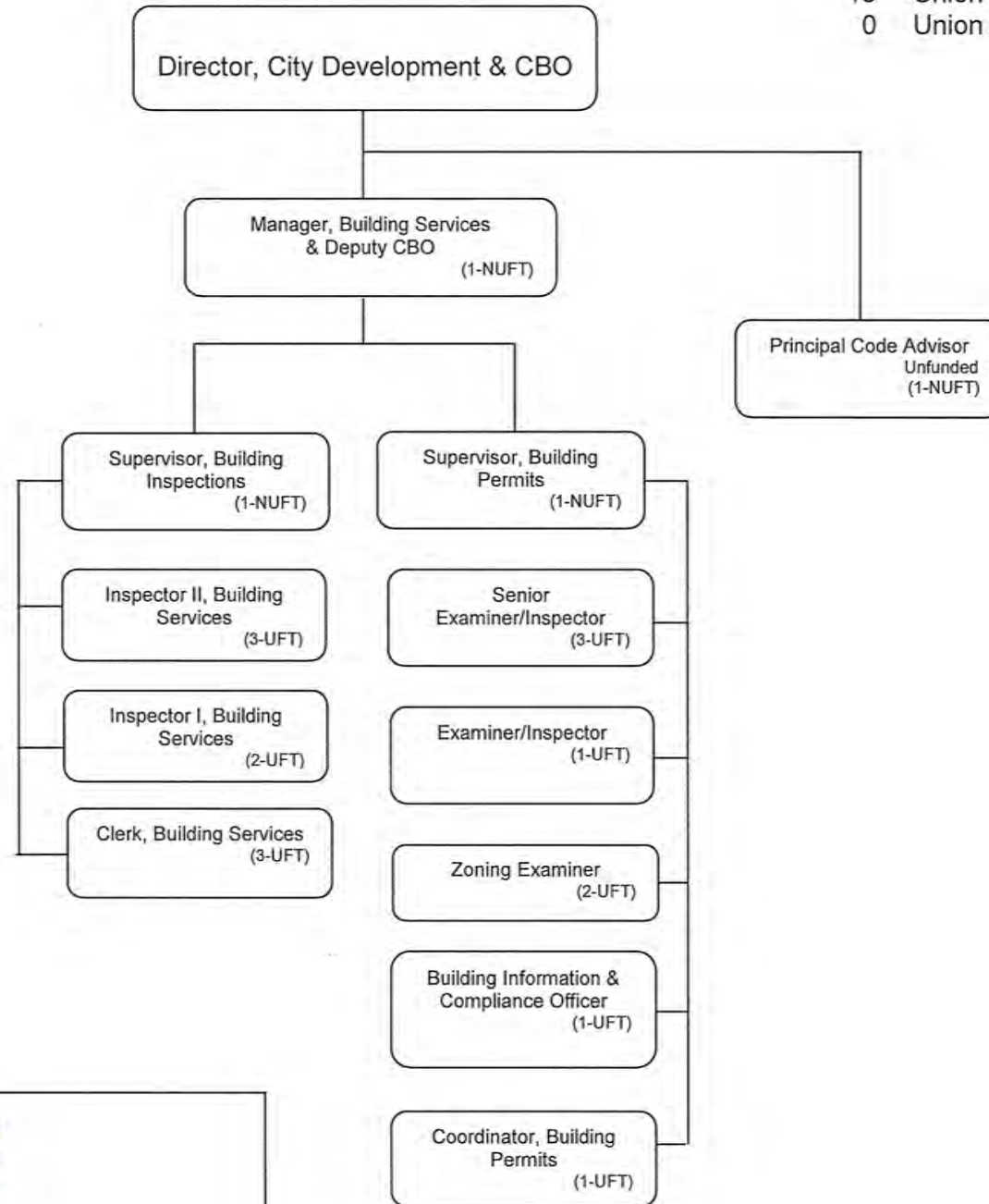
Chart No. 3 (a)

The Corporation of the City of Pickering

City Development Department
Building Services

Employee Complement

- 4 Non-Union Full-Time (NUFT)
- 0 Non-Union Part-Time (NUPT)
- 15 Union Full-Time (UFT)
- 0 Union Part-Time (UPT)



Authorized by:

Chief Administrative Officer

July 10, 2019

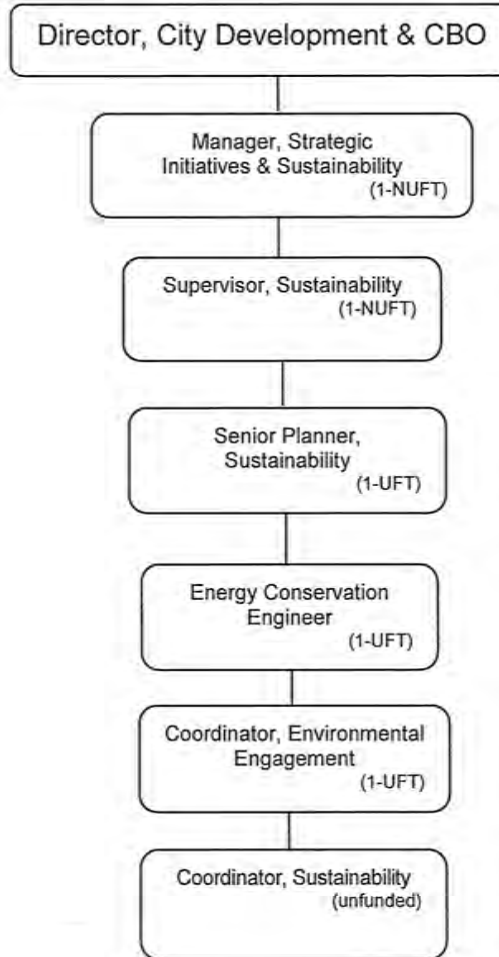
Chart No. 3 (b)

The Corporation of the City of Pickering

City Development Department
Strategic Initiatives & Sustainability

Employee Complement

- 2 Non-Union Full-Time (NUFT)
- 0 Non-Union Part-Time (NUPT)
- 3 Union Full-Time (UFT)
- 0 Union Part-Time (UPT)



Authorized by:

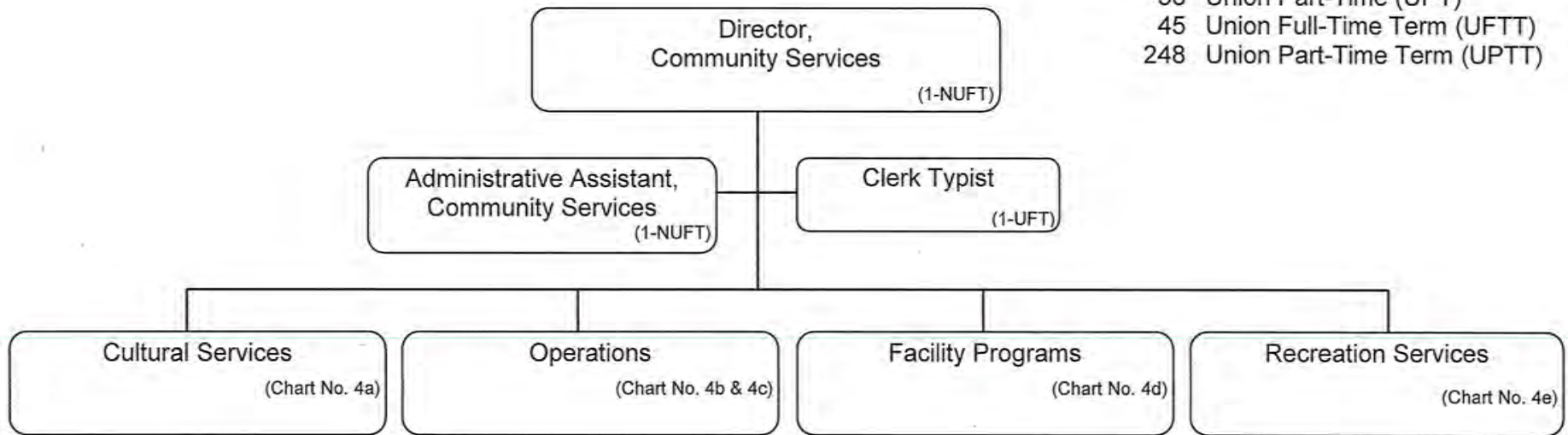
Chief Administrative Officer

January 1, 2019

Chart No. 3 (c)

Employee Complement

- 18 Non-Union Full-Time (NUFT)
- 0 Non-Union Part-Time (NUPT)
- 124 Union Full-Time (UFT)
- 56 Union Part-Time (UPT)
- 45 Union Full-Time Term (UFTT)
- 248 Union Part-Time Term (UPTT)



Director's Office	Cultural Services	Facilities Operations	Public Works	Facility Programs	Recreation Services
Employee Complement	Employee Complement	Employee Complement	Employee Complement	Employee Complement	Employee Complement
2 Non-Union FT	2 Non-Union FT	5 Non-Union FT	6 Non-Union FT	2 Non-Union FT	1 Non-Union FT
0 Non-Union PT	0 Non-Union PT	0 Non-Union PT	0 Non-Union PT	0 Non-Union PT	0 Non-Union PT
1 Union FT	7 Union FT	32 Union FT	65 Union FT	14 Union FT	5 Union FT
0 Union PT	1 Union PT	15 Union PT	4 Union PT	26 Union PT	10 Union PT
	0 Union FT Term	0 Union FT Term	45 Union FT Term	0 Union FT Term	0 Union FT Term
	41 Union PT Term	15 Union PT Term	0 Union PT Term	84 Union PT Term	108 Union PT Term

Note: 66 Speciality Course Instructors

Authorized by:

Chief Administrative Officer

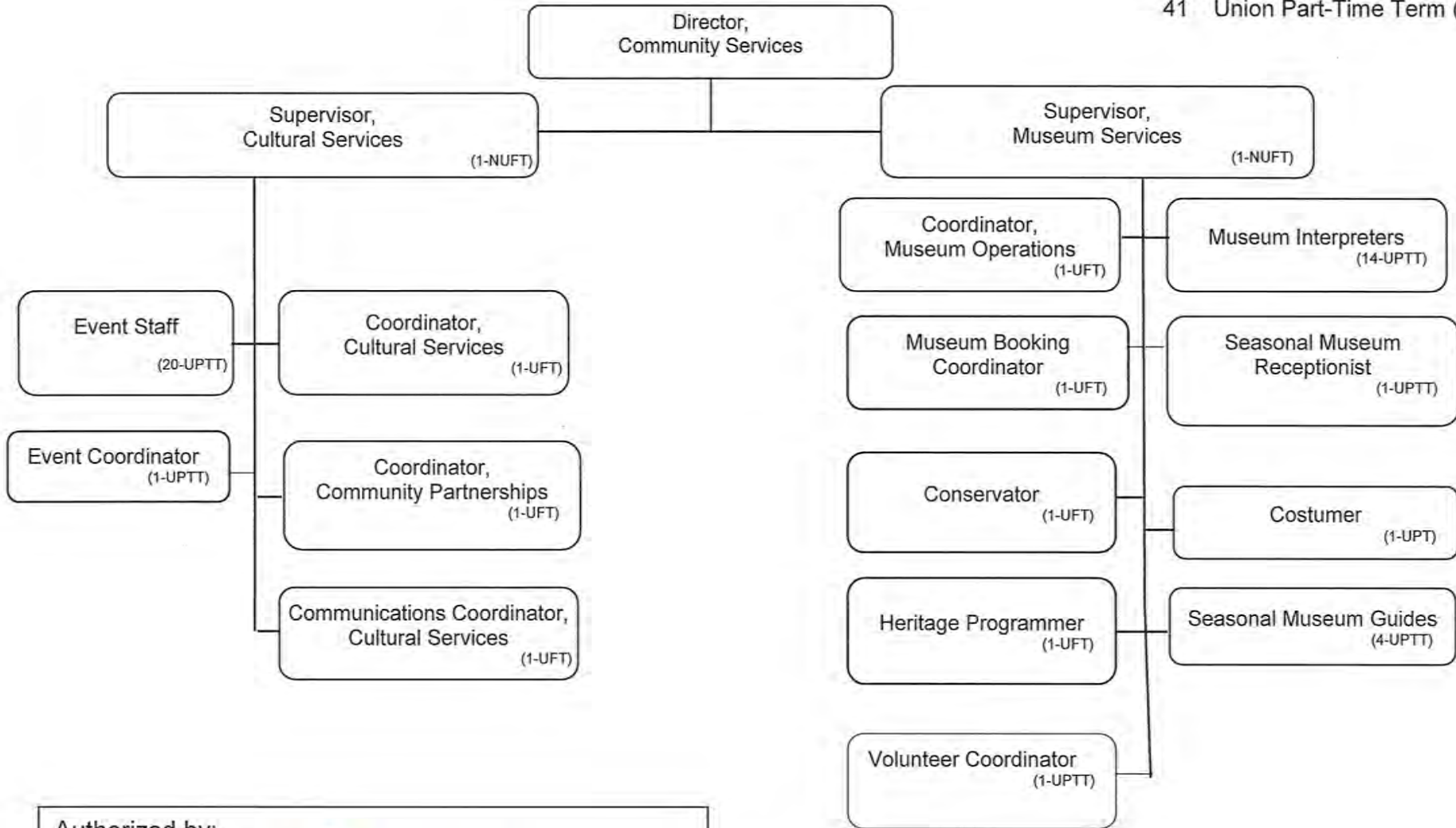
January 1, 2019

Chart No. 4

The Corporation of the City of Pickering
Community Services Department
Cultural Services Section

Employee Complement

2	Non-Union Full-Time (NUFT)
0	Non-Union Part-Time (NUPT)
7	Union Full-Time (UFT)
1	Union Part-Time (UPT)
0	Union Full-Time Term (UFTT)
41	Union Part-Time Term (UPTT)



Authorized by:

Chief Administrative Officer

January 1, 2019

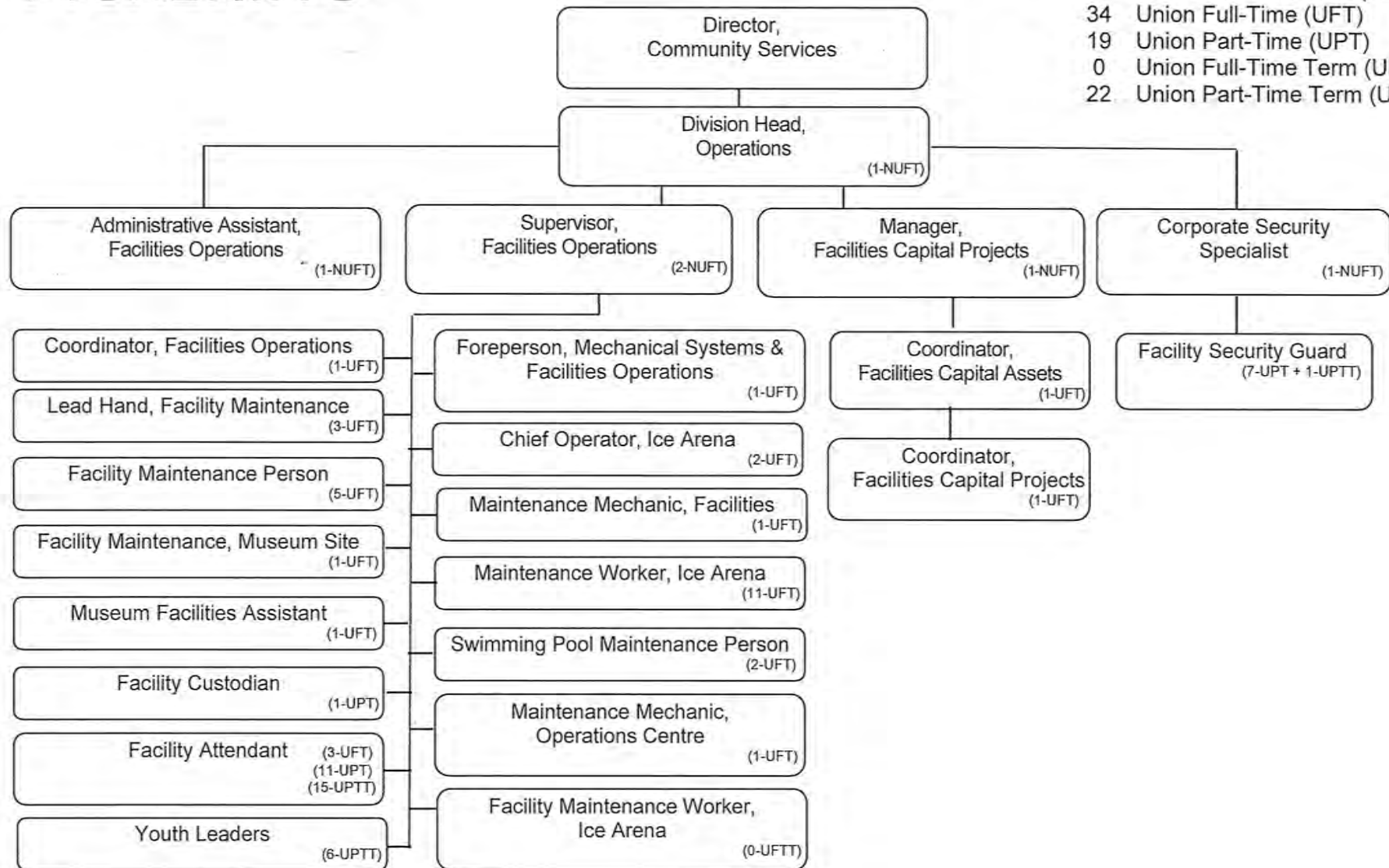
Chart No. 4(a)

The Corporation of the City of Pickering

Community Services Department
Facilities Operations Section

Employee Complement

- 6 Non-Union Full-Time (NUFT)
- 0 Non-Union Part-Time (NUPT)
- 34 Union Full-Time (UFT)
- 19 Union Part-Time (UPT)
- 0 Union Full-Time Term (UFTT)
- 22 Union Part-Time Term (UPTT)



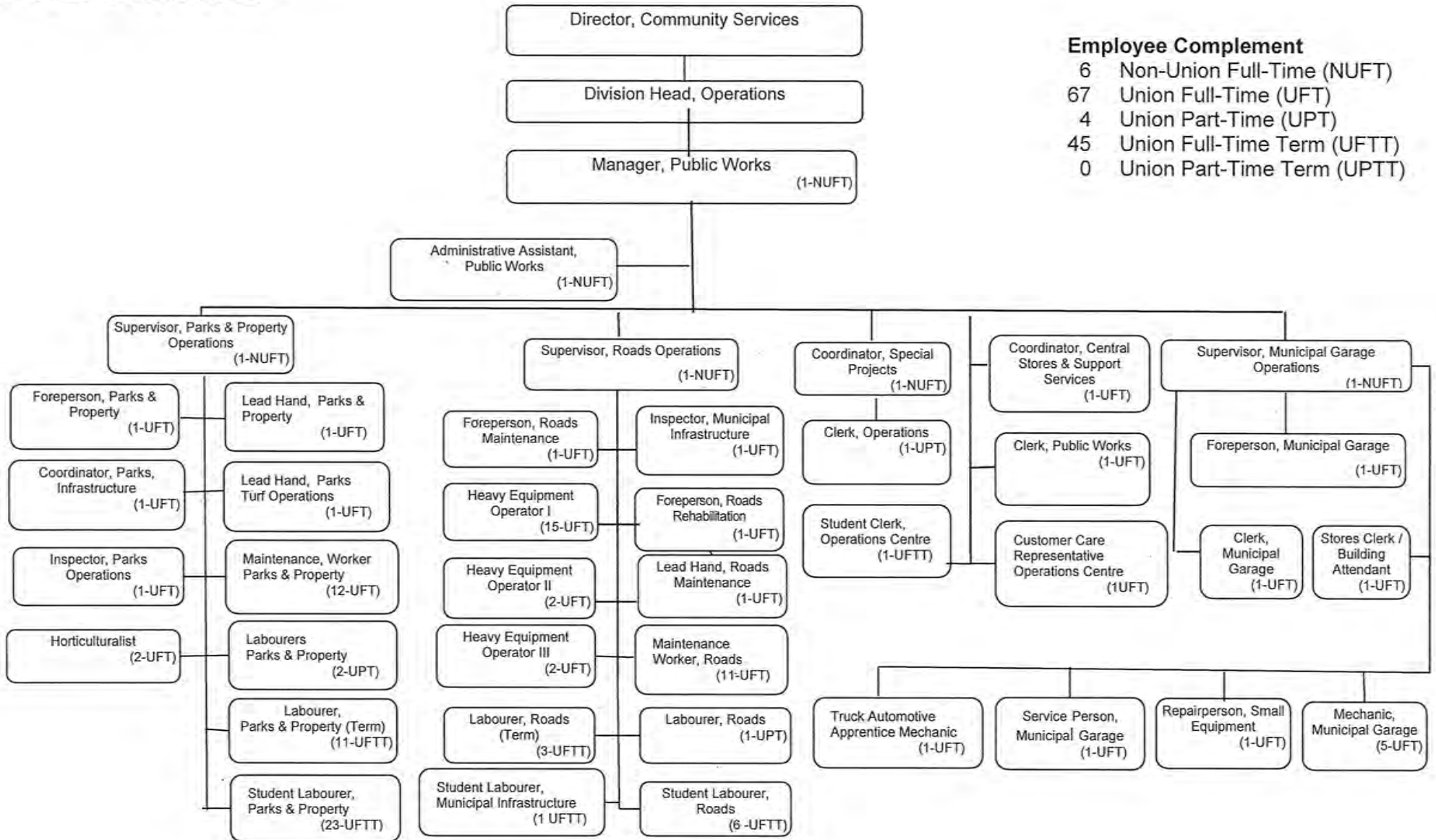
Authorized by:

Chief Administrative Officer

July 23, 2019

Chart No. 4(b)

The Corporation of the City of Pickering
Community Services Department
Public Works Section



Employee Complement
 6 Non-Union Full-Time (NUFT)
 67 Union Full-Time (UFT)
 4 Union Part-Time (UPT)
 45 Union Full-Time Term (UFTT)
 0 Union Part-Time Term (UPTT)

Authorized by:

Chief Administrative Officer

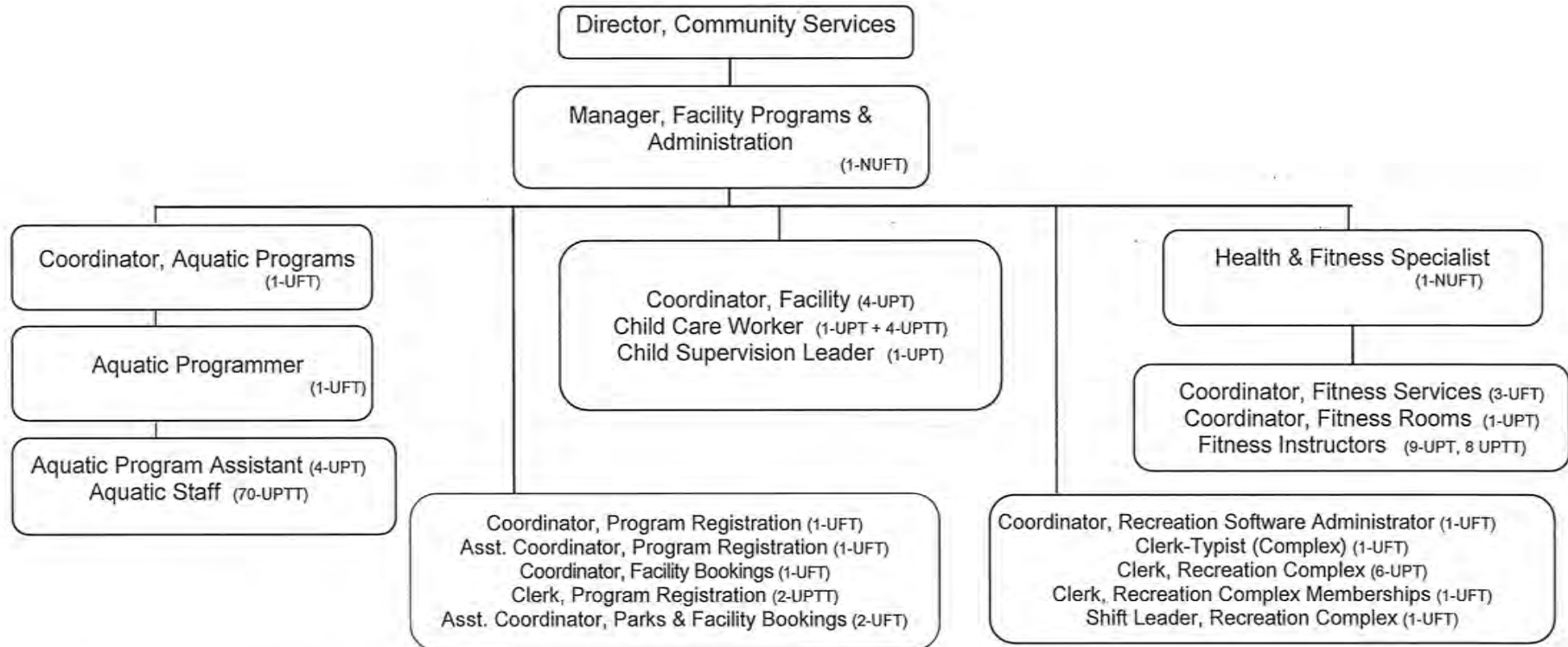
July 4, 2019

Chart No. 4(c)

The Corporation of the City of Pickering
Community Services Department
Facility Programs Section

Employee Complement

2	Non-Union Full-Time (NUFT)
0	Non-Union Part-Time (NUPT)
14	Union Full-Time (UFT)
26	Union Part-Time (UPT)
0	Union Full-Time Term (UFTT)
84	Union Part-Time Term (UPTT)



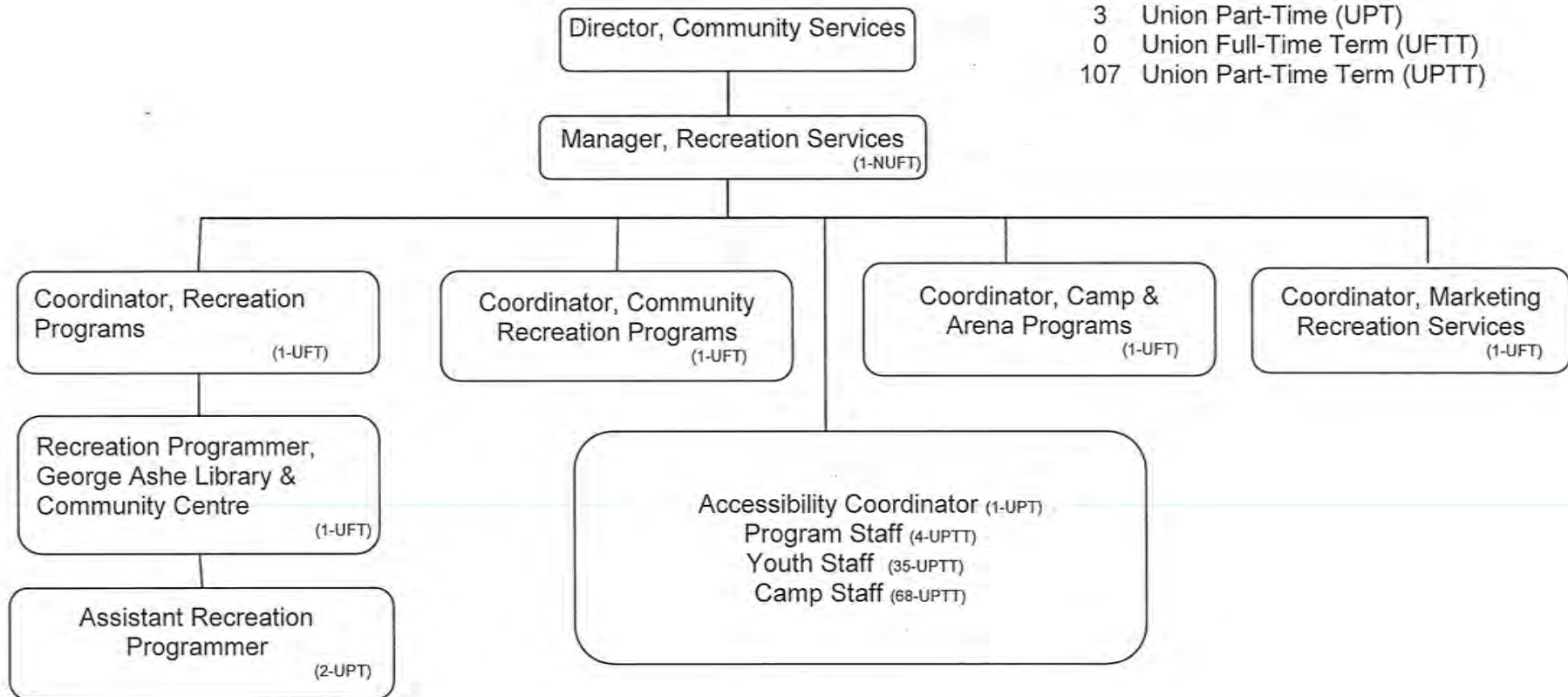
Authorized by:

Chief Administrative Officer

The Corporation of the City of Pickering
Community Services Department
Recreation Services Section

Employee Complement

- 1 Non-Union Full-Time (NUFT)
- 0 Non-Union Part-Time (NUPT)
- 5 Union Full-Time (UFT)
- 3 Union Part-Time (UPT)
- 0 Union Full-Time Term (UFTT)
- 107 Union Part-Time Term (UPTT)



Authorized by:

Chief Administrative Officer

Note: 66 Speciality Course
Instructors not included

July 3, 2019

Chart No. 4(e)

The Corporation of the City of Pickering
Corporate Services Department

Employee Complement
 13 Non-Union Full-Time (NUFT)
 24 Union Full-Time (UFT)
 4 Union Part-Time (UPT)
 0 Union Full-Time Term (UFTT)
 3 Union Part-Time Term (UPTT)

Director,
Corporate Services & City Solicitor
(1-NUFT)

Information Technology
(Section)
(Chart No. 5a)

Legal Services
(Section)
(Chart No. 5b)

Legislative Services
Division
(Chart No. 5c)

Municipal Law
Enforcement
(Chart No. 5d)

**Information Technology
(Section)**
Employee Complement
 4 Non-Union FT
 0 Non-Union PT
 8 Union FT
 0 Union PT
 0 Union FT Term
 0 Union PT Term

**Legal Services
(Section)**
Employee Complement
 2 Non-Union FT
 0 Non-Union PT
 2 Union FT
 0 Union PT
 0 Union FT Term
 0 Union PT Term

**Legislative Services
Division**
Employee Complement
 4 Non-Union FT
 0 Non-Union PT
 4 Union FT
 0 Union PT
 0 Union FT Term
 0 Union PT Term

**Municipal Law
Enforcement**
Employee Complement
 2 Non-Union FT
 0 Non-Union PT
 10 Union FT
 4 Union PT
 0 Union FT Term
 3 Union PT Term

Authorized by:

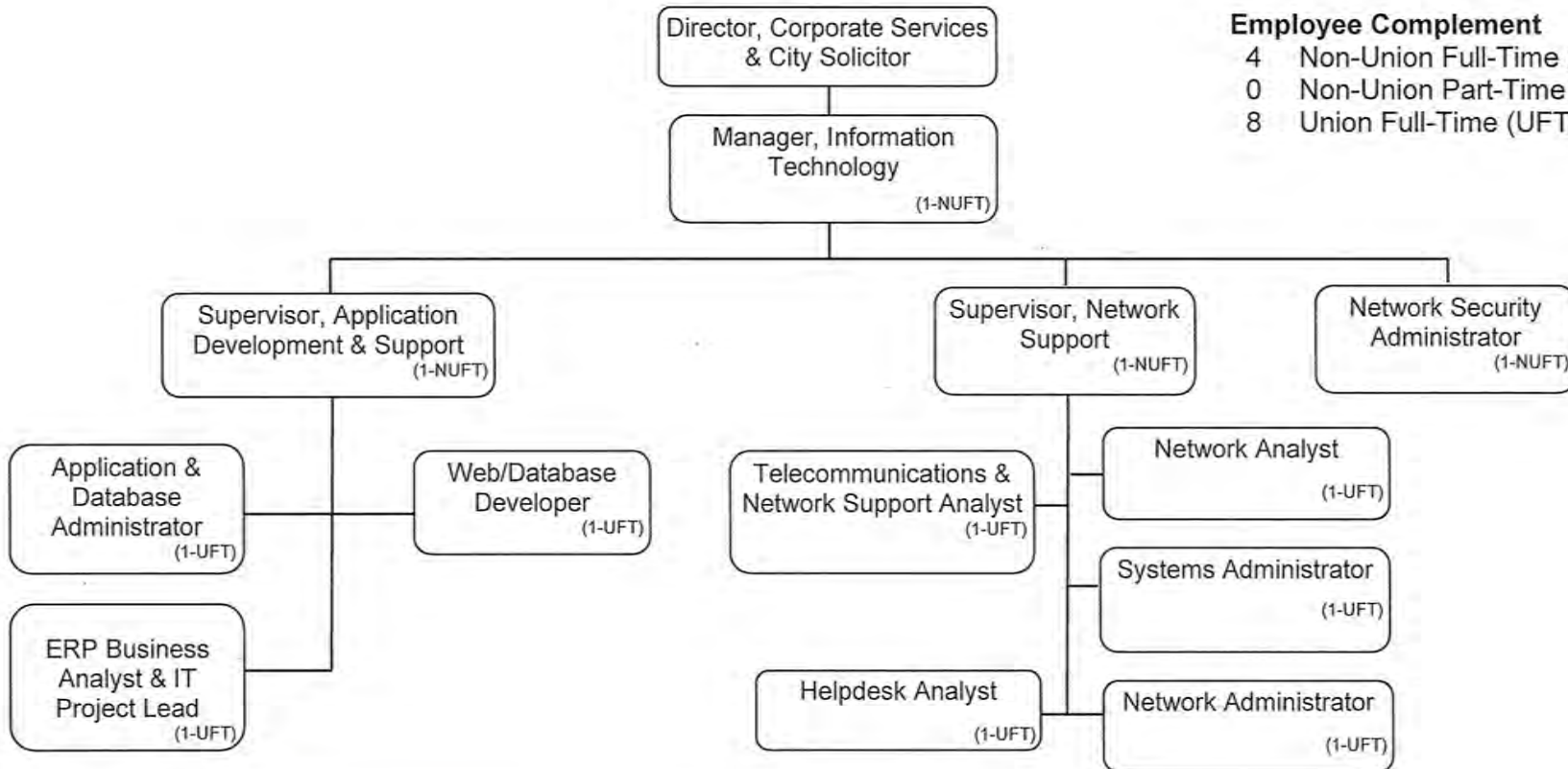
Chief Administrative Officer

June 1, 2019

The Corporation of the City of Pickering
Corporate Services Department
Information Technology Section

Employee Complement

- 4 Non-Union Full-Time (NUFT)
- 0 Non-Union Part-Time (NUPT)
- 8 Union Full-Time (UFT)

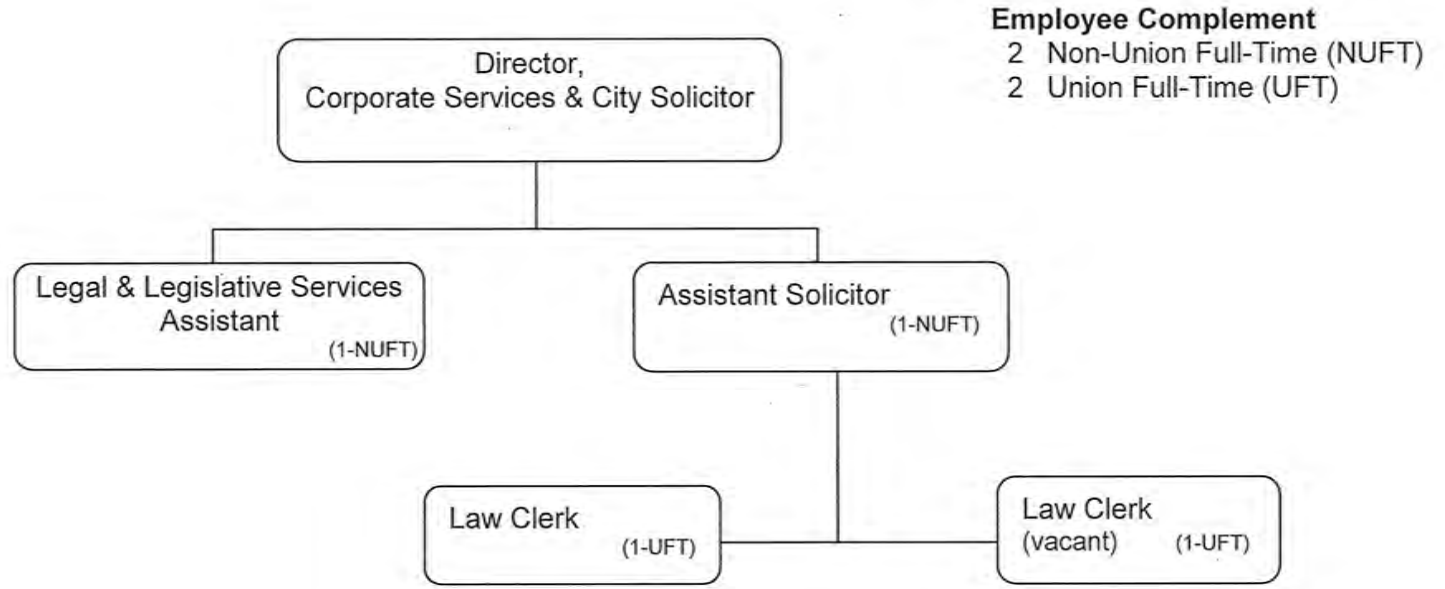


Authorized by:

Chief Administrative Officer

June, 2019

The Corporation of the City of Pickering
Corporate Services Department
Legal Services Section



Authorized by:

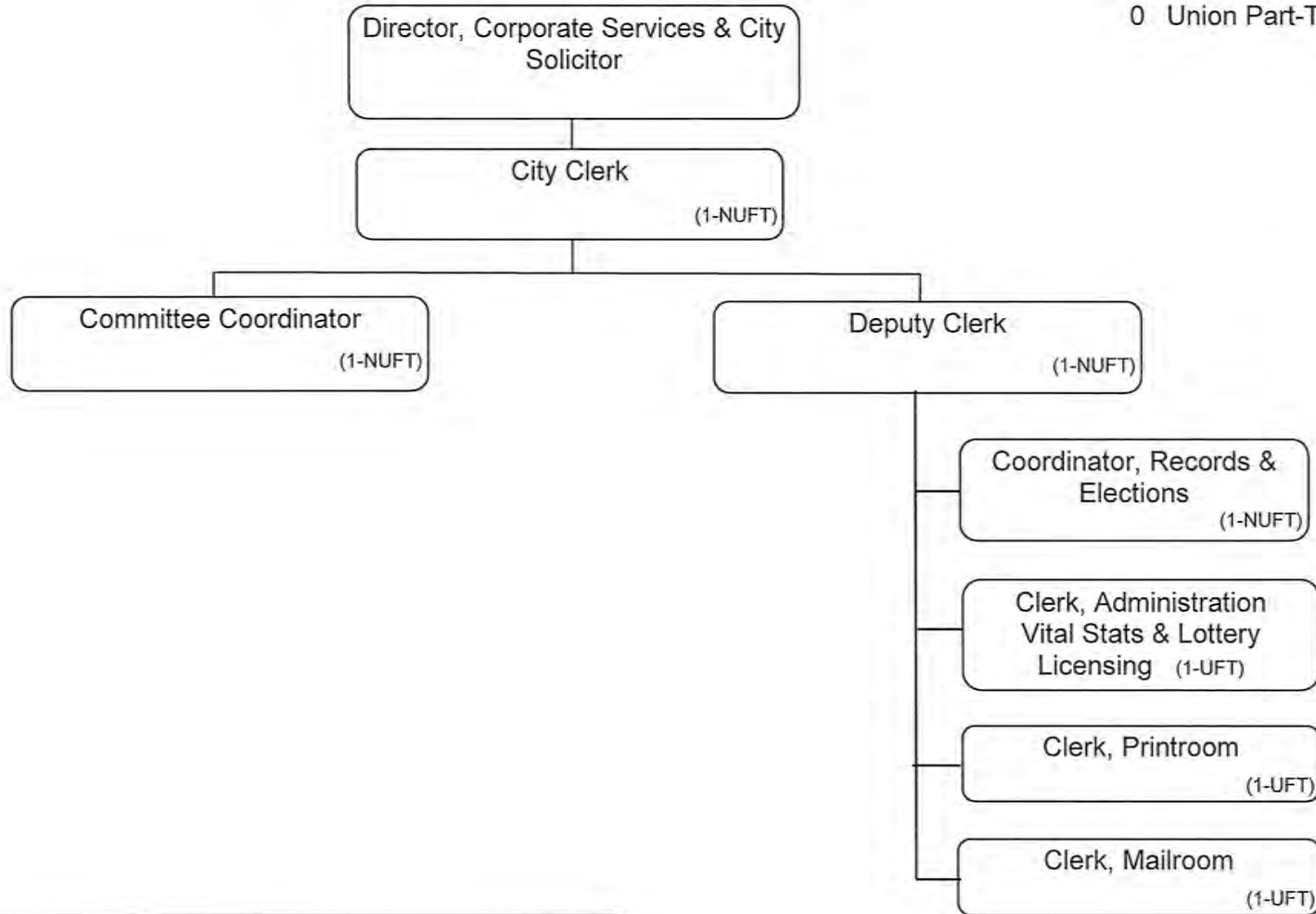
Chief Administrative Officer

June, 2019

Chart No. 5 (b)

Employee Complement

- 4 Non-Union Full-Time (NUFT)
- 0 Non-Union Part-Time (NUPT)
- 3 Union Full-Time (UFT)
- 0 Union Part-Time (UPT)

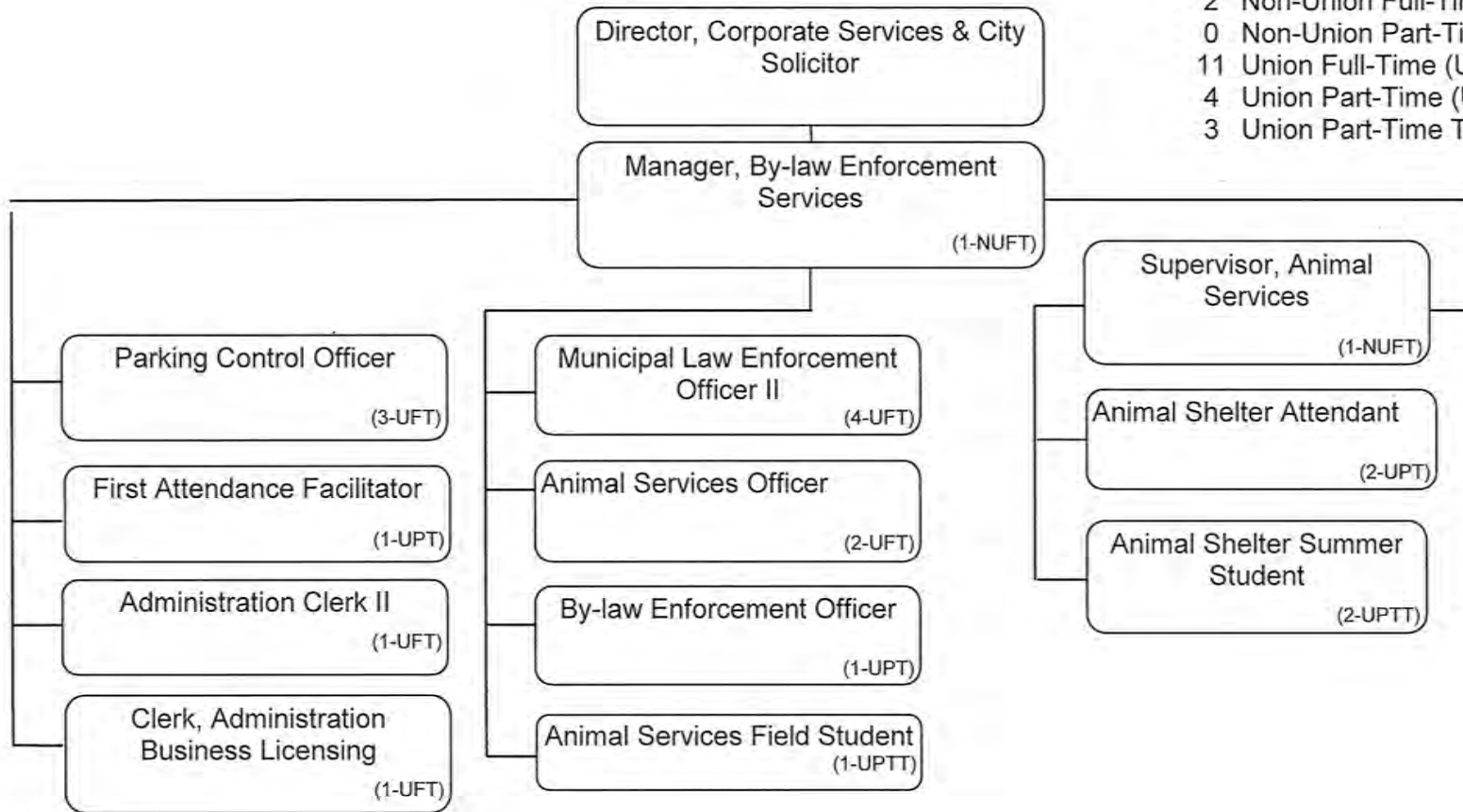


Authorized by:

Chief Administrative Officer

Employee Complement

- 2 Non-Union Full-Time (NUFT)
- 0 Non-Union Part-Time (NUPT)
- 11 Union Full-Time (UFT)
- 4 Union Part-Time (UPT)
- 3 Union Part-Time Term (UPTT)



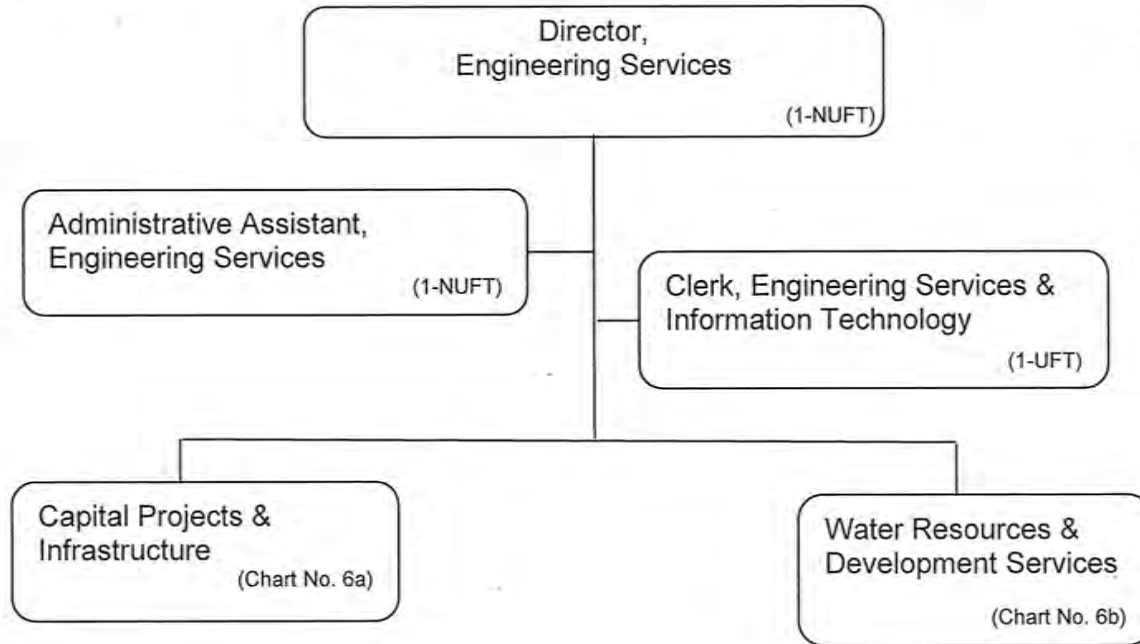
Authorized by:

Chief Administrative Officer

May 1, 2019

Chart No. 5 (d)

The Corporation of the City of Pickering
Engineering Services Department



Employee Complement

- 8 Non-Union Full-Time (NUFT)
- 0 Non-Union Part-Time (NUPT)
- 22 Union Full-Time (UFT)
- 0 Union Part-Time (UPT)
- 1 Union Full-Time Term (UFTT)
- 0 Union Part-Time Term (UPTT)

Director's Office	
Employee Complement	
2	Non-Union FT
0	Non-Union PT
1	Union FT
0	Union PT

Capital Projects & Infrastructure	
Employee Complement	
1	Non-Union FT
0	Non-Union PT
12	Union FT
0	Union PT
1	Union FT Term

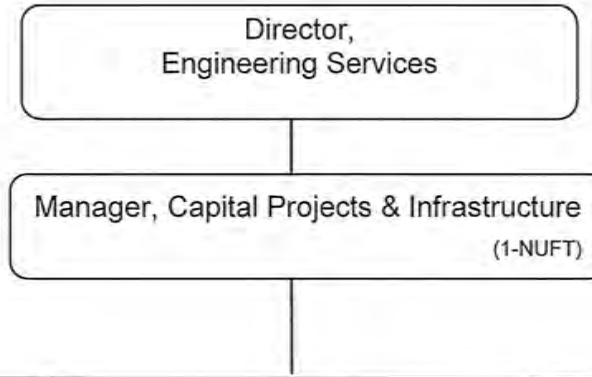
Water Resources & Development Services	
Employee Complement	
5	Non-Union FT
0	Non-Union PT
9	Union FT
0	Union PT

Authorized by:

Chief Administrative Officer

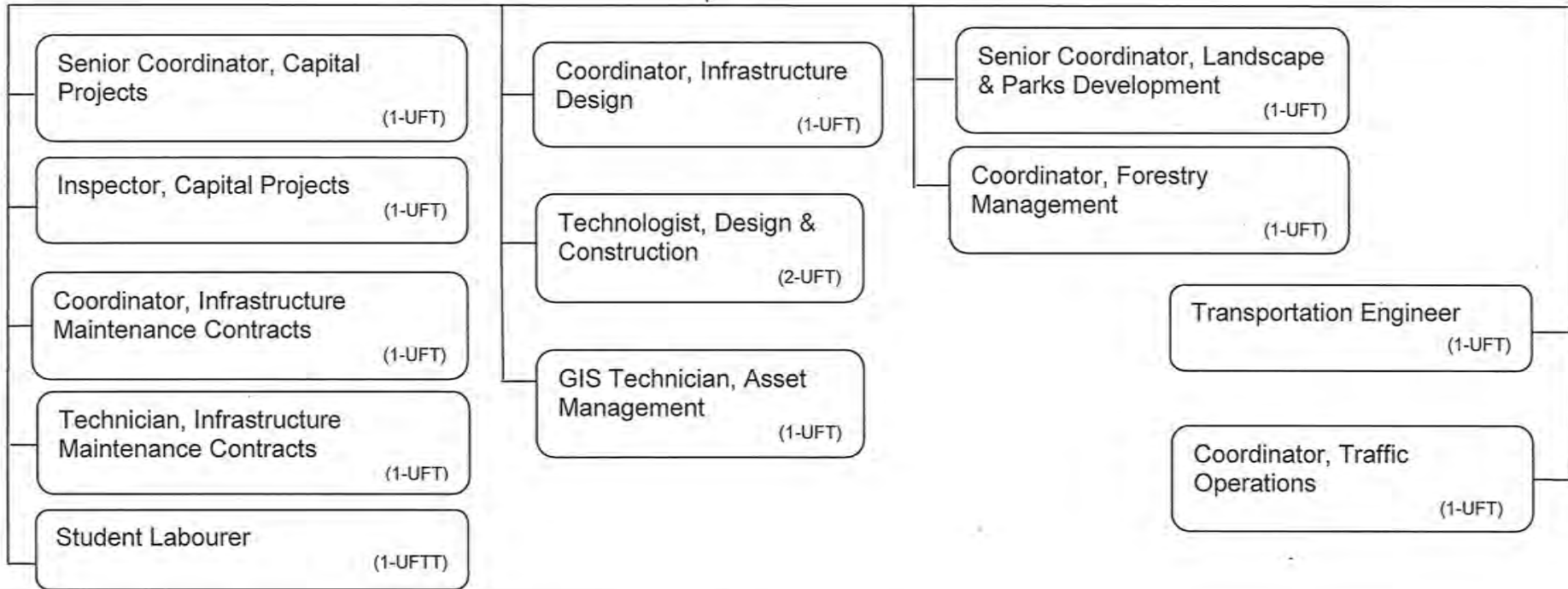
May 21, 2019

The Corporation of the City of Pickering
Engineering Services Department
Capital Projects & Infrastructure Section



Employee Complement

- 1 Non-Union Full-Time (NUFT)
- 0 Non-Union Part-Time (NUPT)
- 12 Union Full-Time (UFT)
- 0 Union Part-Time (UPT)
- 1 Union Full-Time Term (UFTT)
- 0 Union Part-Time Term (UPTT)



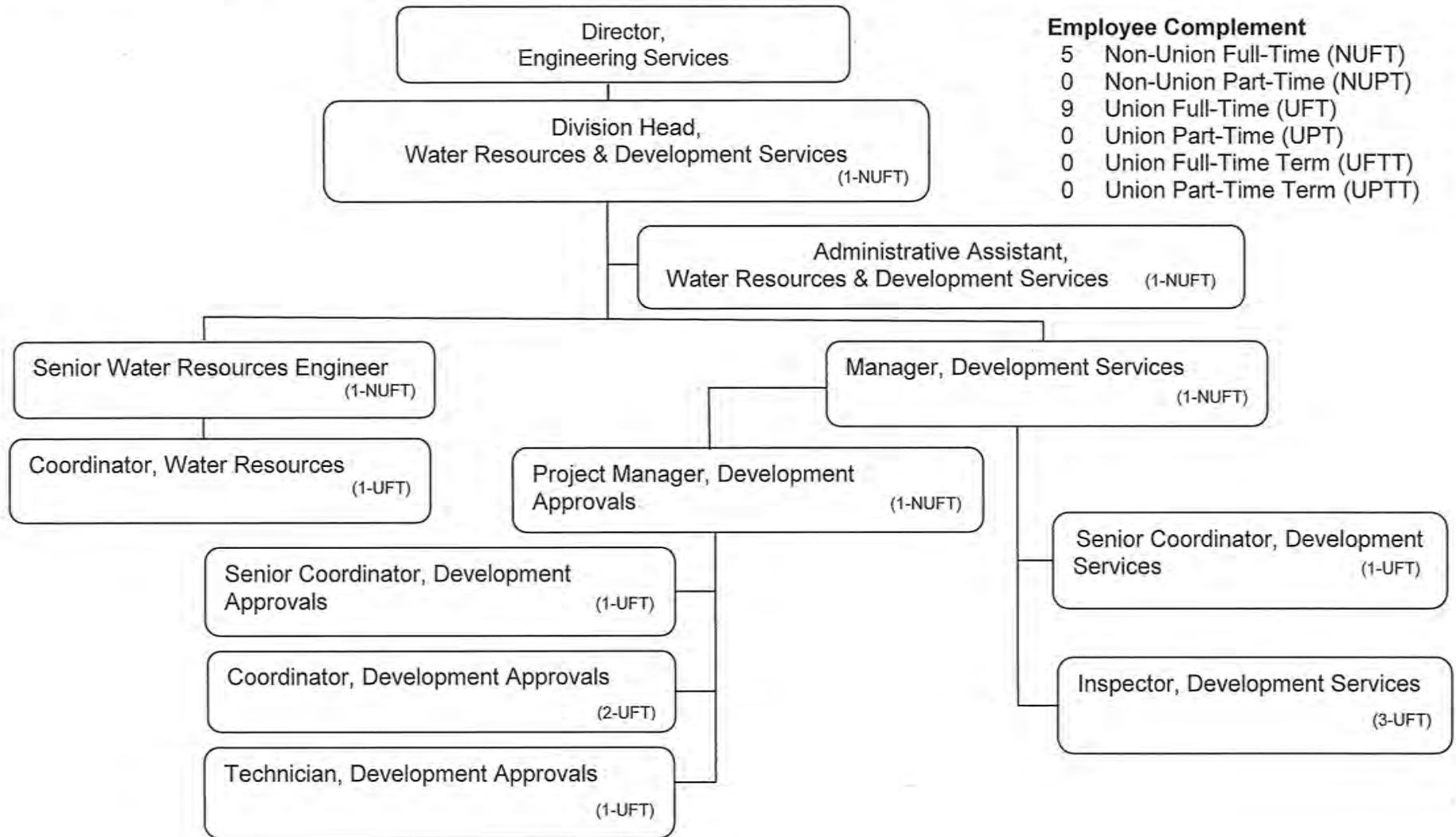
Authorized by: 
Chief Administrative Officer

May 21, 2019

The Corporation of the City of Pickering
Engineering Services Department
Water Resources & Development Services Division

Employee Complement

5	Non-Union Full-Time (NUFT)
0	Non-Union Part-Time (NUPT)
9	Union Full-Time (UFT)
0	Union Part-Time (UPT)
0	Union Full-Time Term (UFTT)
0	Union Part-Time Term (UPTT)



Authorized by:

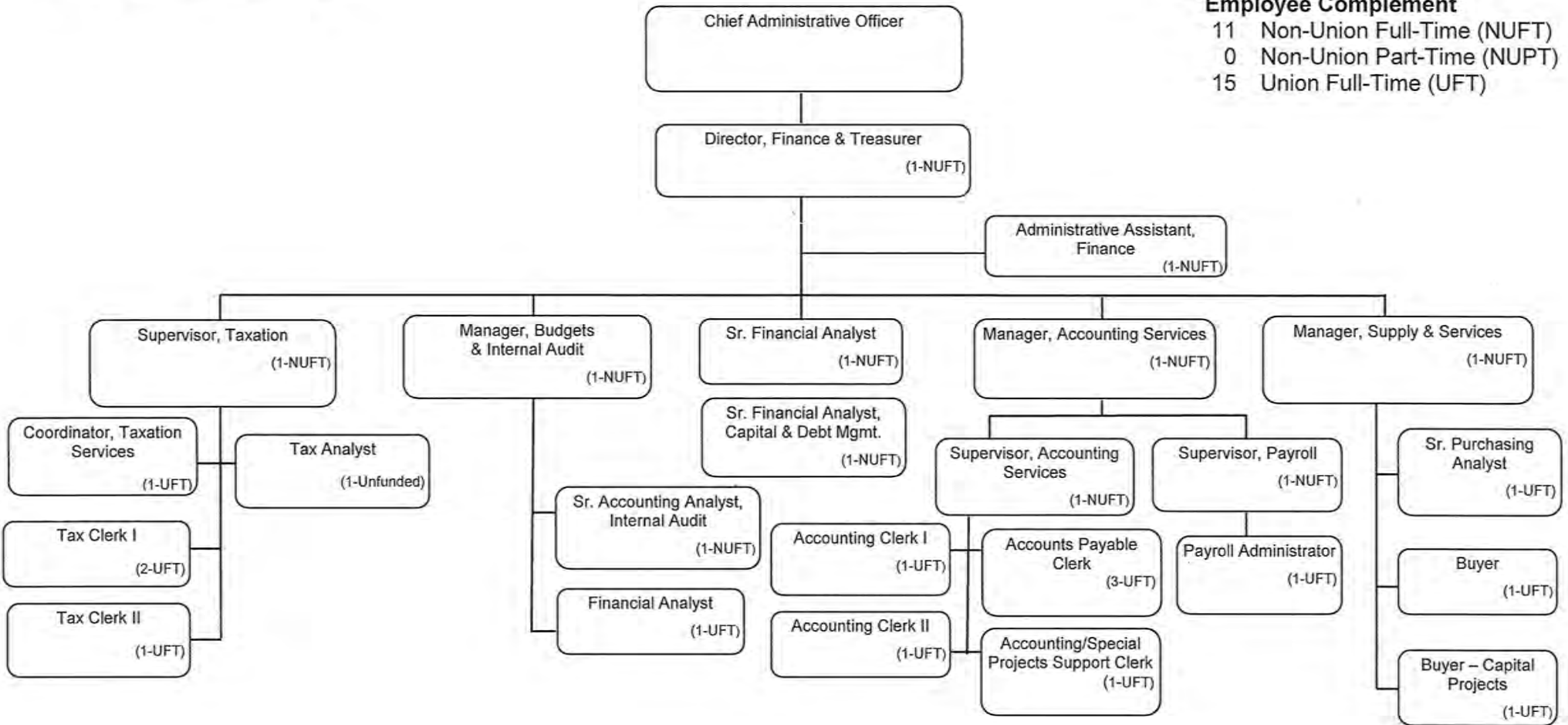
Chief Administrative Officer

January 1, 2019

Chart No. 6 (b)

The Corporation of the City of Pickering
Finance Department

Employee Complement
 11 Non-Union Full-Time (NUFT)
 0 Non-Union Part-Time (NUPT)
 15 Union Full-Time (UFT)



Authorized by:

Chief Administrative Officer

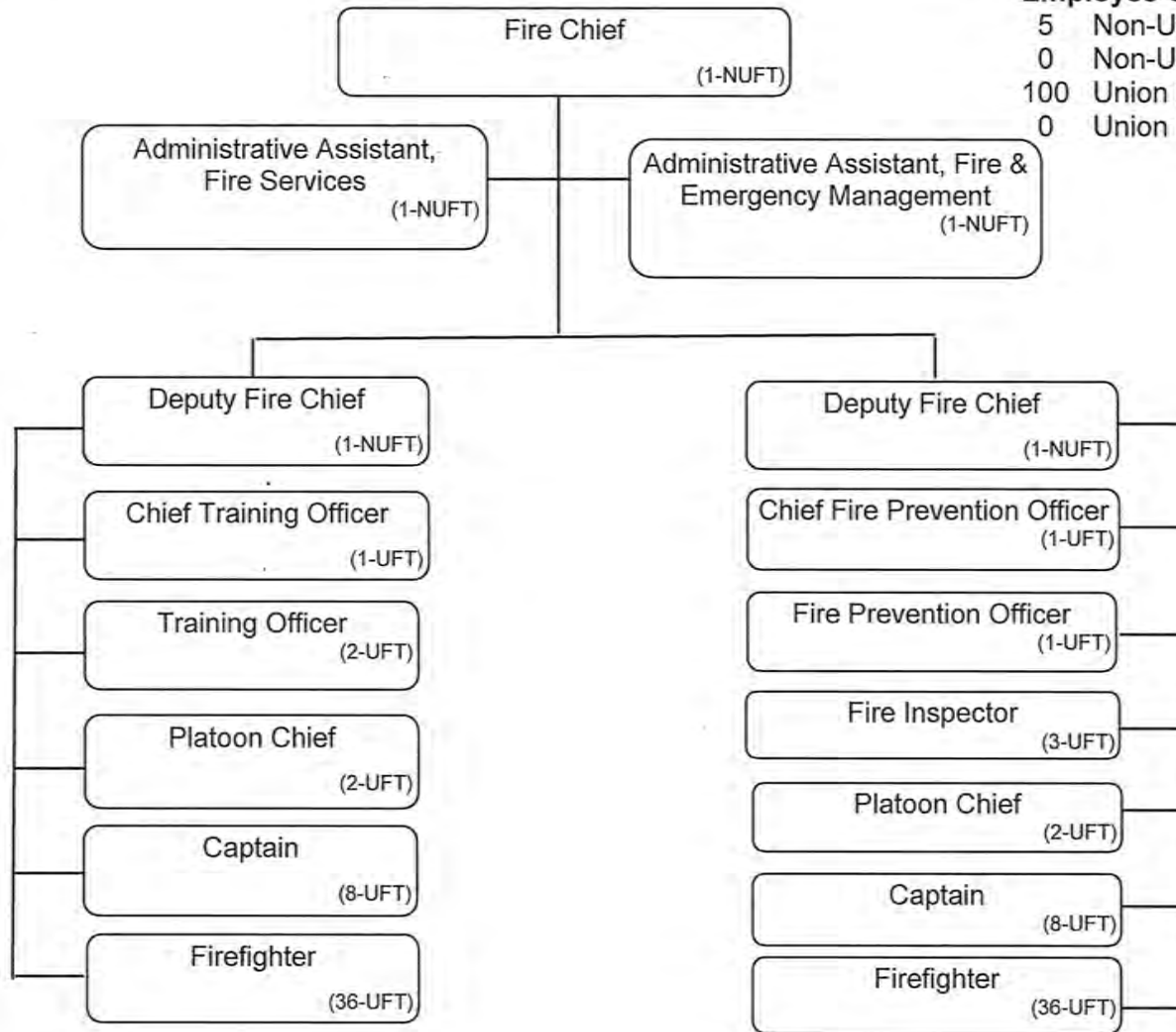
January 1, 2019

Chart 7

The Corporation of the City of Pickering
Fire Services Department

Employee Complement

5	Non-Union Full-Time (NUFT)
0	Non-Union Part-Time (NUPT)
100	Union Full-Time (UFT)
0	Union Part-Time (UPT)

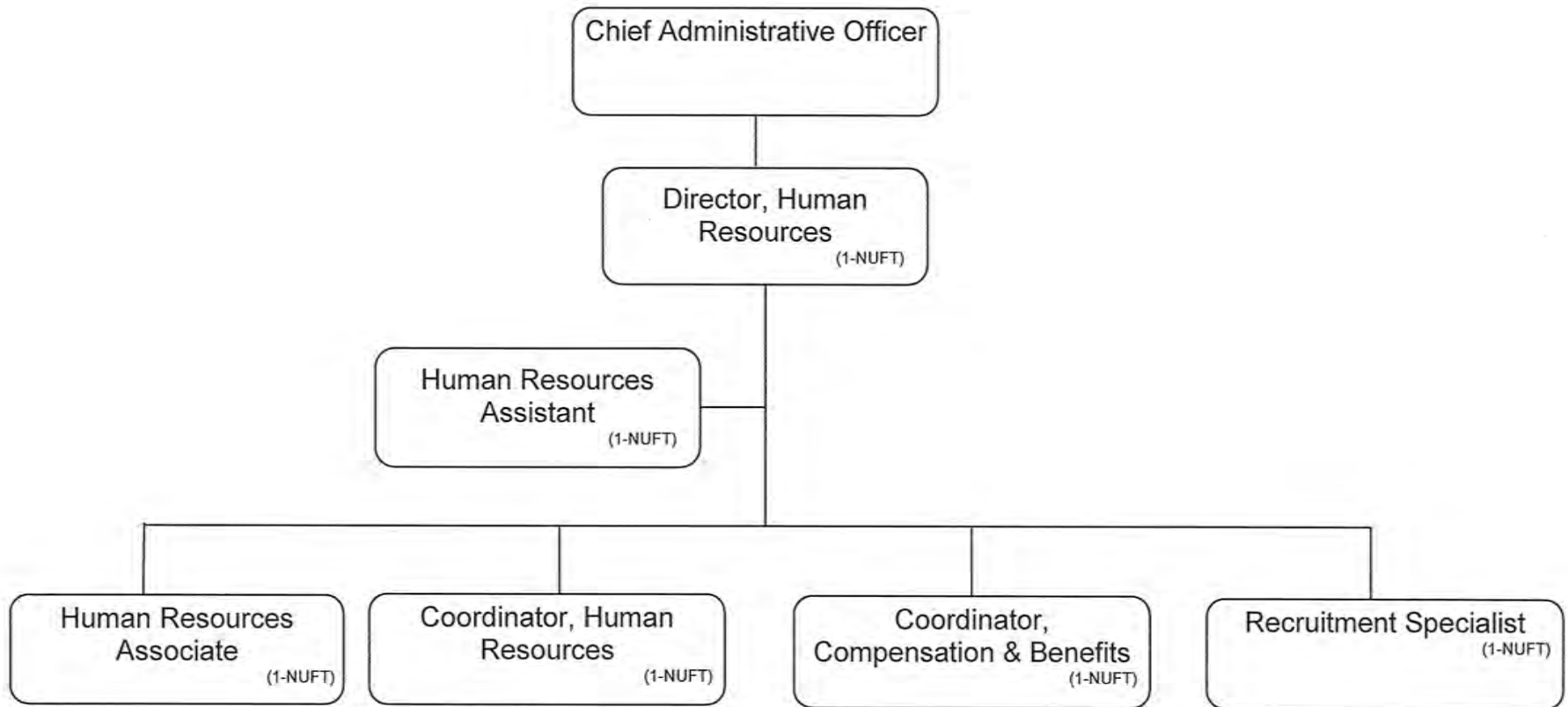


Authorized by:

Chief Administrative Officer

January 1, 2019

Chart No. 8



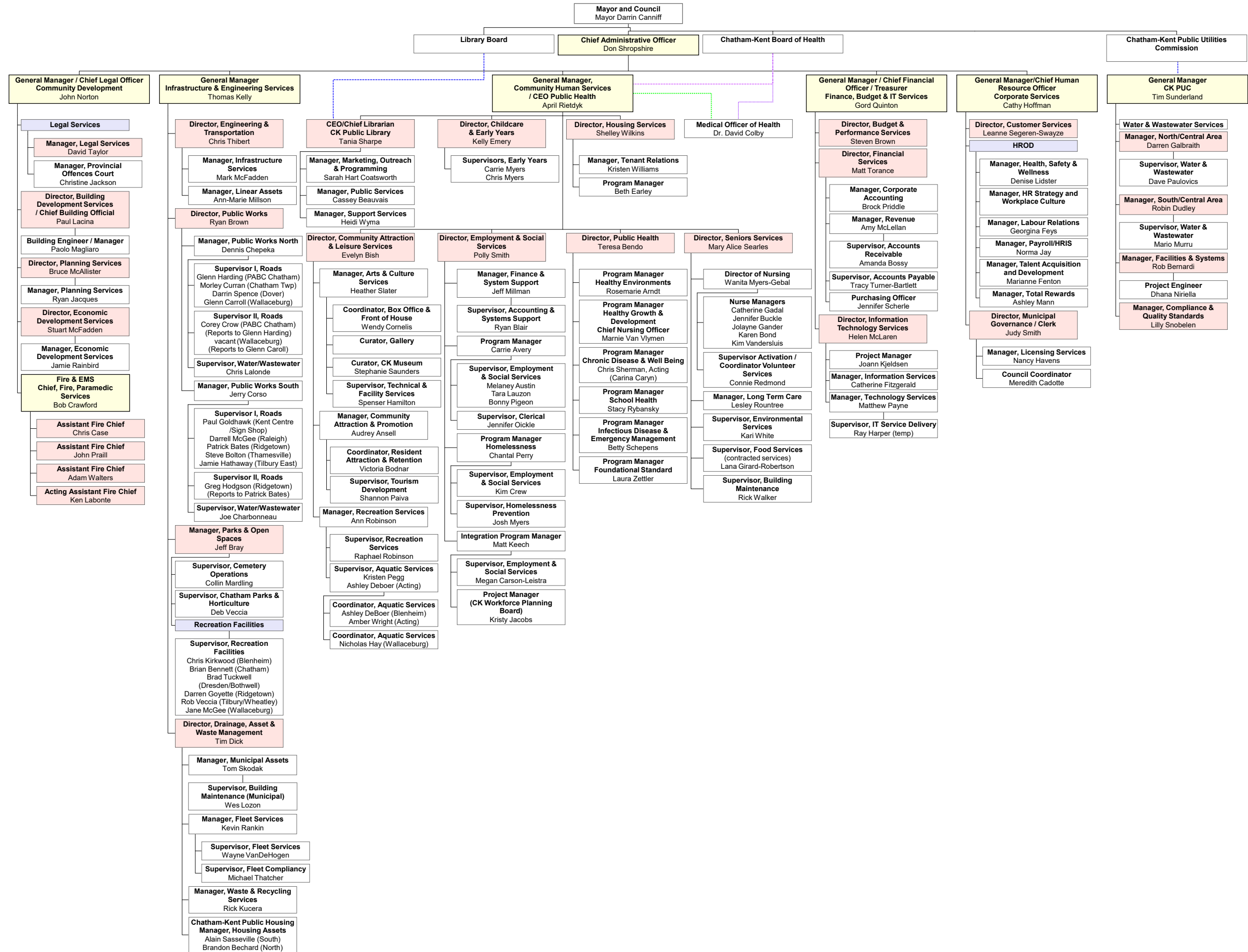
Authorized by:

Chief Administrative Officer

January 1, 2019

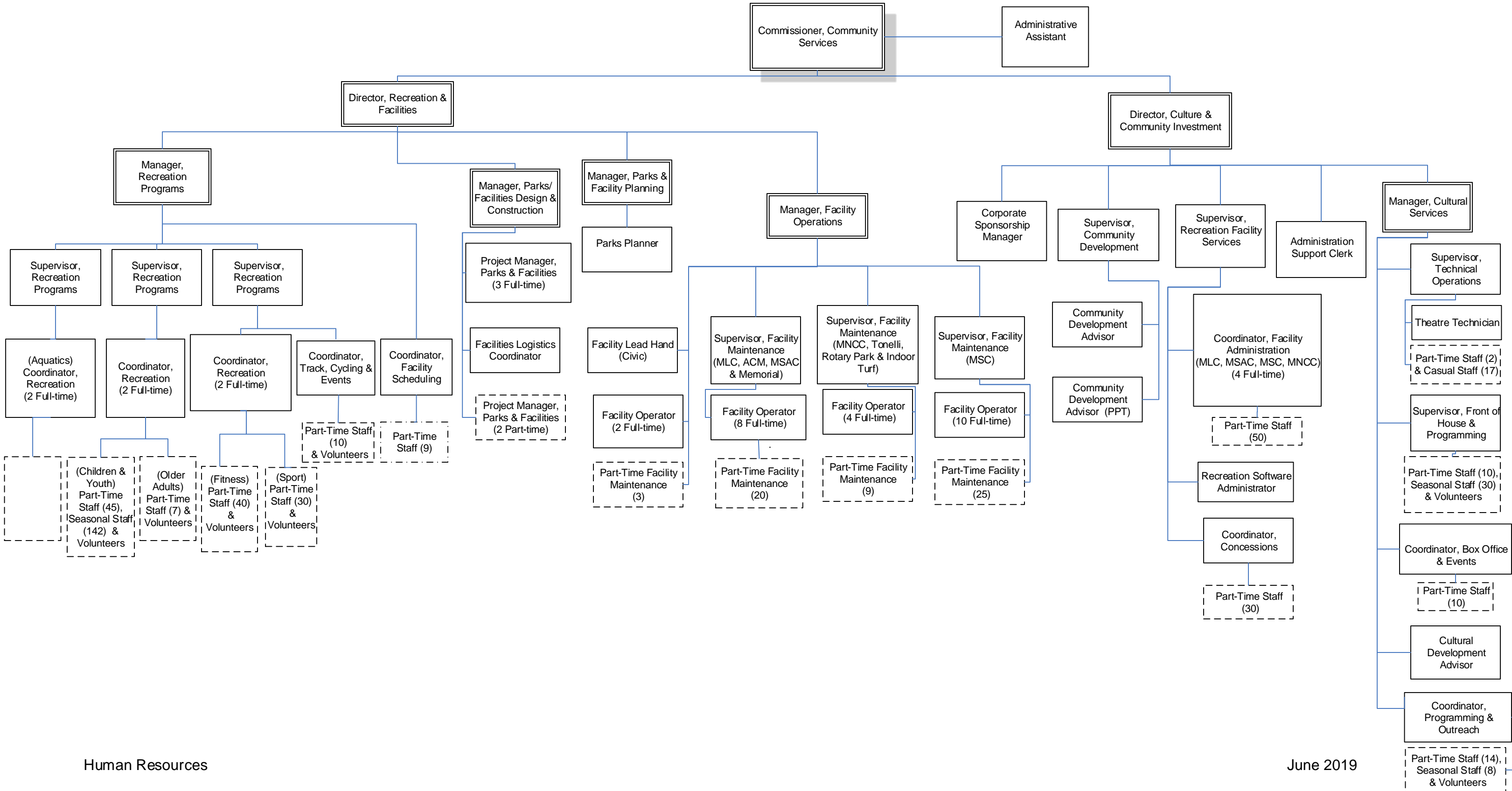
Chart No. 9

Municipality of Chatham-Kent
July 2019



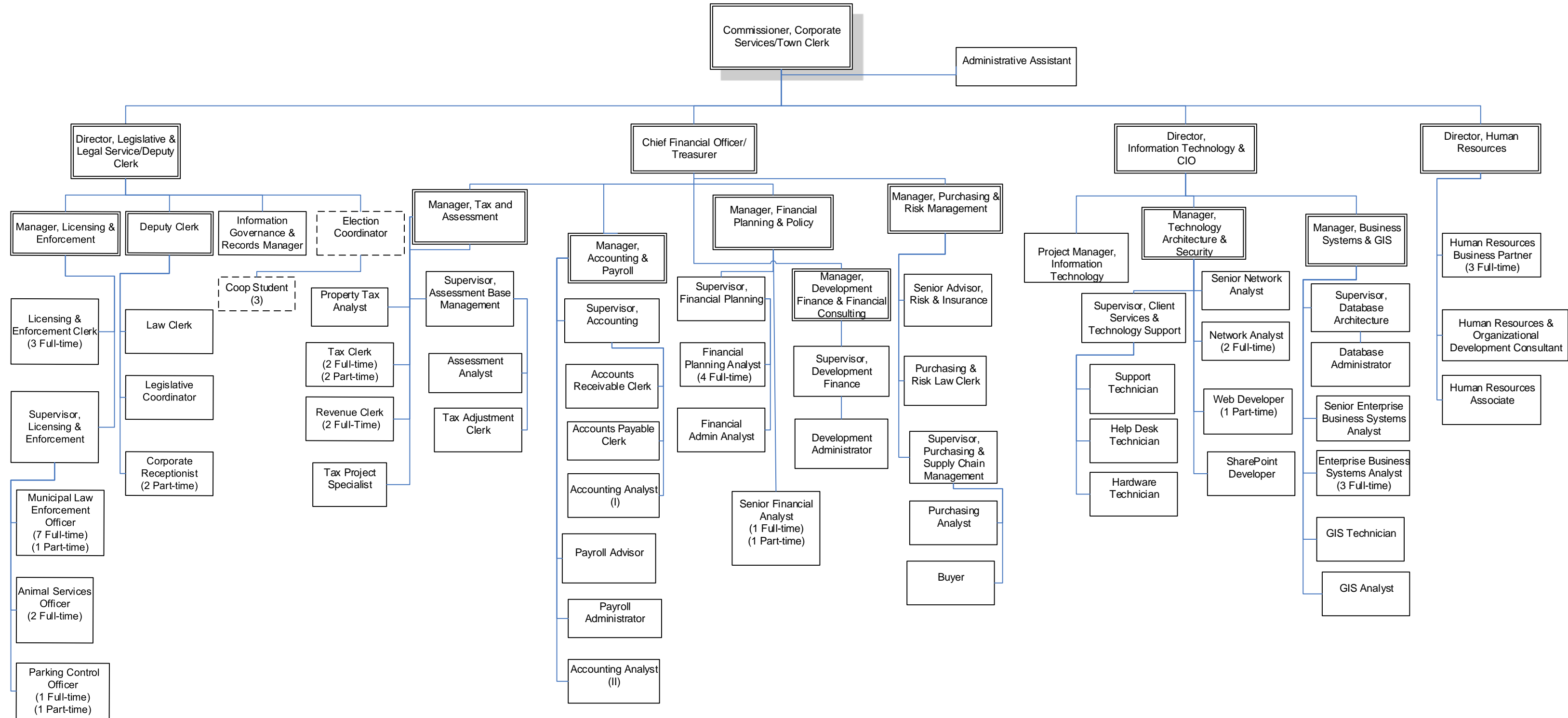
Community Services Department

The Corporation of the Town of Milton



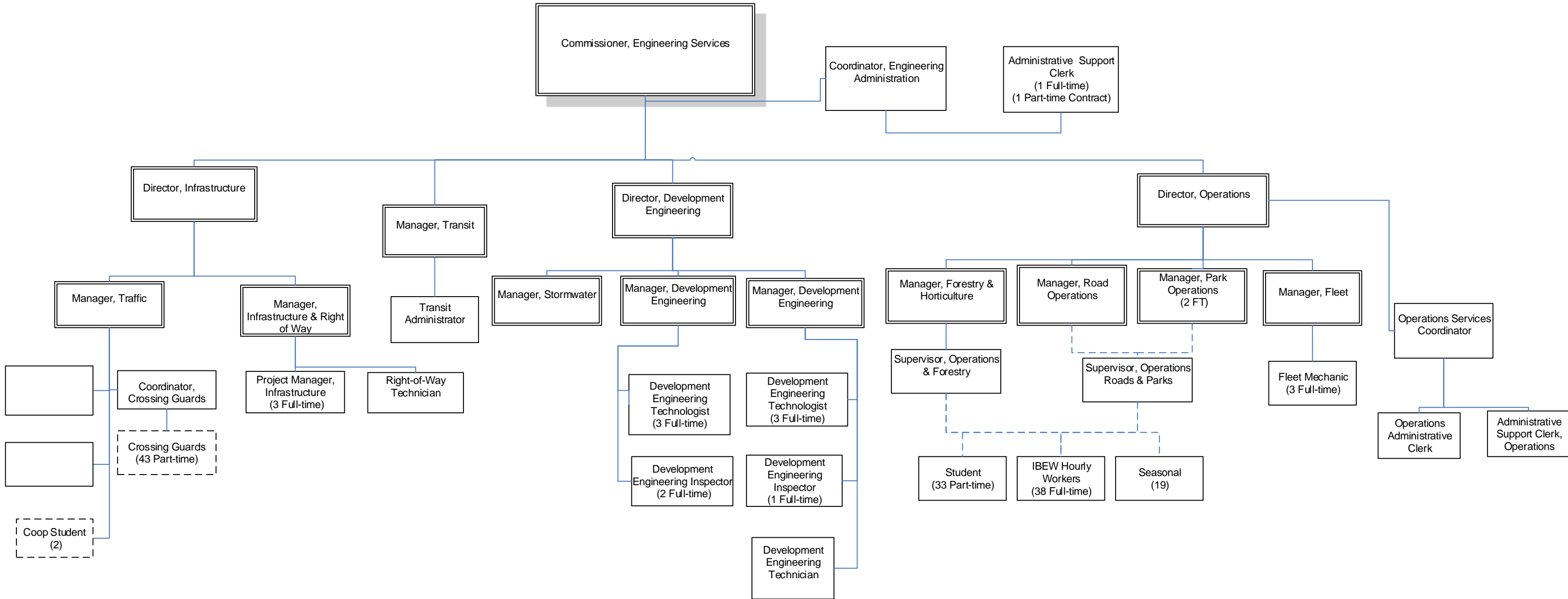
Corporate Services Department

Corporation of the Town of Milton



Engineering Services Department

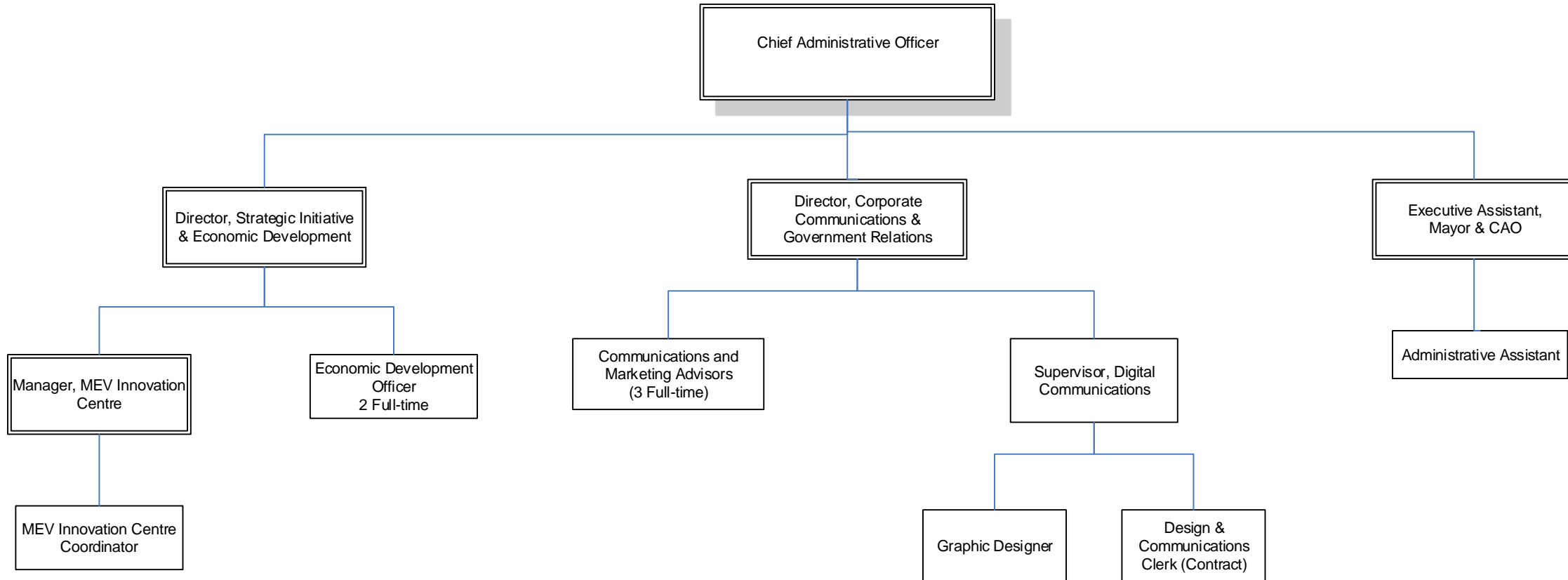
The Corporation of the Town of Milton





Executive Services Department

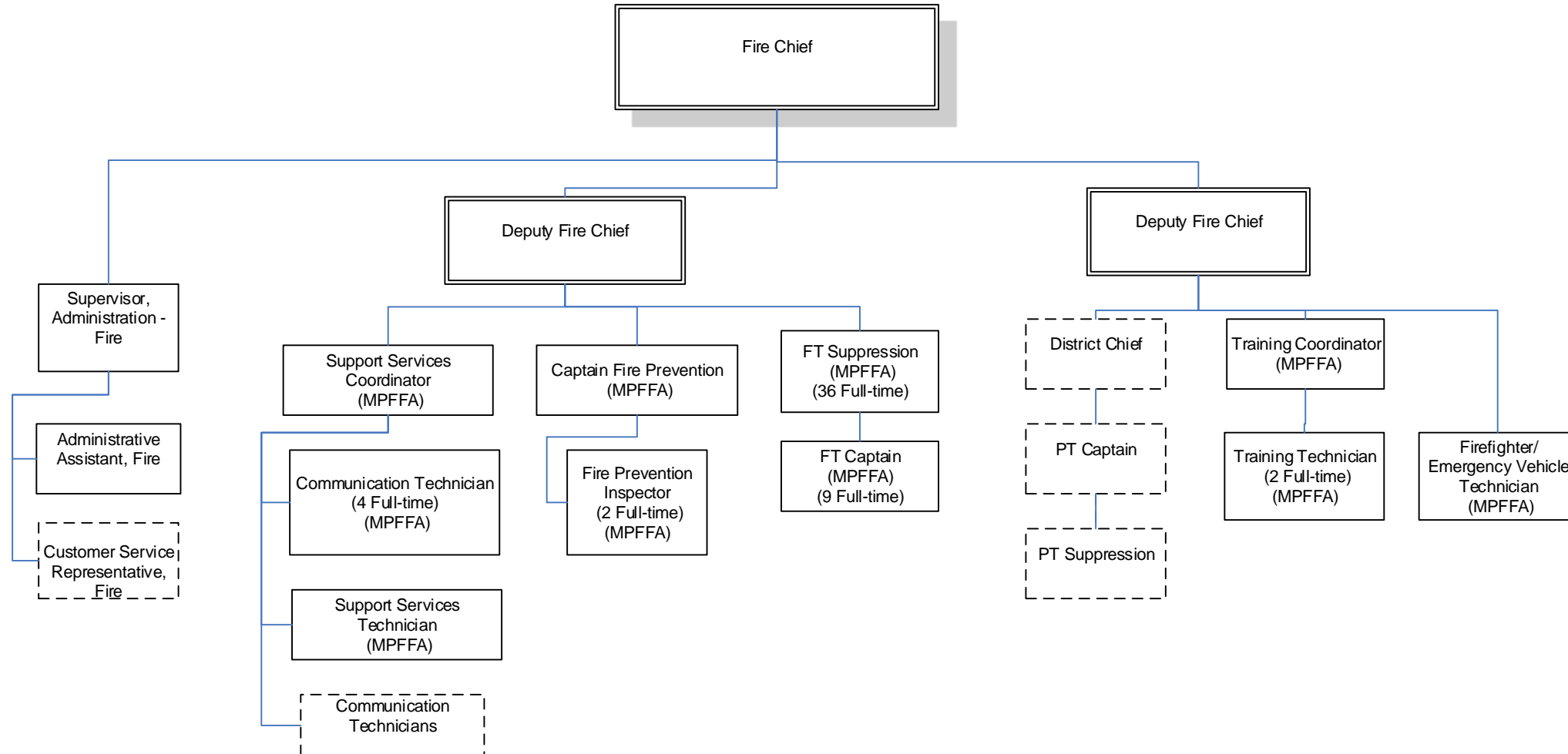
The Corporation of the Town of Milton





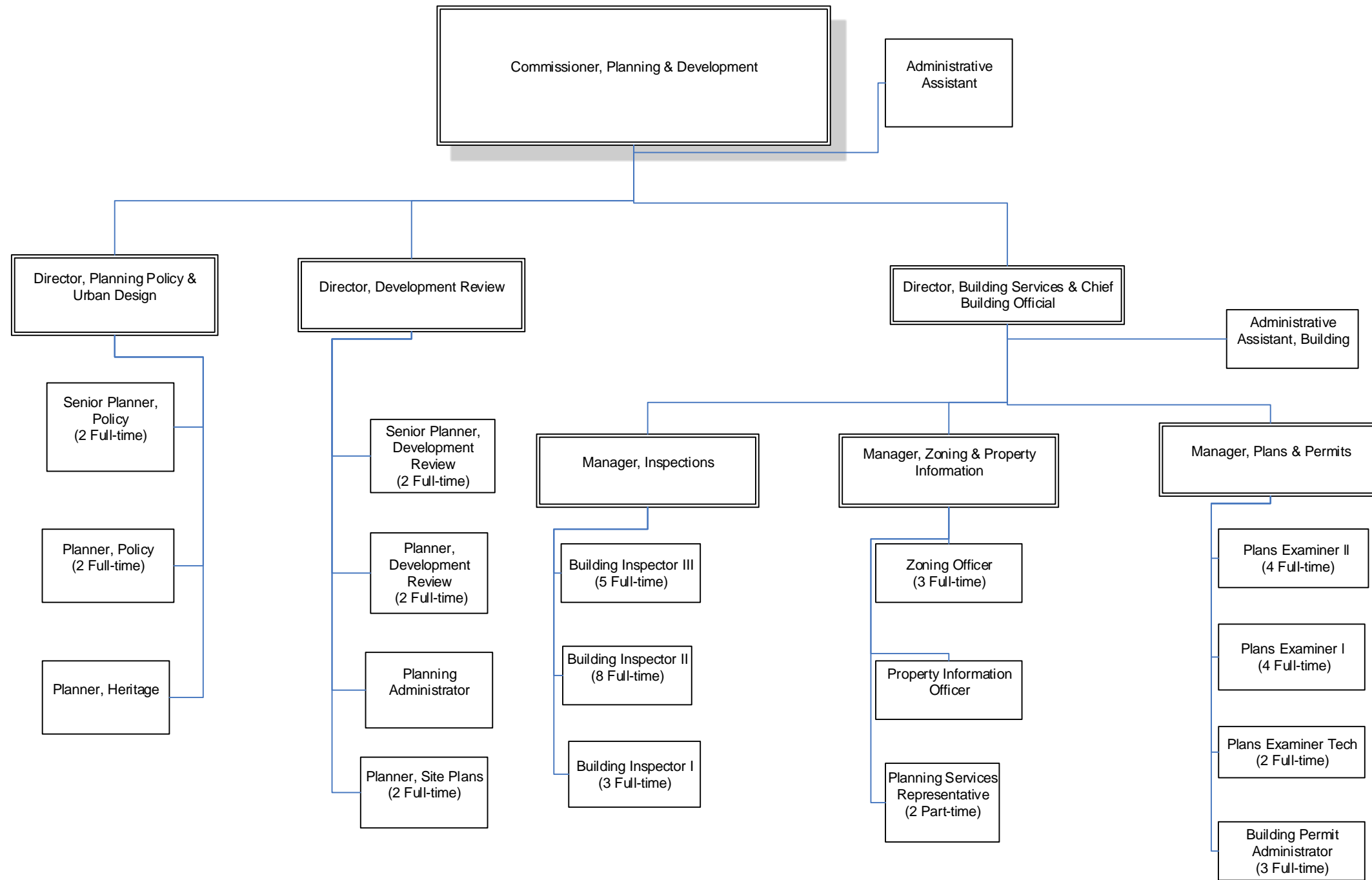
Fire Department

The Corporation of the Town of Milton



Planning & Development Department

The Corporation of the Town of Milton



Note: Whitby is currently undergoing an organizational reorganization and choose not to share a copy of their organizational chart with their benchmarking submission.

Note: Burlington did not provide a copy of their organizational chart with their benchmarking submission.



City of Kitchener
Updated September 3, 2019

Mayor and Council

Office of the Chief
Administrative Officer (CAO)





Grant Thornton

An instinct for growth™

Appendix E: List of resources used in comparative analysis (benchmarking)



Grant Thornton

An instinct for growth™

Appendix E: Resources used in comparative analysis

1. Pickering 2019 Current Budget
<https://www.pickering.ca/en/city-hall/resources/2019ApprovedCurrentBudget.pdf>
2. Chatham Kent 2018 Budget Overview
<https://www.pickering.ca/en/city-hall/resources/2019ApprovedCurrentBudget.pdf>
3. Milton 2019 Approved Capital and Operating Budget
<https://www.milton.ca/en/townhall/resources/Budget2019/2019-Approved-Capital-and-Operating-Budget-Book.pdf>
4. Whitby 2019 Budget Summary
<https://www.milton.ca/en/townhall/resources/Budget2019/2019-Approved-Capital-and-Operating-Budget-Book.pdf>
5. Burlington 2019 Approved Budget
<https://www.burlington.ca/en/your-city/resources/Budget/2019-Budget/2019-Budget-Book-Combined-WEB.pdf>
6. Kitchener 2019 Consolidated Budget Information
https://www.kitchener.ca/en/resourcesGeneral/Documents/FIN_FP_2019_Consolidated_Budget_Info.pdf