

# HAPPY VALLEY - GOOSE BAY

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# ORGANIZATIONAL REVIEW

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## 1.0 Introduction:

In practice, a municipality strives to maintain operational efficiency. An examination of internal structures, strategies, staffing levels, and various roles and responsibilities of staff often produces outcomes that enhance operations and improve services to taxpayers. That's the goal of any review or restructuring. Appropriate structures and staffing levels should improve day-to-day operations and enable professional supports to become more focused and practical.

But the key to any successful organization is communications. Once proper staffing levels and structures are in place, efforts must be focused on maintaining communications and consultation among staff, between staff and the town's elected officials, and with the general public. Having an appropriate organizational structure in place should facilitate such interaction and help improve communications within all levels of the organization.

From time-to-time, an evaluation of staffing levels and administrative structures is necessary to help ensure the town is properly staffed and to ensure the town is applying *best practice* in design, allocation of resources, structure, and staffing requirements. In many cases, it is not that operations are inefficient, but that resources currently in place may not provide technical expertise to support critical operations.

Existing structures and professional expertise may have served the municipality well for many years, but with new or changing demands and recent spikes in large scale development, existing structures and staffing levels simply cannot meet demands. A municipality is a fast paced and continuously changing environment, and systems and structures must keep pace in all areas of operations and services to be effective.

Recently, the Town of Happy Valley-Goose Bay undertook a detailed and comprehensive strategic planning process, and as part of that process, council had decided that the time had come for the town to undertake a comprehensive review of its operational structures, staffing requirements, and reporting protocols to help ensure the town had appropriate levels of

staffing and the proper administrative structure in place to meet demands for the immediate future (and beyond).

In the midst of almost unprecedented growth and development in so many sectors, and with the town of Happy Valley-Goose Bay at the center of the proposed Muskrat Falls hydro development project, this review is essential to enable the town to be properly prepared for this impending growth. There will be many challenges, and regardless of the structures that are in place or how well prepared the town may feel it is, development of this magnitude will test even the greatest of expertise and the most effective organizational structures. There will be demands for diversified residential housing, support for construction camps, warehousing, logistical requirements, expansion of the town's retail, commercial, and industrial sectors, increased demands for educational and health facilities, new demands for police, fire, and other emergency services. The list is almost endless.



Such change will place unprecedented demands on the town's programs, services, and operations and the town must ensure that, at the very least, it has the appropriate structures and technical expertise in place to meet demands. But there will also be increased demands for programs administered by both provincial and federal service agencies, and the town must work closely with various levels of government to ensure that services are increased, as well.

At the local level, council must ensure staffing levels and proper administrative and operational structures are in place to meet demands. No municipality will ever feel it is fully prepared for change of the magnitude that Happy Valley-Goose Bay will be facing over the next several years. But having proper structures and staffing requirements in place is an essential "first step" in realigning operations and reviewing structures to help ensure the town is able to meet demands.

The town's structure and staffing levels are deficient by current standards. Additionally, some of the town's professional staff has risen through the ranks, and while they continue to do good jobs in many areas of operations, infrastructure, and services, they sometimes lack the training, knowledge, and technical expertise to make decisions on a day-to-day basis, or to properly prepare for longer term operational or infrastructure requirements for the future. This would be more true of the water and sewer side of operations more so than roads/transport, and this is primarily due to the high levels of accountability, chemical testing, and treatment of potable water supplies in all jurisdictions. There is a heightened

awareness and incredible levels of scrutiny related to water operations, in particular. In short, while both these individuals fulfill their roles well and carry out day to day operations, at times there is a requirement for technical knowledge and expertise from people who have the training and professional experience in civil engineering, planning, or other areas of technical skills or expertise.

*Your life does not  
get better by chance;  
it gets better by  
change.*

*Jim Rohn*

Senior management, especially the Town Manager, spends a disproportionate amount of time interacting with middle management and providing direction on day-to-day operations

– especially various aspects of outside operations. Under the current structure, there is little choice. But the Town Manager does not have the time or the engineering or planning backgrounds required to provide this kind of technical support.

Outside operations, and other areas of deficiency relating to office administration, planning and development, fire and emergency services, and other critical components of the town's programs and operations are addressed in our review. The town has done extremely well under the current structure, but things will deteriorate as developments in mining, hydro development, new and expanded infrastructure projects, development of the town center, expansion of 5 Wing Goose Bay, and other demands for residential housing and other major projects continue to unfold – unless there are adequate resources and the proper expertise on hand to guide and direct development.

The timing of this report could not be better. And while this review and restructuring will be a tremendous help to staff operations, it is not (and should not) be considered a panacea, by any means. The level of growth and development anticipated, and the impact these developments will have on a town like Happy Valley-Goose Bay is almost unprecedented. Regardless of what structure or how many staff are in place, at times staff and council will be over burdened by demands. It must also be recognized that it will take some time before the new structures (and staff) are up to speed on various projects, so a period of orientation and learning will be required. Once again, communications and support will be critically important.

Over time, the town will be able to add staff as financial resources increase through taxation, grant funding, development endowments, and/or other partnership agreements. We are putting forth recommendations that we feel are immediately required, and which we feel will have the most immediate impact on programs, services, and operations of the town. Because of the magnitude and scale of the development projects proposed and their effect on the town's operations, perhaps a smaller scale review should be undertaken in approximately two (2) years from now to update requirements based on real (as opposed to proposed) developments. That is the only way to ensure that demands are being met and sound investments are being undertaken in critical areas of operations and services.

## 2.0 Background Information

The administrative structure of any organization is critically important in effectively delivering programs and services. Having the right staff, resources, technical expertise, and structures in place makes an incredible difference in how effectively a municipality operates and delivers services to taxpayers.

Most municipalities are similar in the types of services they provide. The differences are usually more related to the size and magnitude of operations and services. A simple outline for a municipal structure considers an alignment of the financial and administrative (inside) operations as well as the structures and resources required to maintain public works and infrastructure services (outside operations).

An alignment (as outlined below) is as simple and straightforward a depiction as possible.

**Chart 2.1**



We need to consider both the inside and outside operations in our overview of staffing and servicing requirements for Happy Valley-Goose Bay. But before we address any of that, it might be valuable to take a closer look at the town's demographics and projected growth trends.



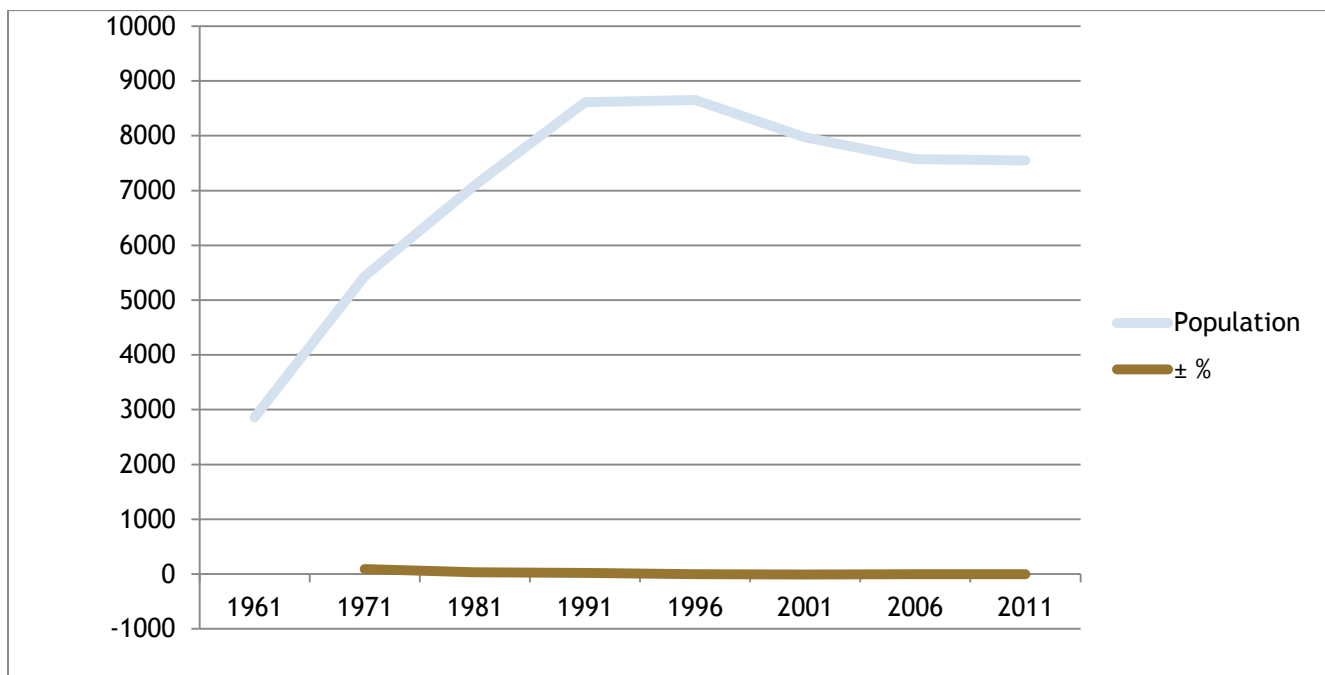
### Population Statistics:

The aboriginal population of Happy Valley-Goose Bay is 36.4 per cent, and the caucasian population is 63.1 per cent, with other visible minority groups representing less than 1% per cent of the total population.

Part of the town's programming and services – especially the community services programming, should consider the needs and priorities of the aboriginal population and how they can be integrated into recreational and leisure programming offered by the town.

Historical population trends from 1961 to 2011 are as follows:

**Graph 2.2**



The town's population circa 1961 was less than 3,000 residents. While this chart does not show 2012 figures, the likelihood is that population figures in the past two years have grown dramatically – well beyond figures that are shown here. If and when the Muskrat Falls project is sanctioned, there is every likelihood that the population of Happy Valley-Goose Bay could



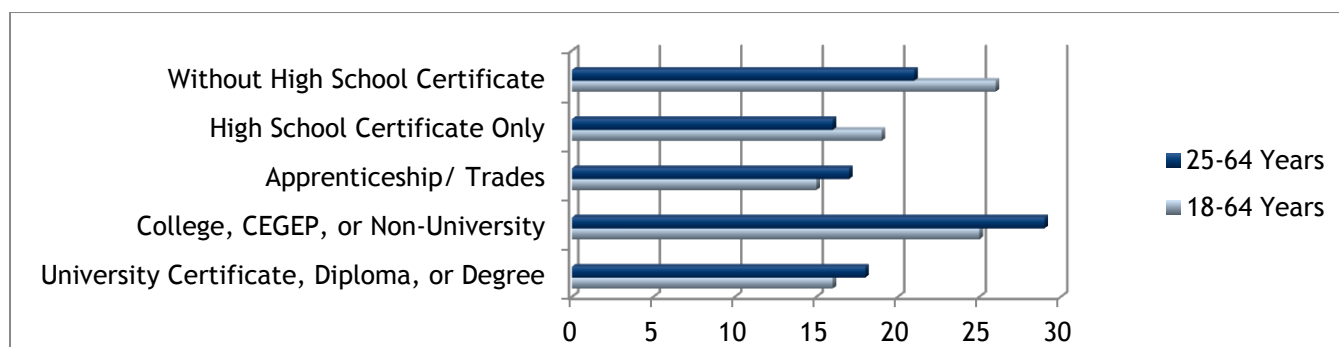
increase by as much as 50% within a period of just a couple of years. Families of workers, engineers, hydro officials, middle and senior management personnel, land developers, business operators, and a considerably larger contingent of government workers in almost all areas – including health, police, transportation and works, education, social services, government office employees, and so much more.



Levels of education also provide a revealing story. There is still a significant portion (in excess of 20%) of the population of Happy Valley-Goose Bay that has not completed a basic high school education. If residents of the town want to take advantage of the many resource based initiatives that are about to come their way, they must prepare themselves through trades apprentice programs, private or public college programming, or with a university education. Otherwise, residents of Happy Valley-Goose Bay will not gain the full advantage of opportunities provided in lucrative resource based developments, and where people are employed, those with the lowest levels of education will be given the lowest paid and most menial jobs.

Educational statistics below reveal the community's educational demographics:

Table 2.3



### Business Community

A brief glimpse at the business community in Happy Valley Goose Bay is also helpful. The town of Happy Valley-Goose Bay provides important economic development support through its own town resources (Director of Economic Development) who works in close partnership with various government departments and agencies as well as with the public sector. The town also has close connections and support from the Department of Industry, Trade, and Rural Development, the Atlantic Canada Opportunities Agency, CBDC Labrador, as well as the Central Labrador Economic Development Board, which, unfortunately, is being phased out. The region also includes the Labrador North Chamber of Commerce providing yearly service to its members including facilitation of partnerships and other opportunities.

The general corporate income tax rate in Happy Valley-Goose Bay is a very competitive 14%. And small businesses qualify for even lower rates of taxation. The reduced tax rate is available for businesses that qualify for the federal Small Business Deduction (SBD). To qualify for the SBD the taxpayer must be a Canadian controlled Private Corporation (CCPC), and have income from an active business carried on in Canada.

Business tax rates in Happy Valley-Goose Bay are reasonable and competitive, but these rates will have to be reviewed and adjusted for larger scale development projects and businesses that are earning

considerable profits from business and resource based developments taking place in the area if the town (and region) plans to take full advantage of opportunities coming its way.

### 3.0 Muskrat Fall Hydro Development:

In the case of Happy Valley Goose-Bay the town needs to consider the effects of the Muskrat Falls development project and its impending impact on the town.

While the viability of the project has been (and continues to be) the source of considerable debate and public scrutiny, all indications from government and Nalcor seem to suggest that the project is moving towards sanction later this year. Many millions of dollars are already being spent on necessary planning and even site preparation and access. These are all indications that the project will proceed as proposed.

The project has its supporters and detractors. But one thing is certain. Once the project is sanctioned, there will be a rapid increase in all facets of preparation, mobilization, and employment opportunities, as a result. There will also be demands for diversified housing, building materials, commercial development, trades persons, and increased demands for health care, warehousing, policing, community based programming, recreational facilities, schools, fire and emergency services, social services, and so much more.

The effects of Muskrat Falls will reverberate throughout all of Newfoundland and Labrador, but nowhere will feel the direct impact of this project like the town of Happy Valley-Goose Bay. All levels of government need to be prepared for the impact of this project and the increased demands for programs and services. All facets of the town's operations, programs, and services will feel the pressures of increased demands almost immediately, and having the proper systems and staffing levels in place will be essential to alleviate some of these pressures.

But Muskrat Falls is not the only large scale project before council at the present time. The Director of Economic Development has a substantial file that requires input and support from a number of critical areas of municipal operations – from planning, engineering, recreation, infrastructure servicing, and waste management.

In short, the town needs to be prepared and to have the structures and professional expertise in place to meet demands. One can never be prepared for all eventualities, but we are reasonably confident in saying that current staffing levels and structures will simply not meet the required demands.

As with almost any business case scenario, the town must be prepared to spend money to make money. New taxes and many new business opportunities will come the way of Happy Valley-Goose Bay as result of Muskrat Falls and other development projects. But experienced and successful business developers and companies that deal with resource based developments can easily exploit unsuspecting or unprepared local governments. Projects like these come by rarely, and the town (and its residents) need to be prepared for a virtual explosion of activity and economic opportunity.

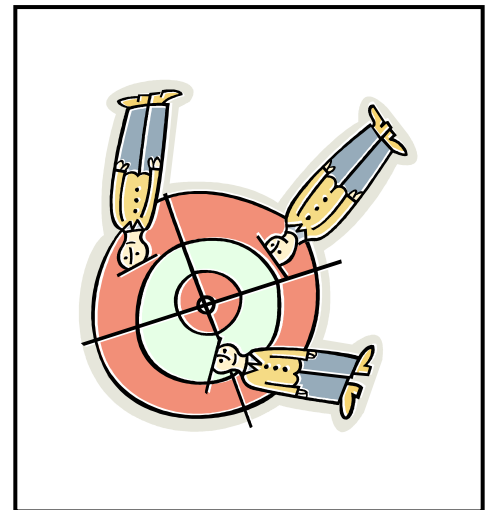


The town must provide support and services to facilitate required levels of growth and expansion, but at the same time, it must not compromise the integrity and lifestyle of its residents. It must also be prepared to take full advantage of the economic opportunities and spinoffs that can accrue from such developments, and part of the success of maximizing benefits is to have the proper structures, systems, and professional expertise in-house to ensure the town seizes opportunities afforded through these developments. This includes putting pressure on other levels of government to step up and increase supports and services in critical areas such as health care, education, policing, and fire protection.

## 4.0 Operational Goals

It is important when implementing change or undertaking a significant restructuring of operations to step back and ensure that everyone concerned understands the rationale for the decisions that are about to be undertaken.

Our recommendations are based on implementing an operational structure that is based on best practice, which addresses the current (and future) needs of the municipality, which is affordable and within the town's ability to pay, and which addresses the practical realities and circumstances that are unique to the Town of Happy Valley-Goose Bay at this particular point in time.



Essentially, here is what we are trying to achieve in restructuring the town's operations and services:

- Ensure the Town of Happy Valley-Goose Bay has sufficiently qualified staff in place to meet current (and future) demands for the unprecedented level of growth and development it is currently experiencing as a result of natural resource development and preparations for Muskrat Falls Hydro development
- Develop appropriate systems and departmental structures to address important areas of concern related to these (and other) developments
- Provide technical expertise in critical areas of engineering and design to ensure the quality and success of major projects and initiatives

- Help ensure the town's professional staff have a clear understanding of their roles and responsibilities, and there is an appropriate measure of oversight, planning, and supervision in place to ensure developments are being carried out properly
- Provide oversight to the town's outside operations
- Streamline operations, structures, and responsibilities to maximize the abilities of existing staff, and to fill important professional voids that are not adequately being addressed (such as supervision and oversight of office staff)
- Provide assistance and professional support to the mayor and council to help address strategic priorities and decisions undertaken by council
- Help ensure that there is a clear delineation of responsibilities among the town's professional staff, and that the CAO can be more removed from day to day operational decisions and supervision

These are the operational goals that this review is trying to achieve, and it is our hope that the recommendations and structures put forth will provide much needed support and professional expertise in important areas of operations and services to meet these goals.





## 5.0 Current Organizational Structure

The current structure in place in Happy Valley-Goose Bay has served the town well for decades, and it is fairly impressive that the town has been able to continue to provide programs, services, and maintain operations

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*Even those who fancy themselves the most progressive will fight against other forms of progress, for each of us is convinced that our way is the best way.*

*Louis L'Amour*

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with the current staff allocation and expertise that is available. In many ways, this is a credit to the professionalism and dedication of the town's employees and professional staff.

Based on our assessment and comparative benchmarks, the town of Happy Valley-Goose Bay is deficient in several critical areas of professional expertise. There is also a need to better organize and streamline operations, and in some cases, to simply formalize what is already taking place in a number of critical areas of operations and services. It is our recommendation that several of these voids be filled almost immediately to enable the town to be better

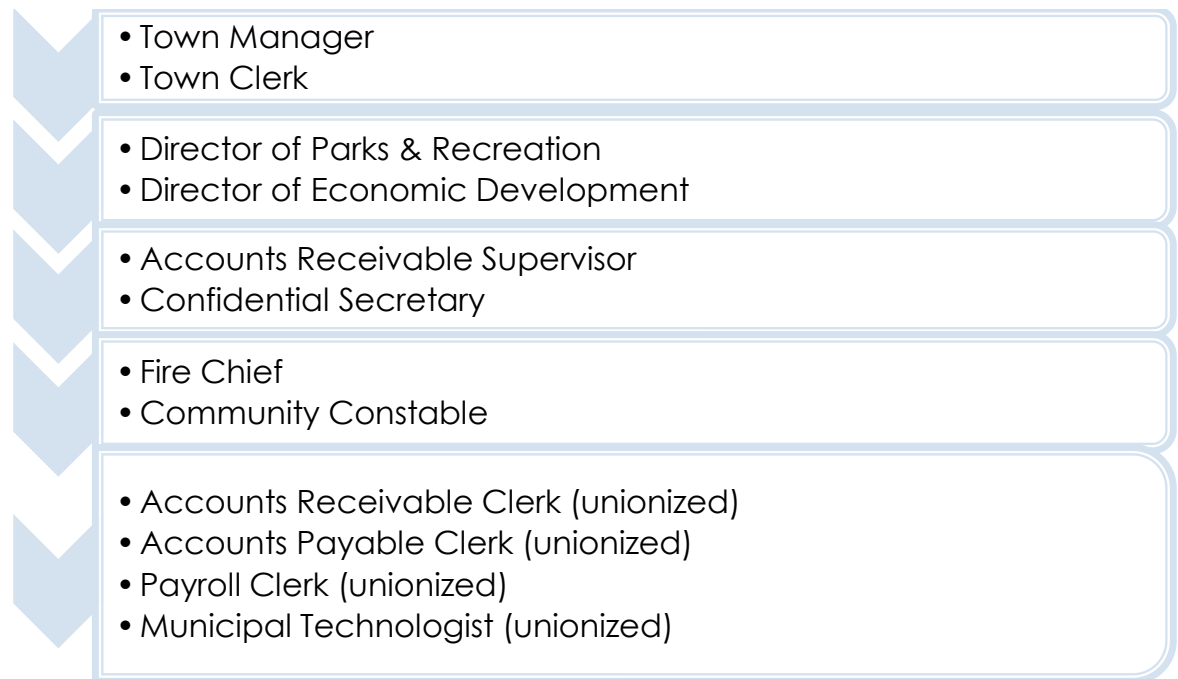
prepared to respond to the unprecedented levels of growth and expansion it is experiencing in almost all sectors.

Other areas (and positions) may be able to be implemented over a longer period of time, allowing the town a period of adjustment to better determine the effects and improvements of changes recommended in the first phase of restructuring. As a starting point, we like to review the structures and chain of command for both inside operations and outside operations currently in place in the town.

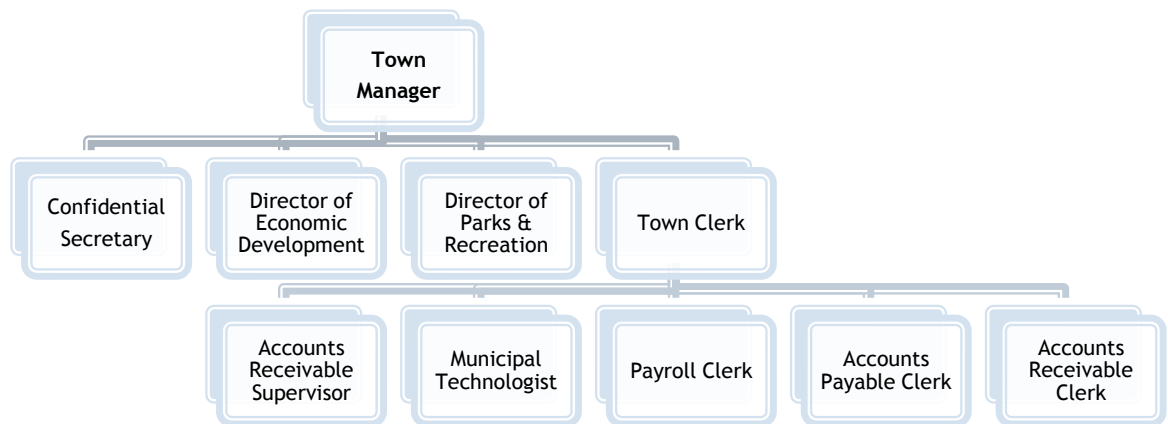
### *Inside Operations and Structure*

At the present time, the following positions are in place as part of the town's inside operations in Happy Valley-Goose Bay:

Chart 5.1



Not all employees work out of the Town Hall, but to separate finance and administration from what we consider the town's core outside operations (Water/Sewer and Roads Transport), we believe a clear delineation is required between the two. Based on this delineation, this would be a reasonably accurate Organizational Chart for the existing office structure – minus the positions of Fire Chief and Community Constable.

**Table 5.2**

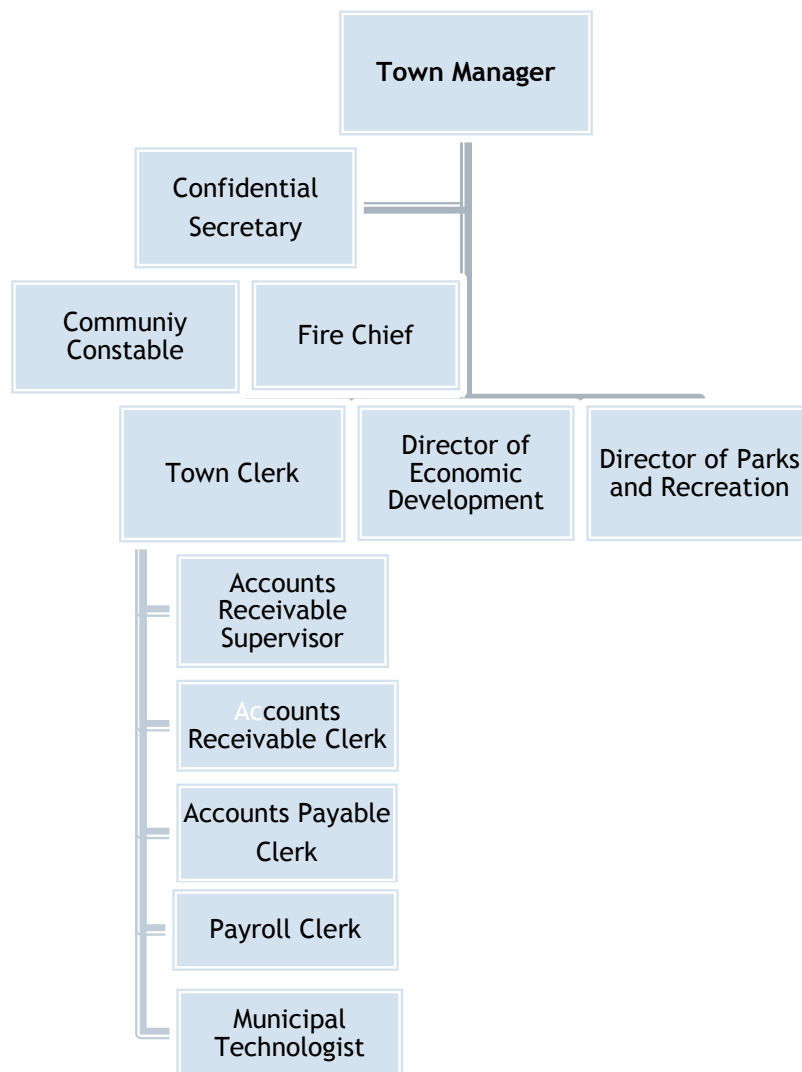
Neither the Fire Chief nor the Community Constable fit into a proper office administration chart – at least not from a hierarchical perspective. But both individuals report directly to the Town Manager, so this relationship would look something like this:

**Table 5.3**

But neither of these individuals would necessarily be considered part of a hierarchical structure in the chain of command, for various reasons. The Community Constable reports directly to the Town Manager and has a close working relationship and formalized partnership agreement with the local RCMP detachment. The Fire Chief is a part-time position, and also reports to the Town Manager.

If the Community Constable and Fire Chief were to be included in an organizational chart, the structure may look more like this:

**Table 5.4**



Under the present administrative or office structure, there are legitimate concerns about the professional workplace environment, the level of interaction among employees, and the lack of supervision and

accountability in place. This needs to be addressed as part of this restructuring.

While the current structure enables basic operations, programs, services, and administrative functions to be carried out, there are deep rooted problems in the workplace, and there are definite operational deficiencies that should be addressed if Happy Valley-Goose Bay is to be adequately prepared for an implosion on almost all fronts as a result of the impending development of Muskrat Falls and other related developments.

### ***Outside Operations:***

The town's current outside operations are divided into two easily identifiable groups – water and sewer services and roads/transport.

Obviously, these two groups work very closely to provide core municipal services to residents and businesses within the town. Generally speaking, most municipal outside operations are divided into two or three core groups, and Happy Valley-Goose Bay's structure does not deviate appreciably from this structure. By all accounts, the services provided by outside operations range from good to excellent.



There has been no criticism leveled at the volume of work or the quality of work being performed by either of the two major sides of the town's core outside operations.

Based on our observations and consultations with all parties, the only deficiency appears to be of a technical or professional nature. Both superintendents are hardworking and

knowledgeable individuals. And they do excellent work carrying out their responsibilities at the superintendent level of operations in their respective areas.

Neither have the engineering training or professional background and experience to provide appropriate measures of technical advice as is often required in different facets of outside operations, nor would they normally be expected to have that level of training and knowledge. That expertise is normally attained at higher levels within the organizational structure.

And while the Town Manager has done an incredibly good job interacting with engineering consultants, planners, developers, and other professionals to assist in the continued development and expansion of the town's operations and services, this requires a skill set that is beyond what the Town Manager can reasonably be expected to have. And even if the Town Manager was a professional engineer or certified engineering technologist, he/she would simply not have the time to dedicate to day to day operational decisions, and at the same time, carry out the other responsibilities associated with the management and oversight of such a large municipal operation.

Happy Valley-Goose Bay is a complex operation with a fast paced work environment and growing demands in almost all facets of its operations and services. And because of the sheer number and size of development projects before the town at the present time, the requirement for technical

knowledge and engineering expertise is considerable. This is not (and should not be interpreted) as a criticism of anyone. This is simply a factual observation of the skill set and expertise of the current alignment of staff.

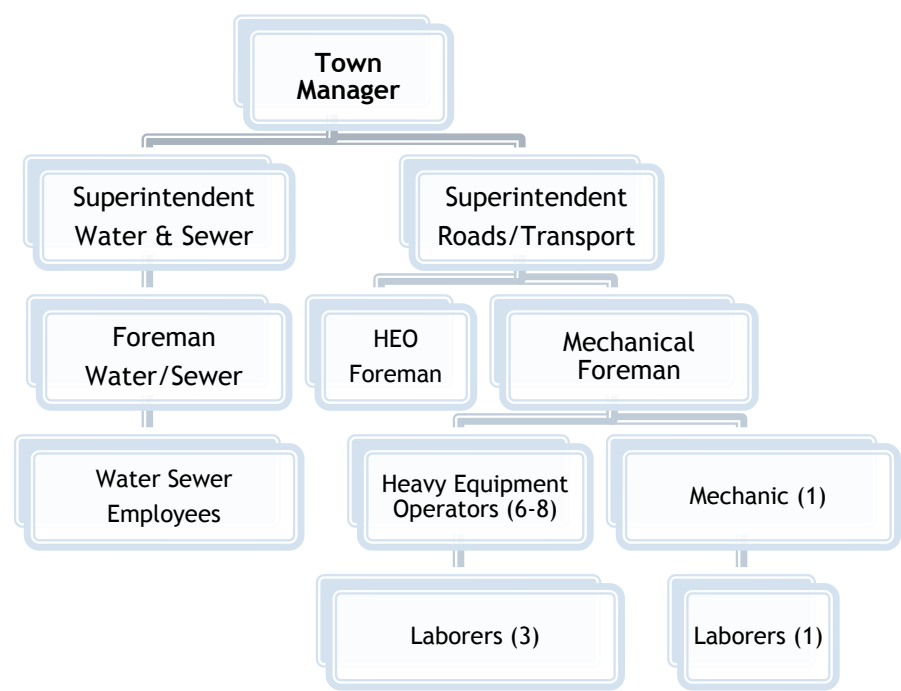
We do a considerable amount of work with municipalities of a similar (and larger) size than Happy Valley-Goose Bay, but there is no municipality anywhere in the province (outside of the capital City of St. John's) that is experiencing the level of growth and development that Happy Valley-Goose Bay is currently experiencing. The town needs someone with the



expertise (and experience) to handle these responsibilities, and to be able to deal with consultants and project managers on large-scale developments and detailed infrastructure projects such as the town's wastewater treatment plant (and other operational and facilities development). This is not a luxury – this is a basic need at the present time, in our view.

A simple hierarchical chart depicting outside operations would be as follows:

Table 5.5



Generally speaking, both superintendents report directly to the Town Manager under the current arrangement. While this works reasonably well on the surface, it involves the Town Manager in general oversight of outside operations on a daily basis, and in a municipal operation the size of Happy Valley-Goose Bay, having the Town Manager involved in



outside operations is counter-productive and a poor use of time and resources.

### **Fleet and Equipment**

Currently, the town of Happy Valley-Goose Bay has a reasonably good fleet, and has most of the equipment and fleet to carry out their responsibilities adequately. Towns will never have enough equipment, and there will always be a need to upgrade and invest in newer and more dependable heavy equipment and vehicles – especially in the harsh winter environments which public works personnel are forced to endure for much of the year in Happy Valley-Goose Bay.

But all things considered, the fleet is fairly complete and relatively modern for a town the size of Happy Valley-Goose Bay.



The table below outlines the full fleet of heavy equipment and light trucks used by public works employees.

**Table 5.6**

**Happy Valley-Goose Bay Full Fleet Listing**

Make	Model	Year	Serial #	Life Cycle
Caterpillar loader	950B	1985	22702001	expired
Caterpillar loader	950G	2003	CGX0950GAXX00602	9 years
Case loader	821B	1995	JEE0041529	expired
Case loader	821E	2009	NSF206331	8 years
Hyundai loader	HL 760	2009	L404GH11318	7 years
Caterpillar	Backhoe	1985	8SG8438	8000 hrs
Cat track loader	963D	2009	CAT0963DHLC501089	12 yrs
New Holland	Backhoe	2009	N8GH21768	8000 hrs
International	Sand truck	1980	AA195BCA10442	expired
International	Sand truck	1980	AA195BCA10478	expired
Vohl snowblower	DV4000D	2009	40479	12 yrs
Vohl snowblower	DV4000D	1987	880	expired
Vohl snowblower	DV4000D	1982	830	expired
Sterling	Tandem	2004	2F2HATAK84AM72705	1-2 yrs
International	Tandem	2010	1HTWGAAR4AJ208499	6-8 yrs
John Deere	770D	2005	DW770DX597222	3-5 yrs
Champion	720A	1995	X024818	3 yrs
Massey Ferguson	Farm tractor	1985	L101023	expired
Ford (#4)	F-150	2003	2FTRF18283CA81392	1 year
Ford (#8)	F-150	2003	2FTRF18213CA81394	1 year
Ford (#6)	F-150	2003	2FTRF18263CA76370	1 year
Chevrolet	Silverado	2009	1GCEK14X09Z240882	6 yrs
GMC	Bucket truck	1980	CKM34AB162617	expired
GMC fire truck	C8500	2002	1GDP7H1CX2J506624	15 yrs
Ford fire truck	F900	1978	C90LVCG9434	expired
Chevrolet van	1500	2001	1GCEG15W911197234	expired
Kubota	Tractor	2009	53060	12 yrs
Ford (#3)	XLF150	2003	2FTRF182X3CA81393	1 year
Ford (#5)	XLF150	2003	2FTRF18213CA81394	1 year
Ford (#7)	XLF150	2003	2FTRF18213CA81391	1 year
Chevrolet (#1)	Silverado	2009	1GCEK14X09Z240882	7 yrs
Chevrolet (#2)	Siverado	2009	1GCEK14X69Z240420	7 yrs
Chevrolet (#14)	Blazer	1999	1GNDT13W2X2161101	expired

Ford	XLF150	2004	2FTRF18284CA60754	2 yrs
Ford	XLF150	2004	2FTRF18264CA63023	2 yrs
Chevrolet	Passenger van	1990	2GAGG35J3L4138659	expired
GMC	Bucket truck	1980	CKM34AB162617	expired
GMC	3500	1995	1GCEC147052134758	expired
GMC (#11)	1500	1995	1GDHC34K9SE511845	expired
Chevrolet (#9)	Tahoe	2009	1GNFK03049R245075	7 yrs
Chevrolet (#21)	Silverado	2010	1GCRKPE08BZ269526	8 yrs
Chevrolet (#12)	1500	2001	1GCEC14W11Z169538	expired
GMC	Cube van	1987	1GDHP32D3H3505471	expired
Ford	F250	2008	1FTSW21R58EC37355	7 yrs
Yamaha generator	EF2500	1991	7LL880456	n/a
Air extractor	GP164S		500-0300-051	n/a
Jaws of Life	Hurst	2003	51255	n/a
Kubota	Utility tractor	2009	53060	12 yrs
Metro Line Tracer	810	1990		n/a
Aqua thaw		1990	PAT75	n/a
Asphalt saw	CO23	1995		n/a
Flygt	Pump		2201011	n/a
Myers	Pump		66C10225	n/a
Husqvarna	Brush saw (3)			n/a
Jonsered	Brushsaw (1)			n/a
Magnatrack	Leak locator	2004	1012014561	n/a
Superego	Pipe threader	2004	8622732	n/a
Miller welder	Matic 250	2004	LE164764	n/a
Mi-T-M hot water pressure washer	HSE-2003-2M10	2011	15067818	10 yrs
Yamaha pump (2)	YP20G	2004	161453 / 161484	n/a
LaRoche	Trailer	2004	2LCUM1A0445000151	10-15 yrs
Zamboni	Model 440	2005	7890	13 yrs
Honda pump (2)	WB20XK2	2005	WABT-1126189 / WABT-1126191	n/a
Reddy Heater	C150F	2007	2939723	n/a
Magnatrack	Locator 100	2001	450612361	n/a
Plumbermate	PMV-5 sewer camera	2005	050307	n/a
Tenco	Sanderbox	1995		n/a
John Deere	Ride on lawnmower	1987	M0F910X420446	expired
Bomag	Asphalt recycler	1979	9G0193	expired
Cement mixer	CM4	1989		expired
Asphalt recycler		1995		n/a
Honda snowblower	HS928TC	2000		3 yrs

Sears ride on lawnmower	60090	2000		3 yrs
Bomag	Compactor	1979		expired
Lincoln welder	Model SP170T	1995		n/a
Yamaha generator	EF2600X	2002	225121	n/a
Yamaha generator	EF2600X	2003	225183	n/a
Laroche trailer	Dump type	2005	2LCDM2E055S001	20 yrs
Hydraulic power pack and jackhammer	HP40	1995	5034631	n/a
Bomag compactor	BP1545	1995	101630301120	3-8 yrs

The remaining life cycles (proposed above) are for typical municipal environments and usage – and vary depending on the make, usage, maintenance, environment, and other factors. Backhoes that are well maintained and properly stored typically have a life cycle of approximately 8,000 hours in total. That's what the 8,000 hours references above. Once again, the harsh northern climate of Happy Valley-Goose Bay would have to be taken into consideration. Although, it should be recognized that much of this same equipment is used in harsh mid western environments in the US, in Europe, and even in territories of the far north. So if it is properly maintained and stored indoors, this equipment can maintain normal life cycles with proper usage and care.



## 6.0 Re-alignment of Current Staff

### **Town Manager – Becomes Chief Administrative Officer**

In order to accommodate the changes that we feel are necessary to improve the effectiveness and overall operational efficiencies in Happy Valley-Goose Bay, there must be a re-alignment of several of the current positions. This will not only revise and realign the duties and responsibilities of current staff, but it will make room for new positions to be added to the organization which will provide much needed professional support in critical areas of operations for the future.

These modifications must begin at the top. We recommend that the current position of Town Manager be expanded to a position of Chief Administrative Officer, and while the CAO is ultimately responsible for all facets of the town's operations, programs, and services, the primary areas of focus and responsibility will be as follows:

- Operational oversight and administration
- Management of senior staff
- Delivery of programs and services
- Budgetary oversight and accountability
- Information systems and technology
- Legislative duties and applications
- Planning and priority development
- Communications with council and senior staff

The CAO should not be involved in the day to day operations of the town's public works or water and sewer services. This should be administered by a separate position/department where both the technical expertise and practical experience that is provided will relieve the CAO of considerable responsibilities in day to day decision-making relating to outside operations, and will provide the town with a much

needed measure of professional expertise where specialized knowledge and technical training are critically important.

This change will also allow the CAO to spend more time implementing strategic decisions and priorities of council, interacting and communicating with senior management and other professionals, developing longer term plans and priorities that will benefit the town and which are in keeping with the directions established by council, and providing an appropriate measure of oversight and professional accountability relating to all areas of the town's operations.

The CAO must be further removed from the intricacies of day to day operations, and must be provided with staff and professional resources that will enable the town to be more effectively and professionally run in all facets of its programs and services. The CAO must operate at a higher level of administrative oversight and operations, and once the appropriate professional staff is in place, must distance himself/herself from day to day operational decisions, and hold senior staff more accountable for various facets of the town's functions and day to day operational decisions.

The position of Chief Administrative Officer assumes the legislative responsibilities once held by the office of town clerk. While there are obvious administrative and other supports in place to assist the CAO with these responsibilities, one of the major advantages to such a change is to provide the CAO with this level of responsibility and oversight, and to ensure that advice and direction relating to legislative responsibilities and/or interpretation and application of rules, responsibilities, decision-making requirements, conflict of interest, by-laws, or procedural considerations and obligations are provided by one person only, and this individual is familiar with the expectations and legislative requirements of both council and staff.

### **Town Clerk - Becomes Director of Financial Operations**

We recommend that the current position of Town Clerk be eliminated and a new position of Director of Financial Operations be implemented.

The synergy of having the CAO oversee all legislative and procedural requirements makes sense from a practical perspective, and a huge piece of the current Town Clerk's responsibilities are already related to financial management and oversight, and this seems to be an area of considerable expertise and comfort.

Furthermore, we recommend that this new position of Director of Financial Operations not be responsible for supervision and day-to-day management of office employees or for the assignment and supervision of administrative support staff. This is not the job of a chief financial officer.

Instead, we recommend that the Director of Financial Operations be ultimately responsible for the overall administration and maintenance of the town's financial operations, grant programs, funding partnerships, loans and lines of credit, operational and capital budgets, investment planning, corporate accounts, taxation, audit preparations, and related duties and responsibilities.

This is a busy and extremely important job. Based on our observations and input received, there are deep rooted human resource problems that need to be addressed by someone who has the professional expertise, training, and skills to guide and direct the workforce and supervise the town's administrative staff. This should not be the Director of Financial Operations.

There are many aspects of employee relations and human resource development that are not currently being addressed because there is simply no one to carry out this role. This important position, in our view at least, is now an "add-on" to an already busy portfolio.



The Director of Financial Operations should be focused entirely on financial operations and oversight, and should be held accountable to a high standard of professionalism and financial accountability. This would streamline operations, provide a better and more professional focus to the town's financial management, and provide an opening for an entirely new (and necessary) skill set to be incorporated into the town's professional staff – Director of Human Resources and Employee Relations.

### **Accounts Receivable Supervisor – Becomes Supervisor of Assessment and Taxation**

Very much linked to the town's tax base and overall financial stability are responsibilities associated with taxation and proper maintenance and recovery of the town's assessment roll. This is arguably the most critical position for the financial stability of the town, because without revenues received through taxation, and without careful and ongoing maintenance of the town's assessment roll, the town is not recovering its full share of revenues, and this affects all facets of its programs, services, and operations on behalf of residents and business operators.

Regrettably, municipal governments rely almost exclusively on property and business taxation for its revenue, and when local governments don't have adequate checks and balances in place to collect the revenues to which they are entitled; this creates a huge void in an already over-extended level of government and local government services.



We are not recommending major changes to the actual duties and responsibilities of the position of Accounts Receivable Supervisor, but we are recommending more streamlining of duties and specifying the responsibilities associated with assessment and taxation. Establishing

guidelines and expectations are important, and even more important is having these professionally presented in a properly developed job description where the specific duties and responsibilities of the position are clearly outlined.

We see specific responsibilities outlined as follows:

- Preparation of tax invoices
- Interaction with Municipal Assessment Agency staff and ongoing maintenance of town assessment roll
- Oversight of supplementary valuations
- Integration with staff & updating assessment files
- Collections and deferred payment plans
- Supervision of accounts receivable
- Assessment policies, procedures, and records management
- Employee leave(s) and annual leave

This position has evolved over the years, and after 38 years as an employee of the town, the current incumbent appears to have developed strong ties to the community and is very much aware of problem areas as well as areas of strength from a community taxation perspective.

This position description needs to be more formally developed, but almost all aspects of the previous position need to be integrated and retained. In the future, we could see this position becoming strictly an Assessment Clerk position, but for right now, and especially in light of the other changes recommended and the skill set and experience of the incumbent, we recommend only the changes we are putting forth be implemented.

### **Community Constable – Becomes Community Constable and Enforcement**

It is our view, having reviewed and compared many aspects of this position in Happy Valley-Goose Bay and other jurisdictions, that the current position of Community Constable should probably be the envy of most communities anywhere in the province and throughout the country.

There seems to be widespread confusion (even among some members of council) between the role of Community Constable and the role of what we would consider to be an entirely different position – that of Inspections and Development Control Officer.

In discussions with council, many of the priorities and needs identified by some councilors who seemed to be not fully content with the scope of work of the Community Constable seemed to be making references to what we would consider to be an entirely different position altogether. The work referenced seemed to be more linked to property inspections,



enforcement of the town's building and development regulations, ensuring compliance with town by-laws and other regulatory enforcement issues. These are not usually the work of a community constable or even a municipal enforcement officer – but have much more to do with development control issues and enforcement.

The professional relationship, understanding, and partnership that exists between the Town of Happy

Valley-Goose Bay and the local RCMP detachment is a special bond that reaps incredible rewards and benefits for the town, at least as far as we are able to determine.

While the optics may be that this position is too closely linked to the RCMP, and in some cases, benefits the RCMP more than the local community of Happy Valley-Goose Bay, upon closer examination this does not appear to be the case.

To have a position established that has all of the following enforcement authorities is actually quite incredible:

- Supernumerary authority and responsibilities
- The power to seize and hold all terrain vehicles and snowmobiles
- Power to arrest and detain
- Enforce and uphold the Highway Traffic Act
- Address (and detain) people who are drunk and disorderly
- Carry out crime prevention programs and coordinate search and rescue efforts on behalf of the town
- Has a strong and inextricable link with the RCMP and other authorities
- Power of inspection and enforcement for regulatory control and municipal by-laws
- Provides oversight for animal control and humane services

This appears to be only a dream for most municipalities, and while it may appear that the town is actually taking the RCMP “off the hook” by providing an officer to carrying out these responsibilities on behalf of the town, this is probably not the case.

Our experience is that many of the duties and responsibilities now being coordinated and conducted by the town’s Community Constable are things that are often neglected in many other communities. Local RCMP officers often deal with higher levels of crime and investigations, and have little time to deal with local matters that are of importance to the community, but are matters of much lower priority for RCMP officers in many communities throughout Canada.

The strong working and professional relationship that appears to exist has been developed and nurtured over time, and we believe this serves the town extremely well in highlighting local policing and enforcement issues, and especially when calling on the national police force to assist in carrying out responsibilities where the strength of the law is required to deal with more serious local issues and enforcement. We’re aware that not everyone agrees – but this is our conclusion.

While it may be argued by some that this position could do more in the area of enforcement of local issues and bylaws, this position appears to

monitor and more than adequately enforce many areas that would not be typically well monitored or enforced by federal or provincial police agencies (like the RCMP or RNC) – simply because they are not high enough a priority to allocate resources from a national or provincial police force. This is the sad reality facing many communities in Newfoundland and Labrador, and in many cases, there is no one to fill the void.

Council should be reminded that this position is not a Building Inspector or Development Control Officer. Most local Municipal Enforcement Officers monitor things such as garbage regulations, noise bylaws, trail way infractions, and other such infractions, but almost never actually do the work of building inspector or development control officer.

That is not to suggest that some of this work can't be done, or that the job of the Community Constable can't specifically include enforcement for local by-laws and regulations. In fact, that's exactly where we see some of the responsibilities could be expanded and specified. But there is a limited amount of time that can be dedicated to this work, especially in light of many of the responsibilities that already appear to be undertaken. Perhaps an entirely new position in Development Control should be considered for the future.

It seems to us that perhaps the work of the Community Constable and all that is done through this position in Happy Valley-Goose Bay is not particularly well understood or communicated. If it were, we believe there would be more widespread respect and acceptance of the position and the value that this position provides for the investment. There might also be a greater appreciation for the support and strong partnership(s) developed with the RCMP and with other search and rescue coordinators and operations affiliated with the town.

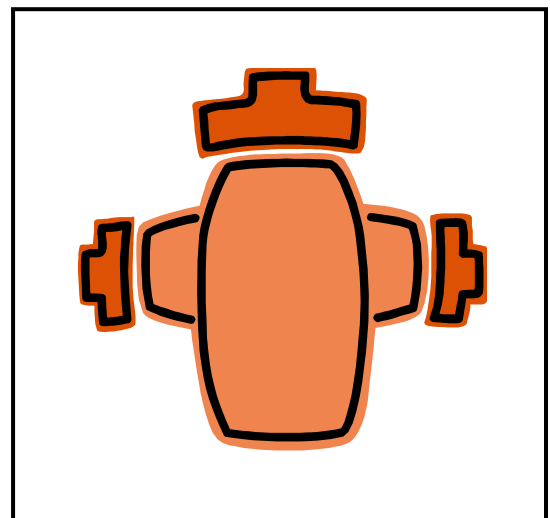
Simply put, this position seems to provide excellent value, and perhaps its importance is not well communicated or appreciated – at least based on our understanding and experience with jurisdictions elsewhere where we have worked and carried out research on local policing and enforcement services.

### **Fire Chief – Becomes Full-time Fire Chief and Health & Safety Officer**

It is our belief that the time has come to make the position of Fire Chief in Happy Valley-Goose Bay a full time permanent position, and to merge the skill set to provide some basic oversight and services in the area of Health and Safety – an area that is entirely deficient in the town at the present time.

A full time Fire Chief will provide a greater degree of service, professionalism, inspection services, fire prevention, and good public relations for the town. Because of the relative isolation of the town, and its sole dependence on strong local emergency services, NOT to have a full time fire chief might actually appear to negligent to some. This will be particularly true as the town continues to grow and expand, and it will be especially true when the town becomes the local hub for all related Muskrat Fall's development and industrial expansion.

The current fire chief does an excellent job, and in our view at least, provides exceptional service for the time that he has to dedicate to the job. His professionalism, passion, commitment, and interest in the job is quite evident. But being a Fire Chief in a town the size of Happy Valley-Goose Bay, with the amount of infrastructure, residential and commercial development, and government buildings and services that are already in place in the town is a huge responsibility. And it is hard to manage these responsibilities properly without being able to give the job the full attention and dedication that it obviously deserves.



While there is a contingent of full time fire fighters, and the fire volunteers are particularly well trained and supported primarily because of their

professional affiliation with SERCO, leadership always begins at the top. All aspects of fire suppression, coordination of fire inspections, training, and fire prevention would be better served if there was a full-time chief in place, and I doubt that anyone could rationally argue against that.

At the same time, the town could definitely benefit from having the services of a health and safety coordinator.

Health and Safety responsibilities could include the following:

- Safe work standards and protocols
- Employee wellness
- Workplace health and safety (Policies & Procedures)
- Workers' compensation ratings
- Facilities usage and safety

It could not be reasonably expected that these responsibilities could be as adequately or professionally handled as if there was a fully trained and professionally designated health and safety officer fulfilling the role. But we feel that a Fire Chief & Health & Safety Officer would provide an added measure of professional support in two critical roles if the town decided to pursue this option.

That would be our recommendation. The time may come where these roles will need to be separated. But for the foreseeable future, at least, this seems to be the most responsible (and affordable) approach where the gains can be felt in two critical areas of municipal operations. We have developed a revised job description for this (and all other) revised or new positions we are recommending, and these will clearly outline the operational responsibilities and the specific duties associated with these positions.

### **Director Parks and Recreation – Becomes Director of Community Services and Recreational Facilities**

The face of “parks and recreation” is being forced to change to adapt to the changing needs (sometimes demands) of our shifting community



demographics. The so called “baby boomers”, while aging, are still very active in our communities, and they are sometimes placing new demands for programming, facilities, and community based social activities - the likes of which have never been seen before. Our aging adults are living more active and productive lives, they are generally better educated and stronger advocates, and their life expectancy is well beyond what was ever previously anticipated.

Community based recreation programs were once almost entirely focused on youth. And while youth programming is still a major focus of recreational programs and facilities, there are new and expanded demands for family activities, unstructured sporting programs and facilities (like skate parks), programs and facilities for aging adults, and an expectation that communities will help provide for and care for our aging population.

It is a known medical fact that the health and wellness of aging adults is directly correlated to the amount of interaction and socialization that these individuals have with their peers. Baby boomers are often quite capable of organizing themselves and their own activities. But they look to



council for facilitation, administrative and logistical support, as well as space/facilities to run their programs. There are more and more demands for walking trails, concerts in the park, outdoor lunchtime events, community events and celebrations, clean

open spaces, bike trails, and other green spaces. Community services are not about running organized sports and sports programs, or building recreational facilities and playing fields. It is a broader and much more expanded mandate that involves the entire community in active living programs and initiatives. It involves wellness and healthy eating. It involves youth, male and female, family activities, community wide celebrations and events, activities for aging adults, active and passive programming and events, formal and informal facilities and event scheduling, and year round programming and differentiated facilities usage.

While there are still demands and close connections to organized sport, the mandate and expectations of community services (or recreation) have changed. In Happy Valley-Goose Bay it seems that senior staff are very much in tune with these changing expectations. So the purpose of the change in title and proposed revision to job duties and responsibilities is more to formalize these expectations and update the job description to better reflect the realities of the job in the present day.

There is a very close connection and an almost unbelievable level of community support for a large number of community based initiatives in Happy Valley-Goose Bay. At times, we believed this level of support was excessive and “over the top”. But upon closer examination it is probably more a part of the realities of northern living, as well as some cultural differences and expectations associated with living in the north. In many cases, if the town did NOT provide this level of support, there is simply no one else to fill the void, and many of these supports and services would collapse. Service clubs and church groups seem to rely on “in kind” services from the town, and unlike in many other environments, if these services and supports are not provided there is nowhere else to turn.

This translates into political realities in some cases, and even for someone like us who have undertaken similar organizational reviews in many different environments and communities throughout Newfoundland and Labrador; there is no environment quite like Happy Valley-Goose Bay. The demands and expectations are considerable from all fronts: there are huge expectations to serve and support the aboriginal communities; there are very real expectations for expanded base operations at Five Wing Goose Bay; the town is the industrial and service hub for both the north and south coast; and the impending expectations surrounding the Muskrat Falls hydro development project are immense. Despite its history of peaks and valleys, Happy Valley-Goose Bay has never experienced such high expectations for the future, and these expectations appear to be very real and well founded.

No department is as closely linked to “quality of life” issues and making the town an attractive place to live, work, and raise a family as is the

Community Services department. There will be increased demands for staffing, and more pressures for new and modern recreational facilities and supports for residents of all ages. These demands have already started, in fact, and they will only increase over time.

What we propose to do is to update and modernize this Director of Community Services and Recreational Facilities position and better reflect the realities of what is being done and the changing expectations for the future.

### **Superintendent of Roads/Transport – Becomes Superintendent of Public Works**

While this may appear to be a modest change in title only, it is a little more than that. This position is already responsible for a great deal more than roads maintenance and snow clearing operations.

The Superintendent is responsible for the maintenance and operation of the town's fleet and heavy equipment, supervises heavy equipment operators, and assigns work (and workers) to assist in all outside operations relating to underground infrastructure as well as parks, open spaces, and general grounds maintenance where such heavy equipment and operators are required.

There are responsibilities to oversee the town's mechanical staff and to assign work on a priority basis, as required. In winter (and winter conditions are particularly long and demanding in Happy Valley-Goose Bay), the Superintendent is responsible for all aspects of snow clearing operations and ice control, and by all accounts, these services are second to none in Happy Valley-Goose Bay.

With severe freeze/thaw conditions so prevalent in the spring and early summer in the town, the requirements for ditching, road repairs, culvert work, shoulder repairs, maintenance of storm sewer drains, and asphalt patching can be pretty demanding.

The town's recreation department also requires the services of heavy equipment operators and equipment to assist in clearing and grubbing land, site preparation work, development and maintenance of green spaces, walking trails, bike trails, and other recreational requirements.

And while the town's garbage collection is a contracted service, there are responsibilities for waste management oversight and to address complaints relating to waste management services. But the Superintendent is also responsible for the ongoing care and maintenance of the landfill site, as well as for the coordination and collection of bulk garbage operations (spring cleanup) – and this requires a considerable deployment of workers and heavy equipment to carry out these services effectively.

As we have discovered, Happy Valley-Goose Bay provides considerable “in kind” support and services to charitable groups, service clubs, local churches, and various community groups, and many of these services require workers, equipment, and other resources from Roads/Transport. In many cases, there are few (if any) options for these groups to turn for support services.

The reality is that this current position (and title) doesn't adequately cover the range of services and responsibilities covered by a Superintendent of Roads/Transport position. Since we are undertaking this review, we feel this is the appropriate time to initiative such changes and suggest a change in title for this position.

### **Director of Economic Development – Becomes Manager of Special Projects and Economic Development**

In many respects, the current position of Director of Economic Development deals with special projects and planning initiatives on behalf of the town anyway, and this actually consumes a great deal of her time and attention. In the current environment, there are a multitude of special projects designed to help lay the groundwork for impending industrial expansion and growth for the future.

The only obvious restriction is, if this position was operating at a Director's level, this would be a department of one individual. No one would be reporting to this Director. While this individual manages incredibly important files, it does not directing a department and does not have responsibilities for other personnel. Therefore, we are recommending that this be assigned and classified as a Manager's position.

Someone has to assume responsibility for the special project planning and development of larger scale projects, which will bring about real economic development benefits to the town. This project planning is entirely different from the type of regulatory planning and controls associated with building requirements, site development, building codes and enforcement, or even land development agreements.

The special project planning associated with major projects such as Goose Bay Center, and planning for the Muskrat Falls development focus on market trends, identifiable service needs or marketplace voids, new trends and requirements, proposed shifts in demographics and purchasing requirements, tax and/or building incentives, employment opportunities, availability of land, and other considerations.

There are definite economic development ties, but these are large and specialized projects that consume a great deal of time and energy. These projects require dedicated support and coordination of services and technical knowledge from a wide variety of people - including council, provincial and federal government officials, the town's professional staff, planning and engineering consultants, as well as input and consultation from the general public. These special projects dramatically change the face of communities, and while they generate much needed economic development support and investment, it is essential that this investment be properly controlled and developed, and that it is in keeping with the wants and needs of residents and business operators.

Business operators are driven by profit. While it is often true that when businesses make money – communities flourish, it is also true that, in far too many instances, big business and business investors could care less about the quality of life of residents and how their operations encroach on established lifestyles and land developments. Their priority is to build quickly and develop cheaply to increase profits.

The Manager of Special Projects and Economic Development must strike that balance between development and lifestyle on behalf of council, and try to ensure that the interests of developers and investors are secured, but not at the expense of taxpayers and the overall well being of residents of the town.

Right now, the Director of Economic Development is an integral position in helping achieve prosperity and employment. There are a lot of different projects under development, and there is an incredible mix of local business development, business retention initiatives, large land assembly initiatives, discussions surrounding the proposed expansion of 5 Wing Goose Bay, talks to open up critical pieces of Crown land for industrial, commercial, and residential development, and specific plans and preparations leading up to the sanctioning of the Muskrat Falls Development Project.

It is easy to be critical, at times, of what might “appear” to be a lack of progress in some areas of project planning or economic investment. But these initiatives are not entirely under the control of the town or its resources. Project planning and economic development initiatives of this scale and magnitude rely more on longer-term partnership development agreements and investment confidence. The town must be a player in all facets of project planning and development, and at times, must be a catalyst for change.

Town councils have the local knowledge and initiative, and the town's professional staff provides the technical expertise and support. But in the end, the Mayor and members of Council will be responsible for the overall effect that resource based projects and other investment initiatives will

have on the quality of life of the residents of Happy Valley-Goose Bay. This is a huge responsibility and often becomes a “balancing act” that councils struggle to attain. Everyone wants investment, economic prosperity, and new employment opportunities (and all that comes with it). But these opportunities seldom come without a price. Residents need to understand that there is no perfect world. The best that most realistic councils hope to achieve is to strike a balance – and balance usually requires some level of compromise. This is where the value of proper project planning and wise economic development really pays dividends.

Once again, we will highlight changes and important areas of focus and priority for this position in the revised job description. It will be more of a formalization of what exists, to a large extent, but with clarifications, additions, and revisions to existing responsibilities.

Once large-scale investment and development are in place, the attention of the Manager of Special Projects and Economic Development will be to maintain levels of satisfaction and support through business retention initiatives and strong partnership agreements. But there is a great deal of work to be done before the town is at that stage of readiness.

### **Other Existing Positions:**

At the present time, we don't see a need to revise or amend any of the other existing office positions – whether unionized or not.

There is a need for a Superintendent of Water and Sewer Services, a Confidential Secretary, and the roles of Accounts Payable Clerk and Accounts Receivable Clerk must be maintained. And someone is required to do payroll and other related responsibilities.

With the exception of the Superintendent of Water and Sewer and the Confidential Secretary, the other positions are unionized positions anyway, and are really not part of the scope of this Organizational Review. Any proposed revisions to duties and responsibilities for unionized employees would have to be discussed and ultimately approved by the CUPE

representative and local union representatives. But for the most part, we don't see any immediate need to do that. Most of the revisions that we see as necessary relate to non-bargaining unit or management positions. The actual structures of most of the unionized positions from what we have been able to observe are essential positions which exist in almost all municipal jurisdictions. We really see no need to make fundamental changes to these titles or to the duties and responsibilities assigned to these individuals.

A summary of the revised positions that we are recommending are contained in the table below:

**Table 6.1**

<b>Current Position</b>	<b>Proposed Change/Title</b>
Town Manager	Chief Administrative Officer
Town Clerk	Director of Financial Operations
Accounts Receivable Supervisor	Supervisor of Assessment and Taxation
Community Constable	Community Constable and Enforcement
Fire Chief (Part-time)	Fire Chief and Safety Officer (Full-time)
Director of Parks and Recreation	Director of Community Services and Recreational Facilities
Superintendent of Roads/Transport	Superintendent of Public Works
Director of Economic Development	Manager of Special Projects and Economic Development



## 7.0 New Positions Recommended

It is our belief that the Town of Happy Valley-Goose Bay is in immediate need of several positions that we feel are critical to the town's operational structure and future growth and expansion.

If the Town of Happy Valley-Goose Bay is to be able to handle the level of growth and development that is anticipated from virtually every sector, including:

- substantially increased residential demand and development
- commercial and big box store development (including the proposed Town Center)
- proposed expansion and development of the North Side
- upgrades to the port and port authority structure
- development of the Lower Churchill project
- development of new industrial and warehouse space
- expansion of 5 Wing Goose Bay
- expansion and development of other natural resources developments (mining, forestry etc.)
- upgrades and expansion to essential services and emergency operations such as (schools, fire and emergency services, policing, medical support services and hospital expansion, post secondary training institutes etc.)

The town's involvement and support for these initiatives will make it necessary to have more appropriate levels of professional expertise on staff to help develop, administer, and provide professional oversight for such large-scale developments. This is an extremely important time in the

town's history, and critical decisions are already being undertaken that require technical expertise and detailed professional advice.

This cannot be done to the degree required with existing staffing levels and professional support. This is to take nothing away from current staff whatsoever. The volume and demands are simply too much. Therefore, it is our recommendation that a number of positions be immediately added to the town's professional staff in order to be better able to meet operational requirements, and to ensure the town is better prepared to assume responsibility for the level of growth and expansion it is facing.

#### **Director of Human Resources and Employee Relations:**

With the proposed change in responsibilities for the existing Town Clerk, this is a position that must be filled immediately. The general scope of work for this position would be as follows:

- supervise and manage office staff
- coordinate professional development and training requirements of staff
- manage employee benefits and issues relating to workers' compensation, LTD, and EI benefits and entitlements
- maintenance of the collective agreement and collective bargaining issues
- assist with grievances and coordinate Labor Management Committee meetings
- routine hiring and other employee related responsibilities
- employee files and records management

It is quite obvious that these are all areas of paramount importance to any organization, and while we are not suggesting that these responsibilities are not being carried out at the present time, it is our belief that these would be more appropriately and professionally handled by someone who has the knowledge, training, and expertise to handle all aspects of this position.

There are deep-rooted issues that have been percolating for some time among the town's office staff, and these issues need to be addressed immediately. With such a small workforce, there is no reason why these issues cannot be addressed and problems resolved quickly, and to the relative satisfaction of all. Otherwise, employees will have decisions to make about their continued employment with the town. This is not a time to tolerate or enable festering personal or professional conflicts. There is simply too much work to do. These must be addressed, resolved, and staff

must move on. Happy Valley-Goose Bay needs to operate as a cohesive team and cannot and should not tolerate employees who wreak havoc or show disrespect. Teamwork, collaboration, consultation, and communications needs to replace individualism, anxiety, disrespect, and frustration.

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*How would your life be different if you stopped making negative judgments about people you encounter? Let the day be the day you look for good in everyone you meet and respect their journey.*

Steve Maraboli

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Employees need to have direction and consistency in the workplace, and they need to be held accountable for both their work and their behavior at all times. At the present time, we are not convinced that this level of accountability is in place to the extent that it should. Workers need to show respect for supervisors, for one another (and for oneself), and there should be clear expectations for both behavior and performance in the workplace. When employees deviate from what might be considered acceptable workplace

behavior, or when employees refuse to perform reasonable duties as requested, they need to be dealt with immediately and actions need to be undertaken in accordance with the terms and conditions of the collective agreement, any Employee Agreements for non-bargaining unit staff, and/or labor standards established for workers in the province of Newfoundland and Labrador.

The employer has the authority to manage and direct workers, and this is clearly articulated in most collective agreements and other working agreements. Senior management must not be reticent to act when job actions or disciplinary decisions need to be undertaken. It is important, however, to make these decisions in accordance with the provisions of existing working agreements and to document each correspondence,

and also ensure that file copies are provided to appropriate union (and other) personnel as required. But respect is earned – not demanded. The workplace environment must improve to enable people to feel like they are part of a team – part of something special, where they are treated fairly, respected for their contributions, and made to feel they are a valuable part of the services and operations of the town – regardless of where they are in the system.

So, from our perspective at least, we would see this as the first and most immediate priority as a new position. We recommend that the town hire a competent Director of Human Resources and Employee Relations immediately to manage and supervise the office staff, and to handle other important human resource issues on behalf of the town. A detailed job description has been developed for this position.

#### **Director of Engineering and Outside Operations:**

Another position that we feel is essential at this time is the position of Director of Engineering and Outside Operations. This individual will assume full responsibility for oversight and supervision of all outside operations, facilities, human resources, and equipment. The goal is to place the town's entire outside operations (water and sewer and public works divisions) in the hands of one individual who will have full responsibility for day to day operations and decisions. This individual will have the professional skills and knowledge to plan and direct operations. But even more importantly, he/she will have the technical expertise to interact with engineering consultants and developers on design proposals and other engineering plans and specifications on behalf of the town. The Director can have input into decision-making and provide support and feedback regarding critical decisions that are more technical in nature. Furthermore, the Director will be able to help oversee building and development of infrastructure, facilities, and new developments from a more informed engineering and technical perspective on behalf of the town.

As well, the Director of Engineering and Outside Operations will be an important liaison and support for the CAO, and for the mayor and council, in the continued development of infrastructure and related facilities to support critical town infrastructure and continued development.

Obviously, the CAO has responsibility for all the town's operations – and will continue to assume overall responsibility, and must continue to be informed. At the same time specific matters, professional advice, and direction pertaining to day-to-day operations for public works and water and services will be handled by The Director of Engineering and Outside Operations. This individual will have the knowledge, background, and the practical experience to address matters pertaining to outside operations.

Currently, the Town Manager provides oversight to both superintendents (Water and Sewer and Roads/Transport) and does a good job supporting both areas of operations. But the demands in all areas for the Town Manager are extremely high. That leaves little time for important work relating to communications, interaction and follow up with council, higher



level planning and priority development, meeting with potential developers and investors, interaction and input into project management, consideration of larger scale planning and development issues, handling of public relations and communications on behalf of the mayor and council, interaction with various government agencies and related advocacy work on behalf of the town, dealing with consultants and other professionals, seeking funding support and partnership agreements, and general longer term planning and

sustainability issues that are so important to the town at this time.

In short, the town needs to immediately hire a capable individual to manage and direct engineering services and the town's outside operations. This individual will not replace the existing superintendents –

but will enhance and support their work. There is a significant (and significantly knowledgeable and experienced) support staff already in place. But the Director of Engineering and Outside Operations will be the liaison between the town and its engineering consultants, and will be able to provide important day to day advice, technical support, and practical advice on matters of importance to the town's full suite of outside operations and municipal services.

This will be an invaluable resource not only to the Superintendent of Water and Sewer and Superintendent of Public Works, but this individual will provide valuable support and advice to the CAO and council in all areas of operations from road design, building and development, site preparation and design, water retention and storm water management systems, water and sewer services, tender specifications, water treatment and waste water treatment initiatives, design and maintenance of lift stations, pump houses, water reservoirs, and other related issues, as well as provide valuable in-house expertise in areas that are critical to municipal operations and outside service requirements.

The Director of Engineering and Outside Operations becomes the "go to" person for all outside services. And while no individual will have the skills necessary in all areas of operations, and this is just one person after all, there will be a far greater degree of comfort and technical expertise to draw upon where this individual will be able to interact more comfortably with contractors, developers, engineering consultants, planners, and design technicians to better understand issues and put forth recommendations to council and senior staff for their consideration.

At the present time, this is a position (and skill set) that is badly needed, and we urge council to act quickly to fill this position as soon as possible to fill this important void.

**Community Events Coordinator:**

It is our view that the current Director of Parks and Recreation spends a disproportionate amount of time planning and implementing community events and helping to coordinate regional and other events that utilize the town's arena and other outdoor recreational facilities. This is already a busy and demanding job, and planning such events takes away from what we see as important long-term planning, community program development, and recreation oversight.

Happy Valley-Goose Bay has an excellent program of year round events and activities, and tries to keep residents active in programming and special events that appeal to various age groups, family activities, community groups, and a schedule of regional festivals which engage corporate (and government) communities and interest groups. In fact, there are approximately 34 events scheduled in the town's recreational calendar for 2012, and that's an incredible amount of planning and oversight. Planning and implementing these "special events", festivals, and trade shows leaves little time for planning and administering community based programming for different sectors within the community. There seems to be a real shortage of "programming" for youth, aging adults, and even families outside of special celebrations and community events.

The demands of community recreation are changing, and more and more demands are being placed on towns for family based programming, community events, improved and expanded facilities, a year round calendar of programming and events, and for increased opportunities for aging adults. At one time, recreational programming evolved around youth and was primarily focused on established core recreational programming such as hockey, soccer, and softball etc. This is no longer the basis of community recreation programming.



We recommend that the department of Community Services hire a full-time Community Events Coordinator to schedule, plan, and implement community events, and to work with facilities managers, economic development personnel, and others to coordinate events.

These events can be major tourism attractions and even more importantly, they provide residents and families with meaningful community based activities to keep them actively involved in community life in Happy Valley-Goose Bay. As many of the town's proposed resource based developments unfold, there will be even greater demands for community activities, and there will be a need to introduce new and innovative activities and community based programming templates – not just reproduce templates that have worked successfully for years.

With the current schedule of events, community event planning is already a huge responsibility. But there will be even greater demands for year round community events (both indoors and outdoors), as well as demands for things like a full schedule of summertime noon “concerts in the park” and other events where more informal gatherings can be scheduled in the town's parks or open spaces to highlight musicians, dancers, actors, and other local (and visiting) entertainers and groups. These would also be a great opportunity to highlight and support the local aboriginal communities and so many other cultural groups who want (and need) a place to share their culture and talent in positive and productive ways within the community.

Just some of the events and community activities which Happy Valley-Goose Bay are involved in scheduling are as follows:



Table 7.1

Community Events	Level of Involvement
Christmas & Other Events	Santa Clause Parade Coordination and Oversight Snow-Break Activities (one week) Bonfire Night - Preparation and Planning Winter Lights at Christmas
Expo Labrador	Expo Labrador Exhibition and Trade Show (Arena)
Cain's Quest	Logistical Support & Race Planning through HV-GB
Minor Hockey	(4) Minor Hockey Tournaments (1) Pan Am Senior Hockey Tournament Christmas Rec-League Hockey Tournament End of Year 3 on 3 Tournament
Figure Skating	Snowflake Figure Skating Show's (2 each year)
Cross- Country Running	Oversight of All 4 Running Events Organization of Major Trapline Marathon
Remembrance Day Activities	Coordination of Ceremony --
Relay for Life Cancer Relay	Participation and Support for Event Planning
Community Garden	Every Saturday (August 1 <sup>st</sup> to October 1 <sup>st</sup> )
Soccer	Labrador Soccer Cup (5 days) Annual Minor Soccer Festival (Youth)
Skate Board Competition	Logistical Support and Venue Preparation/Oversight
Softball	Labour Day Slo-pitch Softball Tournament Minor Softball Fundraiser (1 per summer)
Aboriginal Day Activities	Assist with Event Planning, Facilities, and Logistics
Bicycle Rodeo	Planning and Facility Set Up/Break Down
Labrador Craft Sale	Facility Preparations and Design
Tidy Town's Competition	Annual Competition through MNL and Municipal Affairs
Music	(3) Kinsmen Park Music Nights Various Concerts and Functions
The Great Labrador Canoe Race	Organization and Facilities Preparation
Birch Brook Cross Country Loppett Race	Annual Event - logistical & administrative support
Floor Hockey	(1) Floor Hockey Tournament
Golf	Set up for Two Golf Tournaments

Once again, as the town expands, develops, and flourishes, this is an area in which there will be increased demands and even higher expectations. With a Community Events Coordinator in place, the full calendar of events can be revisited, and the Community Events Coordinator will help fill voids and develop partnerships with various volunteers, community groups, and

corporate sponsors to schedule events and ensure that the town's events calendar is continuously changing and meeting the needs of various interest groups within the town.

Most outside operations are related to core or essential services. Services such as garbage collection, repair and maintenance of water and sewer services, and roads maintenance and snow clearing operations are all viewed as core municipal services.

At the local level, residents and tax payers often see community events and recreational services as the only other benefits provided through their tax dollars. They provide entertainment, help educate the public, and provide wholesome outlets for people to experience unique community entertainment and culture. Community events build pride in our towns and communities, they help develop and acknowledge our diversity and culture, they celebrate strength and unity, they bring volunteers and community groups together, engage corporate sponsors, and generally celebrate all that is good about our communities.



Community events also provide residents (and visitors) with meaningful leisure time activities and recreational opportunities to help make northern living a more exciting, family oriented, and positive experience for all concerned. They engage political partners and the corporate community. They support key industrial and resource based development and those who work in those sectors. Community events encourage the aboriginal communities to express pride and share their unique cultural differences with the broader community through song, dance, stories, and traditions that demonstrate pride and acknowledge their richness.

There is no down side to investment in community events. But someone needs to have the time to be responsible for the overall coordination and implementation of events to ensure that events do not become repetitive

and stale. Once again, the Town of Happy Valley-Goose Bay does an excellent job coordinating these events. But to be done well, with proper follow up, debriefing, and changes to scheduled programming and events to keep people engaged and supportive, someone needs to be responsible for the coordination and planning of community events – and for this alone. This is too much for the Director to coordinate in addition to the many other responsibilities of the job, which include:

- Maintenance of parks and open spaces
- Upkeep of all indoor and outdoor recreational facilities and playing fields
- Development and maintenance of biking and walking trails
- Maintenance of winter trails and facilities
- Funding and proposal writing relating to recreation
- Hiring and supervision of recreation staff
- Coordination of grant funding and summer student programming
- Grounds and turf maintenance
- Coordination of special events and celebrations
- Regional athletic games
- Capital works planning for recreational facilities
- Strategic planning and development of a longer term Recreation Master Plan
- Planning of meetings and regional events
- Professional development and training of staff
- Attendance at regional and provincial recreation meetings and conventions
- Development of youth and seniors programming
- Coordination of various recreational groups, leagues, teams, and committees
- Liaison with community volunteers, service clubs, church groups, and private facility operators (such as Amurak Golf Club etc...)
- Other related responsibilities

While the hiring of a Community Events Coordinator may not appear to have the same urgency as some of our other recommendations we have put forth, we recommend that the town fill this position as soon as possible, and that monies be allocated as part of the 2013 budget year to fund this position, if possible.

**Director of Planning and Development:**

With the level of growth currently being experienced in Happy Valley-Goose Bay in recent years, it may not be too long before there will be a need for someone with the proper planning skills and knowledge in the broad area of municipal planning and development to be hired to provide professional advice and oversight to the town's continued growth and expansion. A Director of Planning and Development would be primarily responsible for:

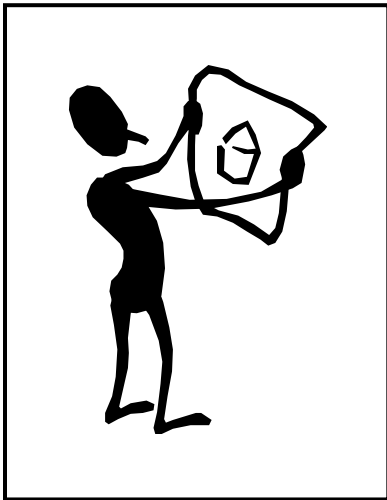
- planning oversight
- larger development commercial developments
- large box store development
- sub-division agreements
- industrial development and warehouse development
- redevelopment of existing industrial and/or warehouse lands
- rezoning applications (and recommendations)
- maintenance of the town plan and development regulations
- coordination of commission hearings
- communication with planning & engineering consultants
- cartography requirements
- variance requests and recommendations
- discretionary applications
- public consultations
- assist the CAO with special project planning and economic development
- general oversight for town planning and conceptual designs

Planning is an extremely busy area for a developing town, and is usually the first "point of contact" for all development requests and plans for expansion.

A qualified municipal planner would be responsible for general coordination of the town's planning and development, and would be able to provide sound technical advice to council and senior staff relating to planning details. This individual would be knowledgeable of

infrastructure considerations, proper and consistent application of the town's municipal plan and development regulations, as well as put forth recommendations to council (and developers) for ways to alter development applications to enable applicants to comply with regulations, or in some cases, to amend the town plan or development regulations to accommodate requests that seem to make sense and which would be a good overall fit for the town and its development plans.

Regrettably, too often people with these skills and knowledge are added too late in the process – after a bulk of the development work and



planning has been done. Routine applications and permits would continue to be handled by the town's planning technician. But detailed applications and large scale developments, subdivision agreements, housing projects, condominium developments - many of which the town of Happy Valley-Goose Bay have been considering for several years now, really require the skills, knowledge, and experience of a professional municipal planner who can put forth recommendations and suggestions to improve developments, and who will safeguard and protect the interests of the town (and its taxpayers) to help

ensure that developments fit the overall vision and plan for the town, and maximize the benefits of remaining developable lands.

It would also be the responsibility of the Director of Planning and Development to work with the CAO and council to spearhead and coordinate efforts for acquisition and control of Crown Lands that have been identified as being necessary to support the continued development of Muskrat Falls and other large scale development projects planned for the town (and surrounding areas). This would be a huge piece of work that, once again, requires the knowledge and technical skills for proper advocacy and rationalization to support the development needs that have been identified by the town.

The time of greatest need for a qualified planner is now. Perhaps some of the other positions can be more easily “phased in”. But once lands are identified for development, and development plans are already in place, the window for full disclosure and proper consideration of all available options is lost. This is something that needs to be considered by the town – and should be considered very soon. If this work is being adequately handled by council or other staff, then perhaps the need is not as great as we may think. But proper planning (or the painful and lasting effects of poor planning) can linger for many years.

Professional planning and development is not always seen as a high enough priority among councils who are developing quickly. In actual fact, this is the one area in which councils should be most proactive and well informed very early in the development process. Continued development and expansion is almost always seen as beneficial for most local governments. But far too often developments are poorly handled, and developers (who have the skills, financial resources, and technical support) often find loopholes in regulations or take advantage of councils who are sometimes too eager to see development take place without full consideration of the effects (or alternatives) which could improve developments and lessen the adverse effects on existing developments and residents of the town. Properly planned development often proceeds with more favorable results and greater support and consultation from the public. Quite often, it is the lack of information or understanding that provides the greatest anxiety among taxpayers. Once residents and existing business operators have full disclosure, information, (and input) into the process, there is often a willingness and ability to find common ground and to amend development proposals to improve the suitability of the development and comply with acceptable land use standards.

A planner would have been a huge asset for Happy Valley-Goose Bay in recent years, and we feel continues to be an issue of considerable priority at the present time. Therefore, we recommend that the Town Council of the Town of Happy Valley-Goose Bay hire a Director of Planning and Development to work with the CAO and to assist the Director of Project

Planning and Economic Development (and council) with the overall development of the town from a proper land use perspective.

### **Inspections and Development Control Officer**

Referring back to our observations and recommendations relating to municipal enforcement issues, and especially in view of the formalized partnership that exists between the Town of Happy Valley-Goose Bay and the RCMP, perhaps what the town council should consider sometime in the future is a position that looks at increased levels of development control.

In some jurisdictions, this is exactly the design of the position(s) and it seems to work reasonably well in areas where there is a fast pace of development taking place similar to the current experience in Happy Valley-Goose Bay. At some point in the near future the Town of Happy Valley-Goose Bay may wish to exercise this option and develop a position to address enforcement surrounding compliance to development regulations and other building and development standards.

Inspections can be a very different matter. When towns get into the business of actually “inspecting” dwellings – either residential housing or commercial and/or industrial buildings, the signed inspection form implicates the town makes the town liable for shortcomings, deficiencies, or other issues of non-compliance. This is entirely different from development control where the town ensures that lot lines, water and sewer depths, storm sewer drainage requirements, setbacks, side yards, and other site related issues related to the town’s development regulations are complied with by developers. The town can demand that builders and developers “provide” a copy of inspection from a qualified building inspector before issuing an occupancy permit, for example. This relieves the town of the burden of liability, and still ensures that dwellings are built to an acceptable standard of compliance.

It is important to understand areas where the town needs to be prudent and exercise control of its regulations, and where other provincial and

federal authorities (such as the Canada Building Code) come into play. Too much oversight at the local level can provide greater risks and increased liability for municipal governments – and there may be a fine line between responsibility and proper risk management.



If we were recommending a position for Inspections and Development Control Officer it would avoid actual property inspections, and address enforcement and compliance of development by-laws and regulations (based on a site visit) at various stages of development. These days, for example, many municipalities have a policy of “zero net runoff” that requires developers and

new developments to contain storm water management on site by building effective drainage systems or detention ponds on site to control water runoff and mitigate the effects of new developments on existing lands and dwellings. These could be overseen by the town planner and visited by the Inspections and Development Control Officer. This may be able to handled by the combined position of Director of Planning and Development Control and the Municipal Technician – thereby eliminating the need for this position altogether.

### **Secretarial Support:**

The town's staffing allocations cannot possibly expand (or expand effectively) without appropriate secretarial support. We are of the view that the Confidential Secretary should be retained primarily to provide secretarial support services to the mayor and council and to the CAO. There are already added responsibilities for handling purchase orders, general website maintenance and other responsibilities. In a proposed realignment, we recommend that the confidential secretary also provide support to the Director of Project Planning and Economic Development. This seems like a reasonably good fit in terms of responsibility as well as physical location in the town office. Many of the files of the Director of



Project Planning and Economic Development are sensitive and somewhat confidential files that are being carried forth by the CAO and council. This also makes this a reasonably good fit. Furthermore, the current Director handles most of her own document preparation and filing, and it is expected that this will continue, for the most part. But as requirements change, at least there is a person assigned for this individual to have assistance and secretarial support provided, as necessary.

Staffing allocations that are increased without proper support services are almost certainly doomed for failure. We want to plan and prepare for success – not failure.

### **Secretary (Outside Operations)**

The Director of Engineering and Outside Operations and the Superintendents of Water/Sewer and Public Works all require secretarial support. Right now there is no secretarial support provided in any areas other than the Confidential Secretary. Even without adding the position of Director of Engineering and Outside Operations, the superintendents have no secretarial support assigned to them. While the confidential secretary happily does what she can to assist them as required, this is not a dedicated secretarial support, and the confidential secretary already has a pretty full workload.

Furthermore, the addition of a Director of Engineering and Outside Operations will considerably increase the level of activity, responsibility, involvement, and support required for this position and for outside operations, in general. It simply isn't practical to think that these areas of responsibility can be expanded without providing any dedicated secretarial support. Obviously, these will be unionized positions, and will be guided and directed by the current working agreement between CUPE and the town's unionized employees.

We feel that responsibilities for the Fire Chief/Health and Safety Officer and Community Constable should be part of the responsibilities of this secretary as well, since these are issues more related to outside

operations, and will help divide responsibilities for secretarial support services among employees more evenly.

### **Secretary (Administration)**

Similarly, we feel an additional secretary is required to assist with secretarial responsibilities associated with general administration and support for the following positions:

- Director of Planning and Development
- Director of Human Resources and Employee Relations
- Director of Community Services and Recreational Facilities

Any secretarial support required for any of the major departments of Human Resources, Planning and Development, and Community Services should be covered by the secretary (administration), and this should streamline secretarial support and resources reasonably well, as follows:

**Table 7.2**

<b>Council, CAO, Special Projects and Economic Development</b>	<b>Finance &amp; Taxation</b>	<b>Outside Operations (including Fire and Police)</b>	<b>Planning, Recreation, &amp; Human Resources</b>
Confidential Secretary	Accounts Receivable Clerk	Secretary (Outside Operations)	Secretary (Administration)

The table below represents the various NEW positions that we recommend council consider for the future, as well as suggested timelines for possible implementation to allow for proper planning for the future. The new positions recommended are as follows:

Table 7.3

## Proposed Implementation Schedule for NEW Positions

Title of Position	Proposed Implementation
Director of Human Resources and Employee Relations	November 2012
Director of Engineering and Outside Operations	January 2013
Community Events Coordinator	January 2014
Director of Planning and Development	June 2013
Inspections and Development Control Officer	January 2014
Secretary (Outside Operations) <i>Unionized</i>	January 2013
Secretary (Administration) <i>Unionized</i>	January 2013

## 8.0 Proposed Outside Structure

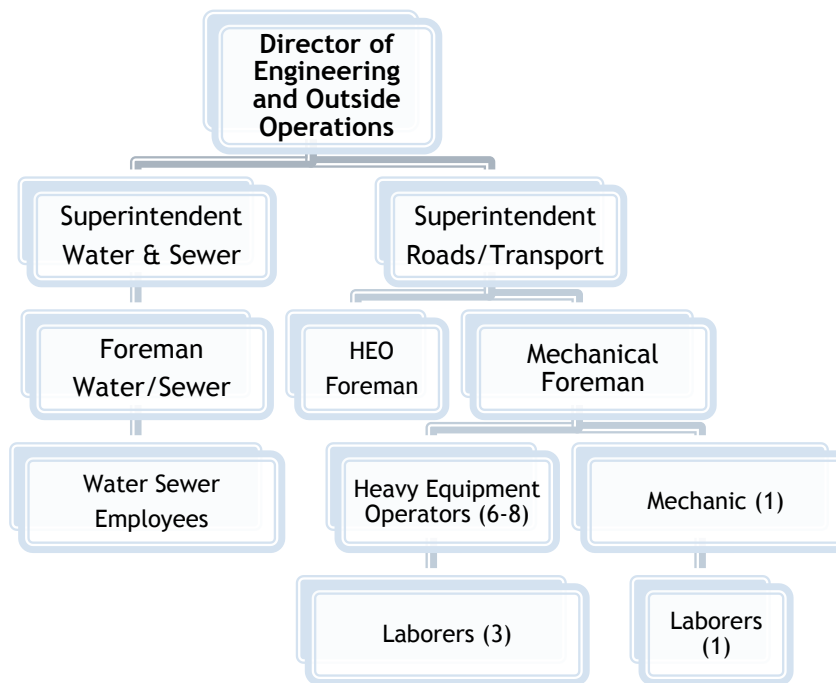
With the proposed hiring of a Director of Engineering and Outside Operations to begin immediately in 2013, there will be a new “chain of command” and reporting protocol for outside operations. In our view, this will be a more practical and efficient structure where appropriate levels of technical expertise and knowledge can be provided to the superintendents (water/sewer and public works) on an ongoing basis.

All facets of outside operations need and deserve the knowledge, experience, and expertise of someone with civil and/or mechanical engineering expertise. While no one individual has all the knowledge and skills required in all fields of expertise, it only makes sense that this individual be the source of technical advice and oversight for outside operations. Such a structure would be consistently applied to all municipal jurisdictions in which “in-house” engineering services are provided. The engineer becomes the liaison with engineering consultants (and others), and while he/she may not be an expert in all fields of expertise required, there is an ability and level of comfort to ask the right questions, to be generally familiar with the challenges of municipal operations, and to provide direction and support to council (and CAO) and to other senior staff working in outside operations.

Superintendents occasionally require technical advice and direction on various aspect of their operations. The level of scrutiny and controls associated with the provision of water services alone is considerable. Someone (other than the CAO) must be responsible for outside services, and as suggested, we feel that this model or structure will work best for the Town of Happy Valley-Goose Bay.

Table 8.1

## Proposed Organizational Structure – Outside Operations



As illustrated above, the Director of Engineering and Outside Operations assumes responsibility for day to day oversight relating to outside operations. This should provide a great deal of relief to the CAO to carry out higher level planning and coordination with Directors and senior staff in all areas of programming and services, and to work to improve communications at all levels.

The remaining structure for the outside workforce is effective and consistent with other municipal applications. It simply requires more support and assistance for the CAO, and having someone in place with the knowledge and experience in outside municipal operations will provide much needed expertise and confidence at all levels within the organizational structure.

As with most municipal operations, the public works employees, water and sewer and recreational employees are the face of the town to most tax payers, and despite all the attention that other areas of programs, operations, and services require, these core areas of services are what matters most to the majority of taxpayers.

There is simply not enough time for the CAO to deal with day to day operational decisions and consult with the water and sewer superintendent and public works senior staff on a daily basis. Furthermore, most CAO's are typically not engineers, and therefore do not have the experience or civil and mechanical engineering backgrounds required to effectively deal with day to day operational decisions - at least not from a properly informed perspective.

**Secretary:**

As already noted, In order to be an effective provider of essential services, the town's outside operations requires secretarial support. This secretary would provide secretarial support to the Director of Engineering and Outside Services, who will require secretarial support to carry out the duties of the job effectively. But this secretary should also provide much needed support to both superintendents – water/sewer and public works.

Competent secretaries have the knowledge and software skills to prepare reports, design charts, complete tables, and generally support the work of these people. This would leave valuable time for these superintendents to carry out duties related to their own areas of expertise in public works or water/sewer services. Recommending new or revised positions or expanding the town's structure and reorganizing the town's organizational chart should include essential secretarial support. Otherwise the revised structure is far less likely to be successful and productive.

Obviously, when a Director of Engineering and Outside Operations is hired, there will be a need for secretarial support. All this can be achieved

in one hire for outside operations, and we feel this is wise and necessary investment.

### **Staff Recommendations:**

It's always beneficial to consult with staff – especially as an objective and independent consultant, and to try to determine what the needs and priorities for outside operations might be from a staff perspective. These are the people who deliver services day in and day out, and they know certain aspects of programs and services better than most, so it's always helpful (and usually somewhat enlightening) to consult with them and hear their views.

Currently, there are eight (8) water and sewer employees. These employees are fully responsible for water sampling, testing, treatment, and maintenance and installation of water and sewer infrastructure. This would include maintenance of pump houses, lift stations, and normal water and sewer repairs. On the surface, this appears to be a reasonably good allocation for a municipal environment its size, but staff suggests that 2 additional full-time water and sewer employees are required to keep pace with the added requirements and growth in this side of the town's operations. Public works operators open the ground and do the heavy equipment preparatory work and close in the ground after repairs have been completed.



Water and sewer staff visit properties, identify problems, free blockages, locate leaks and breaks in waterlines or sewer lines, troubleshoot problems, assess and recommend plans for repairs, tap in pipes, recommend follow up actions (as required), and deal with all other aspects of water and sewer operations – including water testing and maintenance of facilities.

Water maintenance and treatment is continuously becoming more complex, and there are growing levels of anxiety surrounding the importance of properly regulating treatments and controls for potable water supplies for public consumption.

Without a doubt, when the town's waste water treatment plant is completed, there will be a need for more and properly certified waste water treatment technicians. These operators or technicians usually have level III provincial water certification completed, and must have knowledge and understanding of SCADA equipment and controls. When the time comes, we can prepare a detailed job description for this position, if required.

Public works employees currently stand at sixteen (16) in total – including heavy equipment operators (full time & seasonal), mechanics, laborers, janitorial staff, animal control officer, and an operator and laborer at the dump site. Employees would like to see the two (2) seasonal operators become full-time to assist year round in heavy equipment operations, and they also suggest that the town add 2 additional laborers to be better able to support public works operations. It is our experience that support for general labor is where there is usually the greatest deficit in most municipal operations.

Obviously, based on a single site and facilities visit, and a brief meeting and consultation with employees, we are not in the best position to determine needs. But it appears that some of these needs are probably legitimate. This is certainly the view of employees who work in the field, at least, as well as the superintendents in both areas of operations.

We suggest that the new Director of Engineering and Outside Operations consult with the two superintendents once they have had an opportunity to become more familiar with the work environment and one another, and then determine additional operational requirements (as necessary). Perhaps the best and most effective way to address shortfalls is to have the Director build an argument for a “phased in” expansion of resources



over a number of years to address any human resource and/or equipment deficiencies identified.

### **Garbage Collection and Landfill**

Garbage collection is contracted and the dump site is operational six days a week. By all accounts, the landfill is poor and probably has a lifespan of six (6) years or less. Equipment is old and the methodology used for waste management is antiquated and does not apply modern waste management standards or applications. There needs to be a considerable infusion of provincial monies into building a new and modern regional landfill facility that can accommodate new systems and technologies, new equipment, more resources, new recycling streams, and be capable of affording greater waste diversion options to users.

Increasing environmental stewardship will demand nothing less, and realistically speaking, much of Labrador already seems to be behind many other (more progressive) areas of the province by 5-10 years in waste diversion and improved waste management initiatives. The whole system will be revisited at some point in the future, but the town must also be prepared to incur its share of the increased costs for improved waste management. The province normally covers the capital costs to build the facilities, but the operational costs are usually passed on to user groups – at least in jurisdictions we're familiar with.



### **Fleet Equipment and Allocation**

Some of the other requirements identified by public works and water and sewer crews were as follows:

- more crew cab vehicles to safely transport workers in extreme weather conditions
- undertake a thorough review of snow clearing and ice control routes
- implement a fleet replacement policy to replace outdated heavy equipment and establish reasonable life cycles for fleet equipment and light vehicles

As noted in the table provided, some of the heavy equipment and other fleet equipment have passed their practical life cycles and need to be replaced. The town could immediately use 2 new loaders and 1 grader.

### **Other Staff Recommendations**

Staff would also like to see the following equipment or fleet added:

- Skid Steer (Bobcat) with blower
- A vacuum truck
- A lift truck (with bucket) to better access heights
- More and better attachments (3 new blowers, for example)
- Equip water and sewer trucks with small plow blades to access pumping stations and work sites in winter

### **Municipal Depot**

The depot is functional, but there are obvious spatial limitations for all areas of usage from storage to repairs. Space is at a premium and the facility is old and dated.

The lunch room and washroom facilities are poorly designed and even more poorly located (right next to the lunchroom). At some point in time there needs to be a considerable upgrade undertaken or an entirely new depot needs to be built with proper air exchange and exhaust ventilation systems. Workers really need proper shower facilities and cleaning bays – especially when they are dealing with sewer-related issues and work in and around sewer lines (which is typically required of these workers).

The mechanics bays (while better than many we've seen) sometimes have a piece of heavy equipment apart and waiting for parts for days or weeks, and this really restricts the functionality of the facility and the mechanics' ability to be totally productive with just one bay left for functional usage.

If the town was building a facility from scratch, we would recommend relocating the facility away from the current location right in the center of town, and perhaps consider placing it closer to industrial areas or in another location away from the business and residential center of the town.

Generally speaking, newer and improved equipment, better air quality control, improved GPS equipment (AVL system), improved dust control, an additional mechanic, and newer pickups were all needs that were identified by staff.

As stated, we're neither experts nor intimately familiar with the needs of outside employees. But when an engineer is hired who has the knowledge, skills, and background required to work with staff to assess needs, a proposal should be submitted for council's consideration to phase in requirements over a period of time.

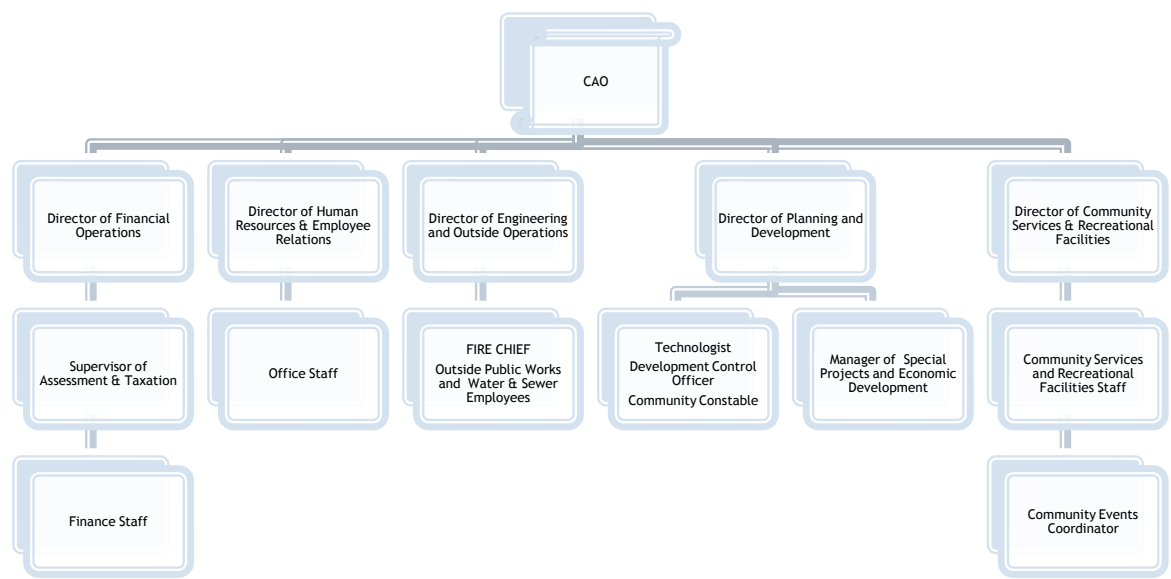


## 9.0 Administrative Structure Proposed

As already noted, proposed staff changes should be implemented over a period of time to better prepare for impending changes. Simple requirements such as office space, budget allocations for additional staffing, operational budgets, realignment of support staff, and other practical considerations need to be factored.

Table 9.1

Proposed New Administrative Structure



The proposed structure allows for five (5) full-fledged Directors to guide and direct critical areas of operations, programs, services, and economic development initiatives. This way, legitimate meetings among department heads can (and should) occur at least on a bi-weekly basis to properly plan and coordinate projects and priorities, and to ensure that all senior employees (and council) are aware of ongoing plans and priorities. Municipalities cannot function properly in silos. Senior staff needs to be

informed about projects, initiatives, developments, and priorities of council, and they need to be able to apply their knowledge and expertise in each of these areas, and share plans and priorities with their respective staffs.

It is our view that the town needs to do a much better job with communications at all levels. In terms of additional staffing, at the director level we are recommending three (3) new positions be added:

- Director of Human Resources and Employee Relations
- Director of Engineering and Outside Operations
- Director of Planning and Development

Within departments we recommend two new positions be considered:

- Community Events Coordinator (Community Services)
- Inspections and Development Control Officer (Planning & Development)

The proposed implementation schedule would allow sufficient time to properly plan and prepare for these changes. This cannot be emphasized enough. Positions that are added without proper planning and consideration are far less likely to succeed and contribute as they should. Therefore, the CAO and council needs to carefully consider recommendations and properly plan for their implementation in whatever format or structure they eventually approve and support.

There is no doubt, in our minds at least, that the current structure is inadequate. There is insufficient staff, and the town is lacking in critical areas of knowledge and expertise - particularly given the volume and magnitude of construction and new development proposed for the town.

It is worth revisiting our proposed implementation schedule, once again:

**Table 9.2****Proposed Implementation Schedule for NEW Positions**

<b>Title of Position</b>	<b>Proposed Implementation</b>
Director of Human Resources and Employee Relations	November 2012
Director of Engineering and Outside Operations	January 2013
Community Events Coordinator	January 2014
Director of Planning and Development (Nalcor assistance)	June 2013
Inspections and Development Control Officer	January 2014
Secretary (Outside Operations) <i>Unionized</i>	January 2013
Secretary (Administration) <i>Unionized</i>	January 2013

We feel that with proper planning and sound management, this structure is both affordable and necessary. Such a structure will provide appropriate levels of knowledge, support, expertise, and separation of duties through various departments which will streamline operations and improve the overall effectiveness and efficiency of the town's operations and services. It should provide a legitimate "team based" approach where collaboration, planning, good communications, teamwork, and consultation replace anxiety, doubt, and dissension.

Furthermore, this structure will safeguard and protect the interests of the town and its taxpayers, and better enable the town to prepare for impending changes and expansion in all critical areas of operations.

## 10.0 Job Classifications and Salary Scales

### **Classifications:**

Current thinking and practice relating to job classifications generally takes into account a number of different criteria, including (but not limited to) the following:

- details of duties and responsibilities
- academic qualifications or certification required
- problem solving responsibilities
- technical expertise
- responsibilities for supervision of employees
- levels of accountability
- organizational value

We are all aware that the skill set, qualifications, and value of a professional engineer to a municipal environment like Happy Valley-Goose Bay ranks very high. Both council and the CAO acknowledge that to attract a qualified engineer to the town, a reasonably attractive salary and benefits package will have to be provided.

In fact, while there is normally at least some degree of separation between the salary of a CAO and all other staff, in this instance at least, there appears to be agreement that if the town is going to attract a qualified and experienced engineer, council and the CAO would have no difficulty keeping these positions within the same classification table to attract a qualified candidate.

Having an experienced engineer on staff would provide incredible relief to the CAO, and from this perspective alone, this would be considered a valuable and necessary investment.

### **Employee Classifications – Shift in Thinking**

Traditional classification systems, especially those deployed in larger government and institutional environments, used a very convoluted system of advancement through different classifications and utilized a number of different salary bands for each classification. The system was designed for employees who basically remained within larger systems for protracted periods of time and who basically “moved through the ranks” of government bureaucracies. Today’s thinking is more simple and straightforward.

Traditionally, an employee who held four (4) positions in eleven (11) years, for example, may have been categorized as someone who cannot hold onto a job, or is too easily distracted or disloyal to an employer. Traditionally, there was tremendous loyalty and commitment to an employer. Today’s employees are focused as much on what employers can offer them as what they can offer an employer – a completely different shift in thinking.

Today’s thinking focuses on more simplistic and short term employee rewards that are designed to attract and retain employees for a minimum of five (5) years. The thought is to get the best out of employees for as long as you can. But there is no expectation for life-long commitment. Current practice as it relates to employee classifications and mobility is simple, understandable, straightforward, easy to administer, and benefits are front loaded to try to ensure that employees stay with the organization for a minimum of five years to achieve the full value of employees’ knowledge and skills, and to reduce the need to continuously re-train and re-hire. Today’s employees tend to move from job to job more frequently, and career movements are often viewed more favorably and interpreted as a desire to be more upwardly mobile, ambitious, and eager to advance and grow professionally.



### **How Employees Advance in the New System**

Under normal circumstances, an employee would be hired at the bottom of the proposed salary scale, and would progress to the top of the scale over a period of four (4) years. Depending on the circumstances or the availability of qualified staff, employees may be placed anywhere within the salary band for existing (or new) classifications proposed as part of this restructuring. Incremental salary increases negotiated or applied would be “over and above” increases proposed as normal movement within salary bands.

Employees typically advance as follows:

Employees normally begin at the low end of the salary band proposed unless otherwise negotiated.

After two full years of employment, and on the anniversary date of the start of the third (3<sup>rd</sup>) year of service each employee would receive, upon completion of a successful evaluation, an incremental increase to the mid-point of the salary scale. After four full years of employment on the anniversary date of the start of the fifth (5<sup>th</sup>) year of service each employee would receive, upon completion of a successful evaluation, an incremental increase to the top of the salary scale – plus any incremental increases that other employees would have been entitled to over the course of that period of time.

Once an employee has reached the top of his/her salary scale, only negotiated salary increases apply.

### **Classifications Proposed**

Based on current thought and practice, we would recommend the following classifications for the (non-bargaining unit) municipal employees in Happy Valley-Goose Bay.

**Table 10.1**

<b>Employee Position</b>	<b>Proposed Classification</b>
<ul style="list-style-type: none"> <li>• CAO</li> <li>• Director of Engineering and Outside Operation</li> </ul>	MEV
<ul style="list-style-type: none"> <li>• Director of Planning and Development</li> <li>• Director of Human Resources and Employee Relations</li> <li>• Director of Financial Operations</li> <li>• Director of Community Services &amp; Recreational Facilities</li> </ul>	MEIV
<ul style="list-style-type: none"> <li>• Superintendent of Public Works</li> <li>• Superintendent of Water/Sewer</li> <li>• Manager of Special Projects and Economic Development</li> </ul>	MEIII
<ul style="list-style-type: none"> <li>• Fire Chief and Safety Officer</li> <li>• Community Constable</li> <li>• Supervisor of Assessment and Taxation</li> </ul>	MEII
<ul style="list-style-type: none"> <li>• Confidential Secretary</li> </ul>	MEI

Our review of benchmark data from other municipal jurisdictions of a similar size and circumstance (although none really compare with what is happening in HV-GB at the present time in terms of growth and development) suggests that non-bargaining unit employees of the Town of Happy Valley-Goose Bay are underpaid. In fact, the only employee whose current salary compares favorably with the median salary ranges used was the Chief Administrative Officer. All other salaries ranked below the 50<sup>th</sup> percentile within the comparison group.

Based on the classifications outlined above, and considering the levels of responsibility outlined in the various employee job descriptions, current salary scales, organizational value, and other criteria typically used in assigning classifications and salary scales, we propose the following salary bands for implementation in Happy Valley-Goose Bay.

**Table 10.2**

<b>Employee Position</b>	<b>Classification</b>	<b>Salary Range Proposed</b>
<ul style="list-style-type: none"> <li>• CAO</li> <li>• Director of Engineering and Outside Operation</li> </ul>	ME-V	\$90,000 - \$105,000
<ul style="list-style-type: none"> <li>• Director of Planning and Development</li> <li>• Director of Human Resources and Employee Relations</li> <li>• Director of Financial Operations</li> <li>• Director of Community Services &amp; Recreational Facilities</li> </ul>	ME-IV	\$66,000 - \$74,000
<ul style="list-style-type: none"> <li>• Superintendent of Public Works</li> <li>• Superintendent of Water/Sewer</li> <li>• Manager of Special Projects and Economic Development</li> </ul>	ME-III	\$62,000 - \$68,000
<ul style="list-style-type: none"> <li>• Fire Chief and Health and Safety Officer</li> <li>• Community Constable</li> <li>• Supervisor of Assessment and Taxation</li> </ul>	ME-II	\$54,000 - \$60,000
<ul style="list-style-type: none"> <li>• Confidential Secretary</li> </ul>	ME-I	\$48,000 - \$54,000

Placement of current employees within the various salary bands should reflect the same process for movement within classifications outlined for new employees on the salary scale within each job classification.

Therefore we recommend the following placement:

### **ME-V Employees**

**CAO** (Wyman Jacque) - this salary was the only salary that compared favorably with other benchmark data attained, and we therefore recommend that, for right now at least, this remain where it is, and on the anniversary date of the beginning of the fourth year of employment an additional \$1,350.22 be applied to bring this salary to the top of the scale. Other negotiated salary increases will be "over and above" this increase in salary.

**Director of Engineering and Outside Operations** – since this is an entirely new position, salary will have to be negotiated somewhere within the salary band proposed, and adjustments will be made based on the strict application of the classification system proposed. Obviously, every attempt should be made to bring new employees in at the bottom of the scale, but in the current competitive environment, this may (or may not) be possible.

### **ME-IV Employees**

**Director of Planning Development** – the same principle applies; since this is an entirely new position, salary will have to be negotiated somewhere within the salary band proposed, and adjustments will be made based on the strict application of the classification system proposed. Obviously, every attempt should be made to bring new employees in at the bottom of the scale, but this may (or may not) be possible.

**Director of Human Resources and Employee Relations** – same principle applies; since this is an entirely new position, salary will have to be

negotiated somewhere within the salary band proposed, and adjustments will be made based on the strict application of the classification system proposed. Obviously, every attempt should be made to bring new employees in at the bottom of the scale, but this may (or may not) be possible.

**Director of Financial Operations** – After two full years of employment, and on the anniversary date of the start of the third (3<sup>rd</sup>) year of service, the salary of the Director of Financial Operations will increase by \$4,000 (midpoint of the salary band)) After four (4) full years of service, and on the anniversary date of the start of the fifth (5<sup>th</sup>) full year of service, an additional \$4,000 will be added to the salary (to the top of the salary band) – plus any additional negotiated salary increases that would normally apply to all employees.

**Director of Community Services and Recreational Facilities** – the same principles apply. Since the incumbent is already an employee for four (4) years, the salary should be at the top of the salary band proposed - \$74,000 annually. After that, only normal negotiated salary increases will apply as with any other non-bargaining unit employees.

### **ME-III Employees**

**Manager of Special Projects and Economic Development** – For this position the basic principles of the classification agreement apply. Since the incumbent is already an employee for four (4) years, the salary should be at the top of the salary band proposed - \$68,000 annually. After that, only normal negotiated salary increases will apply as with any other non-bargaining unit employees.

**Superintendent of Public Works** – Since the Superintendent is new to the position, there is some flexibility as to where he should be placed on the scale. Because he is not “new” to the organization and has been with the town for a number of years, an argument can be made to place him at the top of the scale. But since he is new to the position, another equally compelling argument can be made to bring him in at the bottom of the

scale. Because of the small degree of salary separation between the superintendent and some of the town's unionized public works employees, and given that the incumbent is not a new employee, we recommend that the employee Superintendent of Public Works be paid at the middle of the scale – that is \$65,000. After two full years of employment in this position, and on the anniversary date of the start of the third (3<sup>rd</sup>) year of service, the Director of Public Works will increase by \$3,000 – to the top of the salary band, and this will be in addition to any salary increases negotiated for all non-bargaining unit employees. We feel this is the most appropriate compromise given the current circumstances at play. It is not the least bit unusual for new hire (and especially for an existing employee) to be brought in somewhere in the middle or even the top of the salary scale. It is a recognition of local knowledge, commitment, and service.

**Superintendent of Water and Sewer** – since the Superintendent of Water and Sewer has been in the position for more than two years, his salary should also be established at \$65,000. And after four (4) full years of service, and on the anniversary date of the start of the fifth (5<sup>th</sup>) full year of service in this position, an additional \$3,000 will be added to bring the salary to the top of the scale, plus any additional negotiated salary increases that would normally apply to all employees. This also addresses the need for salary separation, as well as the longstanding service of the employee.

### **ME-II Employees**

**Fire Chief and Health and Safety Officer** - since this is an entirely new position, the salary will have to be negotiated somewhere within the salary band proposed, and adjustments will be made based on the strict application of the classification system proposed. There is no reason to believe that this position cannot be filled at or near the bottom of the scale, however. Obviously, every attempt should be made to bring new employees in at the bottom of the scale, but this may (or may not) be possible. Normal advancement within the classification will apply once the starting salary has been established.

**Community Constable** - Since the incumbent is already an employee for approximately fifteen (15) years, the salary should be at the top of the salary band proposed - \$60,000 annually. After that, only normal negotiated salary increases will apply as with any other non-bargaining unit employees.

**Supervisor of Assessment and Taxation** - Since the incumbent is already an employee for well over thirty (30) years, the salary should be at the top of the salary band proposed - \$60,000 annually. After that, only normal negotiated salary increases will apply as with any other non-bargaining unit employees.

#### ME-I

##### **Confidential**

the incumbent is employee for eight (8)) years, be at the top of proposed - After that, only salary increases any other non-employees.



**Secretary** - Since already an approximately the salary should the salary band \$54,000 annually. normal negotiated will apply as with bargaining unit

## 11.0 Other Recommendations and Needs Identified

### After Hours Services

Apart from new or revised positions, there are a number of other practical needs that can be more easily (and cost effectively) accessed that could improve the level of service and the degree of satisfaction among taxpayers of the town. Sometimes, it doesn't take much to keep people satisfied, and quite often a big part of people's discontent arises from lack of access or poor communications.

While access to "after hours" staff (especially water and sewer crews and access to snow clearing operators) are often available to carry out

emergency repairs as required, having easy access to town staff and resources can sometimes be a challenge for some residents.



For a number of practical reasons, we recommend that the Town of Happy Valley-Goose Bay establish a simple "after hours" calling service. Once any of the main lines are accessed after hours, this calling service will properly direct calls and requests for services to appropriate staff. The numbers for various people and services on call or working will be provided to the "after hours" calling service, and taxpayers of

the town will have access to a live voice who can assist them in directing their calls and accessing the services required. This service is primarily established for after hours emergency services, not routine calls for programs and services which should typically be handled during the business day. But all calls are handled, recorded, and forwarded.



In addition to improving communications and the flow of information, council will have ready access to the number (and types) of calls for services after hours, and there is an appropriate log of information retained for the information and use of council. This is extremely valuable information to have recorded.

Furthermore, such an “after hours” service reduces the need and dependency of residents to make direct calls to the mayor, councilors, or senior staff. This “after hours” number is published and well advertised, but as an added service, once the town hall closes down for the day the “after hours” service automatically “kicks in” to direct calls and handle requests for information from residents. After hours personnel will make contact with senior staff, foremen, or others (as directed), and will handle communications protocols for various situations as directed by senior staff. This is usually seen as a great addition to town services. It is cost effective, efficient, and transparent, provides reliable data and accountability, and relieves a great deal of frustration on the part of residents during times of emergency.

In the age of modern technology and communications, these services can be provided from almost anywhere. They do not have to be provided in the local area to provide accurate information and local knowledge of “after hours” support services and responders.

### **Fire Department Upgrades & Improvements**

At the present time, there are spatial and other restrictions with the existing fire hall in Happy Valley-Goose Bay. With continued building and expansion, the demands for fire and emergency services will grow exponentially (and quickly), and this will place incredible demands on the human resources, equipment, and facilities for fire services. With fire services, there is usually no compromise because these are seen as critical issues of life safety.

Right now there are concerns relating to proper exhaust and ventilation of the fire hall when trucks are operating or backing into the facility. Space

for trucks is also very limited, and opportunities for expansion of the fleet and equipment would be restricted simply by the lack of space. As well, there is no functional board room for fire fighter training or other professional development, and office space for the Fire Chief is very poor or non-existent. With as many as 400-500 inspections carried out each



year (and this number escalating), there needs to be appropriate space for fire inspectors to carry out their work, complete reports, and even maintain records in a safe and secure environment. None of that is available in the current location.

While there is an application in place to replace the old pumper truck, we are not sure that existing space would even be able to accommodate a new and larger pumper in the existing facility. With the proposed expansion of commercial and industrial developments planned for the town, insurers alone may require increased levels of fire protection services, or insurance rates for big box stores and industrial developments and warehousing areas may increase accordingly. These rates usually correlate with the level of fire protection, the quality of building construction, and other materials and amenities contained in the buildings (such as alarms and sprinkler systems) that mitigate risk.

The town could use a ladder truck to improve fire suppression to larger buildings and facilities, and to gain the added advantage that higher angle firefighting equipment will provide. This would be an excellent addition to the fleet, and is probably a piece of equipment that will be required sooner rather than later.

The time will not be too far off when additional full-time firefighting staff will be required to ensure proper 24/7 protection and safety of the town, but this is a costly service that can probably be implemented over a number of years, and especially in light of the amount of mineral and resource based development taking place in the area, should be paid for (at least

in part) by the large scale development projects that are generating increased needs for such services. Right now, SERCO training means the town has access to well trained firefighters and volunteers, and provides an excellent backup for emergency services.

While there are currently extrication services provided (jaws of life), there are no hazards materials services, no high angle rescue, and the fire department provides water assistance only for ground search and rescue services within the town. The fire services are adequate, and perhaps better than adequate for a town the size of Happy Valley-Goose Bay. But for a town with the level of development being proposed, and a town that is considered to be such an integral hub to support the north coast (and other areas) and resource based industries in Labrador, this will probably not be sufficient for much longer. It is our belief that the town should approach the provincial government, NALCOR, and other developers to become more actively involved in ensuring that proper infrastructure and resources are in place to support large scale developments planned for the area. The town's tax base alone will be stretched to sustain the pace and extent of services that will be required as a result of these large developments. The burden on municipal taxpayers for the future may be unmanageable without proper supports and infrastructure in place.

Overall, the town does an excellent job with the fire fighting resources they have. But one of the first and greatest priorities related to continued growth and expansion will be in the areas of fire, police, and medical services. These are core and essential services that cannot be compromised, and taxpayers will demand that these core services keep pace with levels of growth on an ongoing basis. With increased prosperity comes more crime and the need for increased social supports. All the core areas of policing, fire protection, and expanded health services will experience increased demands

While the fire department seems to be appreciated and respected within the community, we believe that greater visibility, an overall higher profile, and more widespread involvement in community events would be

recommended to enhance the profile of the fire department and add much needed support for fire services among the corporate community. High visibility for fire services adds comfort and support to taxpayers, so having an overall improved profile is always viewed positively, and many (even smaller) fire services do a great job as ambassadors within their communities, and leverage considerable funds to support their programs, services, and training through public donations and corporate support as a result.

### Use of IPADS

While we realize that there are dead zones that currently exist in wi-fi, wireless, and other technological deficiencies prevalent in Happy Valley-Goose Bay, service providers need to be lobbied by both the town and the province to make Happy Valley-Goose Bay a priority area for service upgrades.

Once again, large scale resource developers and investors demand technological services, and often don't mind contributing to the cost of services which they deem to be essential.



Once service levels are adequate, council should immediately consider use of more environmentally friendly IPAD's for sharing information, files, reports, and agenda items for public council meetings and other uses. IPAD's provide total and complete access to reports, email, the internet, GIS mapping, the town's drop box information, and other resources required to be "paper free", and this would allow council to lead the way in an important environmental

initiative. IPAD's are very cost effective and easy to use. Staff training for enabling access to "drop boxes" where information is filed and stored for council use is very easy and accessible. This is not a technology of the future, but is being successfully used (in some cases for years) by several municipalities throughout Newfoundland and Labrador.

## Waste Diversion Initiatives

Closely linked to environmental initiatives, of course, is the whole area of increased curb side recycling and other waste diversion initiatives. Since many of these initiatives depend on the building of a new modern regional waste management facility, and is not fully within the control of the town itself, not too much can be done by way of implementing plans until the province makes final decisions regarding regional waste management facilities and new infrastructure is in place to handle much needed recycling programs for the Labrador area.

Once these facilities are built and plans are fully in place to properly support local recycling programs, there will be immediate pressures (and costs) associated with implementation.

Many municipalities throughout the island portion of the province are now several years into two stream recycling programs. This results in incredible rates of diversion away from landfills. But the costs associated with increased tipping fees at regional landfill sites, as well as the added costs for separated recycling collections require additional staff, equipment, and other resources, and need to be carefully planned for well before implementation.



New regional waste management facilities are “state of the art” facilities that can receive, sort, recycle, and distribute materials at source, and the landfill operations are eco-friendly and protected areas, and are operated in fundamentally different ways to further protect the environment and minimize the impact of environmental contaminants. As plans progress for new regional waste facilities, the town will need to plan for its own local recycling initiatives. The good news is that there are plenty of successful templates readily available to make the implementation that much easier for new municipalities that come on stream.

## Communications and Improved Front Line Services

It is our view that the Town of Happy Valley-Goose Bay should allocate resources in the next year or so to reconfiguring its front line services and to make the entrance to the Town Hall more functional and welcoming to visitors. We referenced the need for an after-hours service above, but front line services are much more than that.

While the town hall is a reasonably good facility, and while there is some work required on windows, roofing, and other general repairs and maintenance, the facility is fairly sound and functional. But the entrance way and foyer is poorly designed, dark, and not particularly welcoming.



Front line services are about presentation, appeal, and fast, professional, and courteous service. When such services are provided at the front counter and people are welcomed to an aesthetically appealing municipal office, it leaves an important (and lasting) impression.

The town can do little things from upgrading the telephone systems, to providing a more welcoming and

professional front line service environment, and ensuring that residents have the entire array of options such as direct deposit and other features available for people to access to pay taxes and fees. Most municipalities do not provide the option to pay taxes by credit card, because credit card administration fees are extremely costly to municipal governments and are not cost effective. There is also an additional waiting period before the town can actually access money paid through credit cards. Taxpayers like the option to accumulate points and various travel rewards. But most towns don't provide this option for payment of taxes. Many towns and cities enable fees (up to a maximum limit of \$200) to be paid

by credit card, and this provides easy access but does not cost the town unreasonable amounts of money in service fees.

The building design and layout (location of council chambers, for example) is not ideal, but with proper professional advice and architectural redesign, we feel that modifications can be made (for a reasonable cost) to improve access and design of the entire town hall facility. We feel that the town hall can be modified for a reasonable price to better utilize space, make the entrance more functional and welcoming, and add or reallocate space to provide for additional offices that are going to be needed in the very near future.

### **Staff Appreciation Initiatives**

Currently, there is a strained atmosphere and obvious pressure and discontent among staff. This should not be the case in a relatively small office environment such as Happy Valley-Goose Bay. While we were not hired to identify (or resolve) these issues, it is difficult to complete a review and restructuring without at least acknowledging these challenges exist.

Employees need supervision and support. Everyone needs to understand what is expected of them and employees need to feel respected and appreciated for their work. Having a positive and supportive workplace environment is critical to success. Good role modeling, communications, and a pleasant and professional demeanor goes a long ways in a professional work environment. There must be respect between council and staff. For whatever reasons, this does not seem to be the case at present.



There must also be consistency and professionalism demonstrated by senior management and council, because employees will often take their cues from the behaviors displayed by others within the organizational structure. In return,

there must be clear guidelines, oversight, good communications, and accountability among employees. Strong leadership (at all levels) and effective communications and sharing of information and knowledge is critical to the success of most organizations. When information, priorities, and challenges are shared among employees, everyone is knowledgeable about what is expected, and can feel that they are contributing to the progress and success of the organization. When this is lacking at the highest levels, it is difficult (and clearly contradictory) to expect too much different among grassroots employees. There appears to be a considerable amount of mistrust, miscommunication, withholding

of information, and a generally poor approach to communications and prioritization of work among staff in Happy Valley-Goose Bay.

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*A good objective of leadership is to help those who are doing poorly to do better and to help those who are already doing well to do even better.*

*Jim Rohn*

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Part of the problem appears to be the lack of staffing and resources to properly handle the volume of work that is passing through the town at the current time. But this is only part of the problem. In addition to the number of staff, staff must also have the professional qualifications, technical knowledge, and leadership skills to motivate and mentor employees. Leadership is more about one's ability to encourage, support, motivate, mentor, and instill

pride and confidence in others. Leadership has more to do with one's ability to positively affect others and to bring about positive organizational change. We read often about the difference between the "efficiencies of management and the effectiveness of leadership". It's much easier to find a skillful and efficient manager. Strong leaders do a great deal more than implement systems, streamline operations, schedule employees, and improve efficiencies. Leaders address core values and motivate and encourage people to be the best they can be and to support the organizational priorities identified. Leadership is about collaboration, support, and building a strong and effective *TEAM*. It is about finding ways to squeeze the very best out of each employee, and to help ensure each employee feels like a valuable part of the team.



The work environment in Happy Valley-Goose Bay needs improvement. Resources need to be added, and communications need to improve. Priorities must be shared among staff and each employee must be challenged to find a way whereby he/she can help the town achieve its goals and understand its priorities. There must be more collaboration and sharing of information at all levels, and efforts need to be put in place to improve the overall transparency, accountability, and effectiveness of communications and performance of employees. Poor workplace behavior cannot be tolerated, and those who choose not to become part of the team cannot be tolerated.

Having monthly or bi-monthly informal staff appreciation BBQ's during the summer months or luncheons at various times throughout the year provide opportunities to bring staff together, to share information, to offer support, and to show appreciation. These things go a long way towards building a strong team, demonstrating commitment, and acknowledging staff. It also puts appreciation into "practice" – not "words" and this goes a long ways towards motivating people.

Simple (one page) weekly newsletters, personal notes of thanks to employees for a job well done, social gatherings, observation of staff birthdays, acknowledgements when employees complete training or certification, and other activities which express gratitude and appreciation are important to employees.

Once a year, as well, an Employee Appreciation Banquet can be held to acknowledge and thank employees for their service, to involve the union representatives and various employee groups, to present service pins and other special service awards, and to enable the mayor, council, and CAO to thank employees for their work on behalf of the town.

There are so many small things that can be done. They all require a little time and commitment, but they are ALWAYS well worth the investment of time and money. Employees are the backbone of any organization. If the frame is not solid then all the other pieces are mere accessories. Building a strong and cohesive team doesn't just happen or happen by

accident. It requires an ongoing plan designed to mentor, support, acknowledge, and appreciate staff. In return the town gets commitment, passion, professionalism, and ambassadors who are proud to be associated with the town and what it represents. What would be your choice?

### **Development of Employee Agreement (Non-Bargaining Unit Staff)**

To further support and appreciate staff, and to ensure that all staff feel secure in their expectations and responsibilities, we recommend that a simple *Employee Agreement* be developed for the town's non-bargaining unit employees that clearly outlines the expectations, benefits, entitlements, responsibilities, and protocols which govern the town's non-unionized employees. These can be completed for approximately \$3,000 and would represent an important step towards respecting employees and enabling them to feel that they are being treated with integrity and professionalism. This represents the increased professionalization of the town and its employees. Again, this is a small but very important step towards gaining the respect and support of employees.

### **Professional Growth and Evaluation Plans**

An even more progressive step towards establishing a professional workplace environment is ensuring that senior employees take the time to reflect upon their roles within the organization, and to consider developing professional goals each year that identifies priorities and considers a plan to implement strategic initiatives that will help improve the Town of Happy Valley-Goose Bay and the services it provides to taxpayers. The alternative is leaving this entirely to chance. Successful organizations never choose the latter.

While there is an evaluation component to a Professional Growth and Evaluation Plan, the purpose of the evaluation is to review goals identified the previous year, to provide an opportunity for Directors and/or the CAO to chat with each employee and determine how things are going, to help employees assess how successful they've been in achieving their

identified goals and how the town can be even more helpful to them in the future, and to reevaluate goals for the upcoming year. This is a simple process that gets each employee engaged in longer term planning and helps them consider ways and means to improve the workplace and consider innovative approaches to programs, services, and operations within the town. It is an effective means of empowering employees.



The employee evaluations must be specifically designed to evaluate specific roles and responsibilities of each of the town's senior employees, and there must be a section that evaluates softer workplace considerations such as compatibility, punctuality, flexibility in the workplace, vision, commitment, compatibility with other employees, interaction with the public etc...

Again, this is an extremely effective (and cost effective) means of engaging and motivating employees, and with the detailed job descriptions now completed as part of this review, the entire Employee Growth and Evaluation Plan for non-bargaining unit employees can likely be developed for as little as \$4,000 – and that's a pretty small price to pay for establishing this kind of comprehensive plan to ensure employees establish a vision and effectively plan for continuous and ongoing workplace improvement. These are the critical steps that distinguish between organizations and municipalities that are professionally administered, and those that fly by the seat of their pants.

### **In Kind Services**

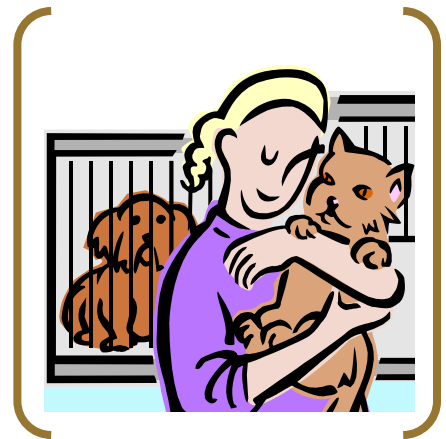
There are widely differing opinions on whether or not the town provides too much support and resources to services clubs, charities, church groups, private clubs, regional events, the Legion, sports teams, aboriginal groups, and many other community based organizations - even the cemetery committee.

There is no doubt that the Town of Happy Valley-Goose Bay provides an extraordinary level of community support when requested, and this type of support is not typically or freely provided by most municipalities. This is certainly true.

It is also true that these groups largely depend on “in kind” supports from the town to run their activities and provide important community based programs and events. But is this level of support too much? We’re not sure that we’re the best judges of that, to be honest. But the issue does deserve some commentary.

Unlike in most municipal jurisdictions, these community groups have little or no options but to go to the town for such services and supports. But this level of dependency becomes routine and taken for granted, in many cases. We don’t accept the notion that there are no options. But options are certainly costlier and more difficult to access. Right now there is a dependency and expectation of council that will be hard to break, and the political costs will be particularly high in some cases.

Some will argue that there is no choice, for example, but to have municipal services open graves in the winter time because of the deep frost and specialized equipment (buster) that is required. It might just as easily be argued that the town’s inter-denominational cemetery committee should provide the equipment (buster) and staff to operate the facility and to open and close graves, just as is done everywhere else. One way or another, the costs are still be borne by the residents.



There are always options and alternatives. The bigger question is whether or not it is wise for the town council to gradually discontinue such levels of support. These services tie up valuable staff time, equipment, and other

resources. At the same time, there is an established expectation and precedent for such support which will be hard to break.

Perhaps there is some compromise that can be reached, or perhaps minimal charges should be applied to all user groups for such services to help defray the costs. While we recognize that this is an important and divisive issue, the solution is more political in nature, and we try to avoid making 'political' decisions or putting forth recommendations that have political ramifications, for obvious reasons. But council and staff should revisit this issue and make changes to the current practice.

### **Committee of the Whole**

Apart from the various committee meetings of council, the most functional and effective meeting of the full council should take place in meetings of Committee of the Whole. These meetings provide a forum for full disclosure and forthright presentation and discussion of various committee reports and recommendations of committees prior to having these issues presented in public.

The goal of any functional council should be to present a strong, informed, and united front on major issues and public positions. Differing opinions can be properly and professionally presented in Committee of the Whole, and dissenting views can be presented and debated. Most of the acrimonious debate should take place in meetings of Committee of the Whole – not under the full glare of public council meetings where media and members of the public are present. Acrimonious debate should be eliminated as much as possible anyway, but acrimonious debate and dissension sends a poor message to the public and, in the end, no one benefits when this happens.

It is our recommendation that council reinstate meetings of Committee of the Whole, and these meetings should provide a forum for thorough debate and discussion of the issues before council. Effective meetings of Committee of the Whole can only take place, however, when each of the various committees of council meet regularly prior to scheduled

meetings of Committee of the Whole, and time has been set aside to prepare committee minutes and review recommendations coming out of the various committees of council. In committee and Committee of the Whole is where the lion's share of work should be done relating to council business. All issues need thorough review and debate. And agreement on all issues cannot reasonably be expected.

But councils work most effectively when there is agreement to present a united front on most major issues and decisions before council. Even though a particular councilor may not fully agree with the decision or recommendation being undertaken during discussion in Committee of the Whole, to support the will of the majority of council is a sign of respect for the democratic process, and in the end, an acknowledgement that you will "win some and lose some" of the debates in any democratic forum.

Inevitably, there will be exceptions to such a proposed approach to try to reach consensus. And not everyone will agree with such an approach in the first place. There will be times when particular individuals take stands that have been consistent with their position(s) in the past, and to acquiesce to a different (and conflicting) position would not be appropriate or consistent. These occasions should be rare, in our view. In such instances, individuals should acknowledge that they respect the view of the majority of council, but are compelled to vote against the motion (and explain why). In such cases, it is normally respectful to inform council of such a dissenting view beforehand, and not to make the differing view a heated or passionate debate in a public meeting. i

Opponents of such an approach charge that this reliance on Committee of the Whole eliminates full debate and disclosure and "sanitizes" public council meetings. We believe this is not the case. Such an approach actually improves the level of intelligent discussion and debate, compels committees to do their work and put forth recommendations for council's consideration, and reduces opportunities for "grand standing" and politicizing issues for personal gain. In the end, this is far more effective than political grandstanding and cynicism that often becomes nasty and personal. Although councils (or individuals) sometimes fool themselves into

thinking otherwise, when cynicism and acrimony occurs on a regular basis, all members of council become tarred with the same criticism and council is labeled as dysfunctional.

### Youth Programming and Programming for Aging Adults

The face of community recreation is changing dramatically. At one time, most recreational programming focused almost entirely on sports teams and youth related activities. Community based programming in most advanced towns and cities throughout the world, in fact, now offers programming that is entirely different from that.

It seems that the town of Happy Valley-Goose Bay is somewhat lacking in programming and activities for youth. Outside of the traditional sporting activities that are typically run by organized sports organizations (like minor hockey or figure skating), there doesn't appear to be much programming or good outreach programs or facilities in place for youth. A town the size of Happy Valley-Goose Bay requires more activities of a less structured nature that appeals to a greater variety of youth.

Investment in skateboarding, teen drop in centers, "Go Rec It" programs, youth camps, youth action teams, and some level of outreach programming can alleviate a lot of undesirable problems in the community. Not all youth are attracted to organized sport or highly organized youth activities. They have interests in art, graffiti painting, break dancing, DJ competitions, skateboarding, drama, trick biking, and other forms of recreational activity and expression. They like less formal and less structured programming that allows them to hang out in supervised environments and still be safe and accepted as they are. They like to express themselves freely and not be judged or discriminated against. We feel this is an area that should be further explored in the near future, and



we suggest that the town's community services department actually work with youth themselves to help determine what they would like (and not like) to see in the way of expanded youth programming.

The world of aging adults is changing rapidly, and baby-boomers are placing increased demands on programming, facilities, and opportunities for aging adults. These people no longer like to be referred to as "seniors", and they are more active, engaged, and contributing members of society than they have ever been in the past. Research shows that their life expectancies are being extended dramatically, and there is compelling evidence to support the value (and need) for social interaction among aging peers.

With the major shift in demographics favoring aging adults, these people can place enormous political pressure on all levels of government to provide programming and activities, and these people often have more "disposable income" than they have had at any time in their lives, and considerably more disposable income than families who are still supporting the costs of raising young families. We feel that programming for aging adults is another area of deficiency within the town's community services department. Many times, aging adults can actually "pay their way" through various programming and activities. All they need is some organizational or administrative assistance to help get them organized and to initiate and promote programming. Maybe the town can do more to assist in these areas.





## 12. CONCLUSION

The Town of Happy Valley-Goose Bay has every reason to be excited and optimistic for the prospects and prosperity that will undoubtedly be coming its way over the next number of years. Much of this is already being felt through various applications and expressions of interest in development, warehousing, retail, housing, and other critical sectors of resource based growth and development.

What is now required is a renewed sense of vision, commitment, planning, and investment for the future. Without investing in resources and expertise to meet the challenges associates with fast paced growth and development, the experience will be more painful than rewarding.

No municipality can expect to experience the levels of projected growth and expansion as is envisioned for Happy Valley-Goose Bay and surrounding areas without substantially increasing its investment in critical areas of readiness. That's exactly what is being proposed in the details of our recommendations and review.

While investing in human resources and technical expertise is essential, in our view, there are other areas of recommendation that are as equally important. Challenging staff to develop professional growth and evaluation plans, supporting ongoing professional development and training, and formalizing agreements with non-bargaining unit employees relating to benefits, expectations, and responsibilities are all important steps towards the professionalization of the town and its relationship with employees.

Once appropriate structures and supports are in place, it is essential that communications be improved to develop a culture of inclusiveness, consultation, collaboration, and teamwork. There must be regularly scheduled meetings of Directors, and they in turn, must meet regularly with their staff to ensure that the vision, goals, and priorities of the town are clearly understood and implemented by employees at the grass roots.

Our role is simply to review *best practice* and put forth recommendations which we feel are necessary to improve operations and services. This is intended to be an objective review based on research, comparative benchmarks, and best practice. How much or how little is actually implemented by council is totally at its discretion. We understand and respect council's position as the final arbiter of decisions and investments to be made. That's what councils are elected to do. Unlike in a strategic planning process whereby the issues and priorities of council are what must be respected as the final word, this process is entirely different. A strategic plan is an articulation of council's priorities and vision, and while the facilitator may help guide and direct decisions and priorities – they are the decisions and priorities of council – no one else's. This process is entirely different. We were hired to undertake a balanced review and put recommendations for council's consideration that we feel are reasonable and which would improve the overall effectiveness of the town's operations and services.

We hope that the recommendations contained throughout the report will be beneficial in preparing the town to better meet the challenges of the future. The challenges facing Happy Valley-Goose Bay, while substantial and demanding, makes the town the envy of most municipalities throughout Newfoundland and Labrador. This will be a test like no other, and we're confident that with the right structures in place and with a whole-hearted commitment from employees at every level within the organizational structure, the town can meet and even exceed expectations in all areas of programs, services, and operations.

It is committing to face the challenges that the town is currently facing that builds character and respect. Success will require a full-fledged commitment on the part of everyone. Anything less than one's "best effort" will simply not measure up.

We wish you well in the future and with your deliberations regarding implementation, and we extend an invitation to call upon us anytime you feel we can be of assistance or support.

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