



Workforce Plan Engineering & Public Works

November 2025

Version History

Version	Authored By	Date	Reason for Revision
1.0	J. Clary	11/27/24	First record of workforce analysis
1.1	J. Clary	01/10/25	Ready for 2025-2029 Financial Plan discussion
1.2	J. Clary	11/07/25	Ready for 2026-2030 Financial Plan discussion

1. Department Profile

The Engineering & Public Works Department's core functions include:

- Operation, maintenance, and rehabilitation of engineering infrastructure, including:
 - Sewer lift stations = 13
 - Sewer pipes = 58 km
 - Sewer manholes = 975
 - Sewer forcemains = 4 km
 - Storm drain pipes = 67 km
 - Storm Drain Manholes = 1010
 - Roads = 52km
 - Traffic Signal / Flashing Crosswalk intersections = 43
 - Buildings:
 - Municipal Hall
 - Public Works Yard
 - Public Safety Building (temporary)
 - Chafe House
 - Fleet = 75
- Planning, design, management, and construction of capital projects related to above assets
- Solid waste services:
 - Garbage and kitchen scrap collection
 - Yard and garden facility (operated by contractor)
- Development and building permit review and administration related to engineering infrastructure

In 2023, Council identified and adopted the following six priorities:

- Climate Resilience & Environmental Stewardship
- Diversified & Thriving Economy
- Engaged & Healthy Community
- Good Governance & Organizational Excellence
- Housing
- Strong Relationships & Partnerships

Much of the core functions provided by the department align with the categories in the Council Priorities Plan. The below table identifies projects listed in the Council Priorities Plan that directly impact the department and that are in addition to the core functions listed above.

Project	Related Council Priority
Climate Action Plans	Climate Resilience & Environmental Stewardship
Integrated Resource Management	Climate Resilience & Environmental Stewardship
Implement Active Transportation Network Plan	Engaged & Healthy Community
Parking Strategy	Housing
Asset management Program – Sanitary Sewer, Storm Sewer, and Facilities Asset Management Plans	Good Governance & Organizational Excellence

2. Pressures for Change

2.1 Increase in Development Related Work

Within the Engineering department, there is one Engineering Technologist that primarily manages the review of offsite servicing, frontage works, and traffic/parking impacts for development and building permits. For every permit request, this person is responsible for identifying the required Works and Services through the Subdivision and Development Bylaw, then reviewing and approving this work once it's completed by the developer's engineer. Over the years, the volume of development in the Township has increased, directly increasing the department's workload.

In addition to the increase in volume of applications, the complexity of the applications has increased. The time to review the servicing and coordinate with the developer and their engineer is significantly longer as the complexity and impact to municipal infrastructure increases. These complexities have created new processes that either weren't in use in the past or were infrequently used but are now commonplace. Examples of this includes:

- Traffic impact assessments
- Sewer capacity assessments
- Encroachment agreements for underpinning and crane swings
- Right-of-way agreements
- Active transportation improvements on frontages
- Coordination of third-party utility works (BC Hydro, Telus, Rogers)

Staff have accommodated the increase in development workload through:

- Longer development review times
- Longer response times on development related correspondence
- Reassignment of tasks to other staff
- Increased involvement on development related work from Manager and Director

The longer review and response time affects levels of service, whereas the reassignment of work and increased involvement from others has a cascading effect on staff resources. For example, the management of road occupancy and construction permits, which are required when 3rd parties work in municipal right-of-way, was historically completed by the same staff person doing development reviews. Now, this work is shared between two other Engineering Technologists, as an increase in development work increases the need for more permits and management of the right-of-way. As a result, proactive work these positions are meant to do is no longer occurring.

The additional involvement from management on development related work has reduced management ability to provide strategic and long-term planning. The Manager of Engineering currently spends approximately 30% of their time on development work, which is significantly more than historic levels.

The increase in development work also impacts Public Works staff, as Public Works has historically completed the majority of the offsite improvements (examples: curb, gutter, sidewalk, and sewer and drain connections). Due to the increased demand and lack of additional resources, staff have started to take on less of the development work, relying more on the developer's contractor to complete these tasks. The results of the pressures created by the increase in development work, along with other pressures on Public Works, are explained further in Section 2.3 below.

2.2 Council Priority Projects

The projects in the Council Priority Plan are in addition to the department's core functions, placing additional demands on staff capacity. Staff have limited capacity to deliver on these projects. While staff have optimistically taken on this work in the past, confident in our ability to deliver, the increase in workload has added significant strain on the department's resources. As a result, staff have seen an impact on our ability to deliver on commitments over time, as the required resources to implement these projects have been underestimated. Below are specific examples of how these projects are being implemented and the pressures on staff.

Implement Active Transportation Network Plan

When the Active Transportation Network Plan (ATNP) was approved, Council approved a new Project Coordinator position (Engineering Technologist III), at the request of staff. The intent of that position was to lead the implementation of the ATNP through 50% of their workload and lead the implementation of the Inflow & Infiltration (I&I) program through the remaining 50%. Staff underestimated the workload required to deliver on the ATNP. Although projects have been implemented successfully, involvement from management has been significant and the time to implement these projects is increasing, delaying the overall implementation. It is estimated that at least 40% of the Manager of Engineering's time is assigned to ATNP related work. The Project Coordinator that was intended to only work 50% of the time on the ATNP, fluctuates from at least 80% of their time during construction of projects like Lampson and Tillicum, to minimal time outside of construction. During that time, the Project Coordinator is assisting on right-of-way management for major development sites and coordinating utility repairs with Public Works. This has resulted in sewer renewals through the I&I budget being stalled.

Public Works has been successful in implementing quality capital improvements in the ATNP, including the entrance to the Archie Browning parking lot off Lyall Street and the new sidewalk on Munro Street. The pressures of this and other pressures on Public Works is explained further in Section 2.3 below.

Parking Action Plan

The Parking Action Plan has several actions that will be led by the department and staff do not have the capacity to take on this new work. An example of this work is transitioning from Residential Parking Only to Permit parking. This is a significant task that takes resources to complete, along with the other tasks in the plan. The Action Plan identified a new staff person is needed at almost full time at the beginning, which would transition to as low as 20% of their time in future years when they will assist with road permits. Focusing only on this workload, staff identified an Engineering Technologist II to complete this work, when the information was presented to Council on July 8, 2024 (see Staff Report No. EPW-24-019 for further details). As the pressures identified elsewhere in this report are considered, staff are now identifying the need for a Project Manager in 2025. This person would initiate the roll out of the Parking Action Plan, then a new Technologist II could continue its implementation starting in early 2026.

2.3 Work For Others

As described above, the workload has increased for Public Works through developments and

capital projects. Further demands on Public Works outside of the core functions described above include:

- 3rd party utility repair (Public Works completes repairs to municipal infrastructure)
- Sewer maintenance for View Royal's pump stations
- Irrigation work in parks
- Traffic calming projects (examples: sign, bollard, and planter installations)
- Maintaining new types of infrastructure maintenance (examples: quick build bike facilities and traffic calming)

Although some of this work is minor at times or has always been work Public Works assists with, on the whole, it takes resources away from the core functions of Public Works. The department is not sized correctly to handle both its core functions and the additional work, resulting in a situation where there is more work than available resources to complete it. As all of the above work is cost recoverable or charged to capital works, Public Works consistently underspends its allocated operating budget and core work that is budgeted doesn't occur. It's not feasible to predict exactly what the impacts of this are, but over time we are starting to see evidence of this. Bus shelters and graffiti management are showing signs of being under resourced and staff are losing capacity to react to increase in graffiti. Crack sealing of roads to extend the useful life of the asset isn't completed annually as in years past. Catch basin cleaning to prevent flooding and environmental hazards isn't completed annually as in years past. To address these challenges, staff propose utilizing existing operating budget and capital projects to hire new staff.

3. Existing Positions

Roles	Current # of FTE Positions
Director	1.0
Office Administrator	1.0
Manager of Engineering	1.0
Engineering Technologist III	3.0
Engineering Technologist II	2.0
Manager of Public Works	1.0
Technical Support	1.0
Purchasing Clerk	1.0
Public Works Supervisor	1.0
Chargehands	6.0
Equipment Operators	2.0
Utility Operator	1.0
Labourer II	6.0
Truck Driver III	1.0
Refuse Collection	2.0
Building Maintenance	1.0
Mechanic Supervisor	1.0
Mechanic	1.0
Total Current FTEs	33

4. Additional/New Positions Required

The changes to the staff requests in Version 1.2 of this document reflect the input of the department review that was completed by Innova Strategy Group in Summer 2025. The results of this review are available in the report in Appendix A. The report identifies the following new priority positions:

- Project Manager
- Public Works Office Administrator
- Labourers x 3

One of the changes in the table below is the removal of a future capital crew in Public Works. Focusing on adding labourers to the Public Works team increases capacity to accommodate both maintenance and capital work. As the capital program increases, staff will reassess the need for a full capital crew.

Positions	Reason for Increase	Forecasted Position Needs					
		2025	2026	2027	2028	2029	2030
Office Administrator Public Works	To provide administrative services at the Public Works Yard to support the Supervisor and Manager. Provide additional capacity for Engineering & Public Works for records management.			+1.0			
Project Manager	Manage projects currently being led primarily by Managers and Director. Example projects: <ul style="list-style-type: none"> - Parking Action Plan - Sewer renewals - Asset Management Plans Some large projects (example: Esquimalt Road Active Transportation Improvements) will still be led by the Manager or Director, but this role will take on some of the workload by leading projects independently. This role will be funded through capital.		+1.0*				
Engineering Technologist III	The primary responsibility for this role will be to support development reviews, manage road permits and right-of-way use. This will free up capacity for other Technologists that are meant to support asset management and project coordination.			+1.0			

Positions	Reason for Increase	Forecasted Position Needs					
		2025	2026	2027	2028	2029	2030
Engineering Technologist III – Capital Coordinator	This role will complete capital project coordination as staff anticipate an increase in this workload through implementation of asset management plans. This role will be funded through capital.				+1.0*		
Auxiliary Labourer II	The number of auxiliary workers to be determined on an ongoing basis, based on workload and available funding through existing operating and future capital projects. Historically Public Works would utilize this approach, but several years ago this practice stopped. In 2023 staff were successful in hiring one auxiliary labourer who primarily supported the implementation of the new speed limit signs. Staff recommend continuing this practice as it allows Public Works to better adjust to workload demands.	TBD*	TBD*	TBD*	TBD*	TBD*	TBD*
Labourer II	To increase capacity to support existing operating, cost recoverable work, and capital work. This will provide resources needed to manage assets to budgeted levels. The intent of these positions is to continue to hire auxiliary labourers and then transition to full-time employees. Per Appendix A, three additional labourers are needed.		+2.0*	+1.0*			
Superintendent	This position will replace the current supervisor when they retire. The supervisory currently manages 19 full time employees. This new position will provide additional staff management and planning capabilities. Currently staff are reactive, and this role will create capacity to do proactive planning. **Note: this position is a reclassification and will not result in an additional FTE.					+0**	
Refuse Collector	To address bus stop and Parks garbage, and increase graffiti / sanitation of bus shelters. Remaining 0.5 FTE coming from existing Parks operating for auxiliary staff.			+0.5			

Positions	Reason for Increase	Forecasted Position Needs					
		2025	2026	2027	2028	2029	2030
* Expected FTE utilizing existing operating, cost recoverable work, and capital budgets to fund positions			3.0	1.0	1.0		
Total new FTEs requiring new operating funding					2.5		

The current workforce plan reflects the known pressures described in this report. As staff develop detailed asset management plans, staff anticipate an increase in maintenance and capital work to occur. This is reflected in the gradual increase in Public Works staff funded through existing operating and future capital works. Updated staff requests and forecasts are to be regularly reassessed based on evolving workload demands.

5. Identified Risks

The following are identified as gaps or risks in the department:

- 5.1 Records management levels of service are currently not being achieved and will continue to not meet requirements. This results in potential legal liability.
- 5.2 Response time for development reviews and correspondence continues to decrease resulting in reputational impact or decrease in development.
- 5.3 Maintenance of assets decreases and expected levels of services are not met. This is currently evident at bus shelters and with graffiti management, but over time, this will become more apparent in other assets (examples: delayed filling of potholes, number of sewer backups increase, sinkholes occur).
- 5.4 Implementation of major projects continue to primarily be managed by Managers and Director, resulting in delayed implementation of the Council Priority Plan.
- 5.5 Staff continue to be reactive and deliver just in time or delayed results creating a lack of strategic and long-term planning. This will result in decreased levels of service and lost revenue opportunities (example: fees and charges for sewer and drain connections, and road permits are out of date, but management doesn't have capacity to adequately assess and implement changes).
- 5.6 Staff are operating at an unsustainable level that may cause fatigue or burn-out, resulting in poor staff retention.

6. Future Growth

6.1 This plan is based on current information and only anticipates an increase in workload identified in implementing upcoming asset management plans. Staff recognize that the development community plays an important role in demand for staff resources and is subject to change at any time. Staff will regularly reassess staff needs and update requests appropriately.

Appendix A



Organizational Review - Township of Esquimalt Engineering and Public Works

**Assessment and Report
Prepared by the INNOVA Strategy Group**

Fall 2025



Executive Summary

The Innova Strategy Group was commissioned to evaluate the operational effectiveness of the Township of Esquimalt Engineering & Public Works Department with a primary focus of aligning resources to achieve optimum performance. In order to understand current practices and operations, Innova interviewed over 30 employees and elected officials in August / September of 2025 and undertook a thorough analysis of background data and information provided by the Township.

Current environmental conditions that were pertinent to this review include:

- Taxation is a challenge for Esquimalt, similar to many like sized municipalities in British Columbia.
- Esquimalt is experiencing very high levels of building and development.
- Workload is a key concern for many Esquimalt employees.
- Council's Strategic Priorities, grants, a heavy capital works program, and other initiatives have added additional pressures.

The Township of Esquimalt has highly talented and capable Engineering and Public Works staff. Generally speaking, they provide good service to the community and provide basic maintenance of municipal infrastructure, with some important limitations. Impressively, they remain positive and committed in the face of often unsustainable workloads.

The Innova Strategy Group has completed over 70 organizational reviews and compared to all others, one of the greatest strengths of Engineering & Public Works is the culture of the department. Staff are highly engaged, care about each other, care about the community, work safely, respect the role of Council, and truly want to make the Township the best it can be.

At the core of this review are four key findings:

1. While the Township has over \$580 million of depreciable capital assets, it is only now developing partial asset management plans.
2. Maintenance of assets is well below accepted standards.
3. Annual operational funding is never expended in the fiscal year resulting in these funds being allocated to general revenues.
4. The demands of development, capital projects, and government grants, overwhelm the department.

In addition, Engineering and Public Works staff are neither optimally efficient nor highly effective, in large part because they are hampered by the absence of some key corporate policies and plans, and limited capacity. In many cases these policy and plan gaps are the responsibility of Council or the corporation as a whole and are not the responsibility of the Engineering and Public Works team. These include:

1. The absence of a comprehensive corporate asset management plan
2. The inability to use capital funding to effectively deliver capital projects (capital funding has embedded consulting and management budgets that have not been used effectively)
3. A lack of operating capacity to implement approved plans (such as the sewer asset management plan)

4. An acute shortage of project management capacity
5. Budget and financial management processes and structures that make tracking actual service costs and trends difficult or impossible
6. Outdated fees and charges that do not recover actual costs
7. Outdated or inaccurate position descriptions
8. Clerical and administrative work undertaken by managers and directors

Comparatively, the Engineering and Public Works team is understaffed. As a result, staff are regularly required to shift from routine (and necessary) work to unplanned project work. This means that some routine work, such as graffiti removal, catch basin cleaning, and road crack sealing often are not completed in a timely or regular way. This creates quality of life issues, flooding risk, and deferred road maintenance, almost always at an increased cost to taxpayers.

Key Recommendations:

1. Add much needed capacity in project management, administrative support, and operational maintenance.
2. Create financial and support systems that allow for accurate project costing, benchmarking, service levels, and long-term planning.
3. Advance the Asset Management plan, including full condition assessment of all Township infrastructure.
4. Communicate, engage, and inspire the organization, targeting the relationships between Council, management, staff, and the community.
5. Consolidate organizational project management.
6. Implement both an employee performance development program and an attendance management program, including opportunities for training and succession planning.
7. Develop a comprehensive project management and capacity analysis program, linking Council priorities, internal projects, grants, and other key deliverables.
8. Through CAO approval, use capital funds to fund positions that fully or partially work on the capital program.
9. Continue to evaluate opportunities for increasing revenues and decreasing expenses across the organization.

Although these recommendations may seem somewhat daunting, they are less challenging than many other organizations who have gone through the same Innova process. The existing strong leadership and staff dedication to the work they perform are solid building blocks to achieve success. The recommended changes will lead to increased efficiencies in the organization, freeing up capacity to increase service levels. Moreover, these findings and recommendations are typical for a municipality like Esquimalt that is rapidly transitioning from a small community to a mid-sized municipality.

This report outlines the specific concerns and strengths and provides recommendations for the Township of Esquimalt to achieve future success. It is important to recognize that the Township of Esquimalt has tremendous potential to be a great organization and an employer of choice. The Innova Strategy Group extends its best wishes to the Township as it implements the recommendations, as applicable.

Kevin Ramsay James Ridge
Innova Strategy Group

BACKGROUND

OBJECTIVES & APPROACH

The Township of Esquimalt Engineering and Public Works Organizational Review was conducted by the Innova Strategy Group in August / September 2025. The review included an examination and assessment of the overall leadership, management and operation of the department considering existing and future challenges. Comparisons were made to local government best practices along with the specific economic drivers facing the community.

This review was intended to provide a broad overview of existing conditions along with recommendations for improvement. This information should assist the organization and Council for decisions on the future governance and operations of the Township. The review also provides findings and recommendations on key operational elements as identified through the process.

APPROACH

Innova's approach to the project included collaborating with the Chief Administrative Officer and Director of Engineering and Public Works to develop the scope of work and to review and develop organizational options considering the current state, community growth, community expectations, and organizational opportunities over the next five years. Emphasis was placed on reviewing potential changes to the structure that would result in personnel being effectively aligned with services along with integration amongst other departments. In addition, current exempt demands and workloads were evaluated against the proposed structure to fully rationalize future alignment. The assessment considered exempt staffing levels as part of verifying that positions are sufficient and appropriate based on current or recommended changes in responsibilities.

The preferred organizational structure was designed to ensure effective and efficient delivery of service that further supports the strategic direction of Council along with the goals and objectives of the organization and each operational department. This structure and service alignment is designed to support the organization through any growth or destabilization of general local government services.

Five fundamental questions were considered throughout this review:

1. Are current positions appropriate for the service levels required?
2. What staffing levels and organizational structure is necessary to manage growth along with Council and community expectations?
3. Is there a need for restructuring to improve efficiencies?
4. What options are available to enhance capacity in terms of funding new positions, realigning resources, and/or operational improvements?
5. Is the Township's alignment, proficiency, and execution efficient?
6. What options are available to fund these changes while minimizing tax increases?

METHODOLOGY

The Innova Strategy Group utilized the following methodology:

1. **Research** – Review and understand specific relevant Township information/data that details processes and interactions with stakeholders – e.g., strategic plans, operational plans, capital project plans, budgets, departmental plans, reviews/audits, staff surveys, etc.
2. **Review Current Structure** – Understand current job portfolios with a view to potentially make amendments and/or create any new position portfolios that are consistent with any organizational changes recommended. Review similar, like-sized local government organizations' structure, alignment, and salary scales.
3. **Engage & Consult** – Engage, listen, consult and document stakeholder input to ensure a broad perspective is considered for key elements within an effective corporate business plan & measurement. Conduct confidential interviews with the Mayor, senior managers, staff, and union officials.
4. **Develop Options** - Utilizing industry best practices, develop potential reorganization options that:
 - align services;
 - provide appropriate leadership control;
 - encourage the marketability for attraction and retention of key personnel;
 - consider economies of scale; and,
 - consider potential growth.
5. **Confirm Options** – Review findings and options with the Township Manager and Director of Engineering and Public Works considered for proposed changes to the organizational structure. Adjust as required.
6. **Final Report**

ABOUT ESQUIMALT

The township of Esquimalt (incorporated as a District Municipality on September 1, 1912) is a district municipality on southern Vancouver Island with a population of approximately 19,300 as of 2024.

Nestled on the edge of Esquimalt Harbour and the Gorge Waterway, with ocean views and parks like Saxe Point and MacAulay Point, Esquimalt offers easy access to beaches, kayaking, and stunning sunsets. Waterfront trails connect to Victoria's Galloping Goose and E&N Rail Trail for cycling, jogging, or commuting. Esquimalt is a 5 to 10-minute drive (or easy bike ride) to downtown Victoria. Esquimalt has more parks per capita than most Greater Victoria municipalities including Gorge Park Pavilion, Saxe Point, Fleming Beach, and Esquimalt Lagoon nearby. Esquimalt feels like a small town in a big city; tight-knit, family-friendly, and increasingly vibrant. Local events like Esquimalt Ribfest, Esquimalt Farmers Market, and summer concerts at Bullen Park foster community pride.



Esquimalt has a mix of older character homes, waterfront condos, townhouses, and new multi-family developments and is historically more affordable than Victoria proper or Oak Bay, (though prices are climbing).

Governed by a mayor and six councillors, Esquimalt shares some regional responsibilities with the Capital Regional District.

ESQUIMALT TODAY

The Canadian Forces Base Esquimalt (41 km²) is the main economic engine—employing over 7,800 personnel (military and civilian), contributing approximately \$760 million annually. Marine industries, construction, healthcare, retail, and tourism round out the local economy.

The shift over 20 years has been from manufacturing to services-oriented jobs. Esquimalt has frameworks like the Economic Development Action Plan 2023–2025 and earlier strategies to support commercial growth and investment.

Esquimalt is a community where deep history meets modern life—marked by Indigenous roots, naval heritage, and a close-knit urban vibe. It's defined by its scenic setting, strategic importance, and evolving economy. Like many nearby municipalities, Esquimalt also faces

urban challenges including socio-economic disparities, adaptation pressures, and infrastructure balancing.

CONTRACTED SERVICES

The Township provides many typical core local government services but contracts specific functions, as follows:

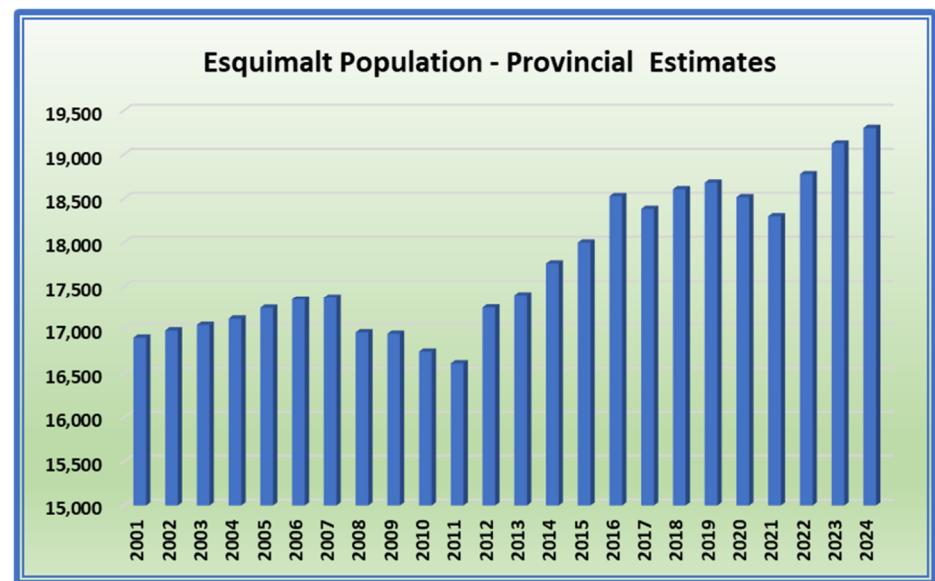
- **Policing** - Contracted with the Victoria Police Department (VicPD) for policing services under a joint policing agreement with the City of Victoria.
- **Fire Dispatch & Emergency Services** - Esquimalt has its own Fire Department, but fire dispatch and 911 call-answering services are provided regionally through E-Comm 911 and the CRD's integrated system.
- **Water supply** – partnerships with the City of Victoria, which manages the water conveyance system in the Township, and with the Capital Regional District (CRD), which manages the Greater Victoria Water Supply System.
- **Sewage treatment** - Esquimalt's wastewater is treated at the McLoughlin Point Wastewater Treatment Plant, which is in Esquimalt but run by the CRD for the region.
- **Solid waste landfill & recycling** - handled through the CRD's regional solid waste system.
- **Transit** – contracted through BC Transit, the provincial transit authority that provides bus service across Greater Victoria.
- **Library services** - Provided through the Greater Victoria Public Library system (GVPL). Esquimalt has its own branch but shares funding with other municipalities.
- **Recreation** - Esquimalt runs its own Recreation Centre, but residents also use Saanich, Victoria, and West Shore centres at shared rates with intermunicipal agreements.
- **Shared Regional Services via CRD:**
 - Regional parks (Elk/Beaver Lake, Thetis Lake, etc.)
 - Regional planning & housing (Capital Region Housing Corporation)
 - Regional emergency planning
 - Regional trails (Galloping Goose, E&N Rail Trail)

DEMOCRAPHCS

Growth

Esquimalt has increased in population averaging 0.96% / year over the past 12 years.

Predicting future population growth is difficult with the 2018

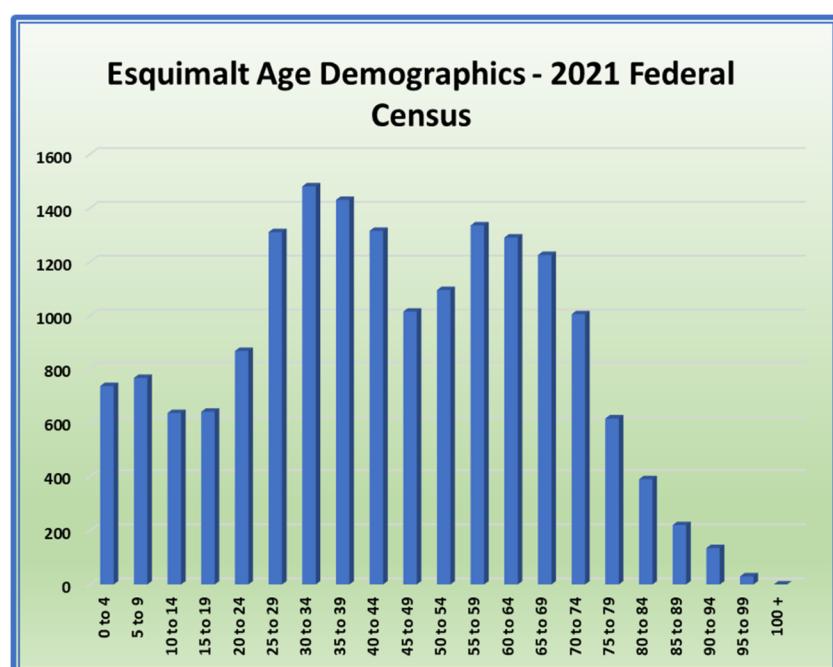


Regional Growth Strategy being the only official document on record. The 2018 RGS predicted 1.1% annual population growth in the Western Communities from 2018 to 2038.

Age Distribution (from 2021 census)

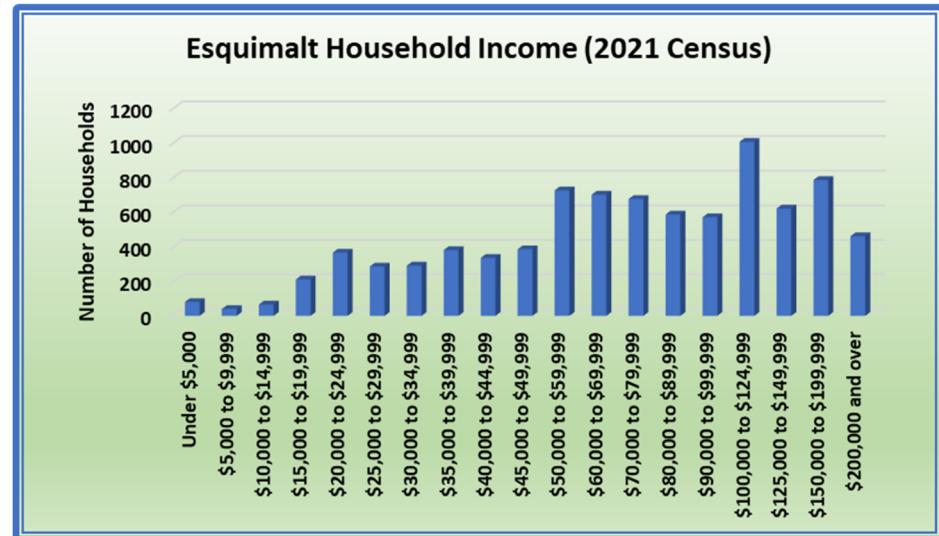
Esquimalt's age structure contrasts with national averages, signaling a mature community:

- Children (0–14 years): 12.2% (compared to ~16.3% nationally)
- Working-age (15–64 years): 67.1% (versus 64.8% across Canada)
- Seniors (65+ years): 20.7% (slightly above Canada's 19.0%)



Household Income

Both average and median household incomes are higher in Greater Victoria compared to Esquimalt, indicating a generally wealthier population in the broader region.



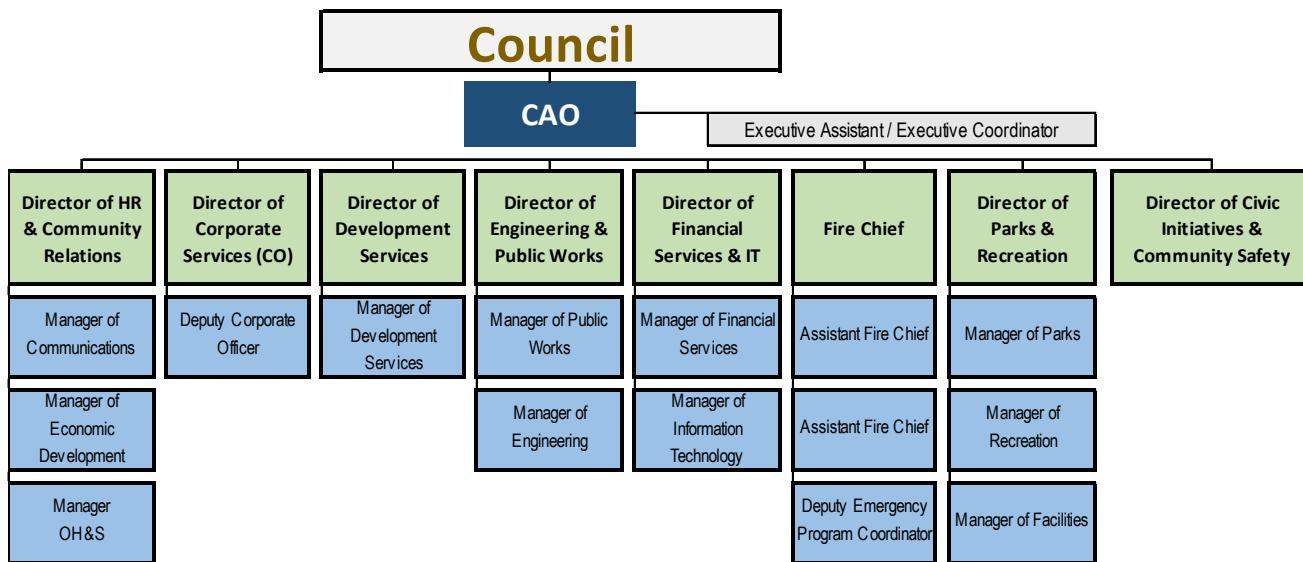
Ethnic & Cultural Background

Esquimalt's population is primarily of European ancestry, with growing visible minority communities:

- European (non-visible minority, non-Indigenous): 80.7%
- Indigenous peoples: 5.61%
- Visible minorities:
 - Southeast Asian: 3.67%
 - East Asian: 2.92%
 - African: 2.34%
 - South Asian: 1.76%
 - Latin American: 1.24%
 - Middle Eastern: 0.61%
 - Multiracial/Other: 1.10%

THE ORGANIZATION

ORGANIZATIONAL LEADERSHIP



FINANCES

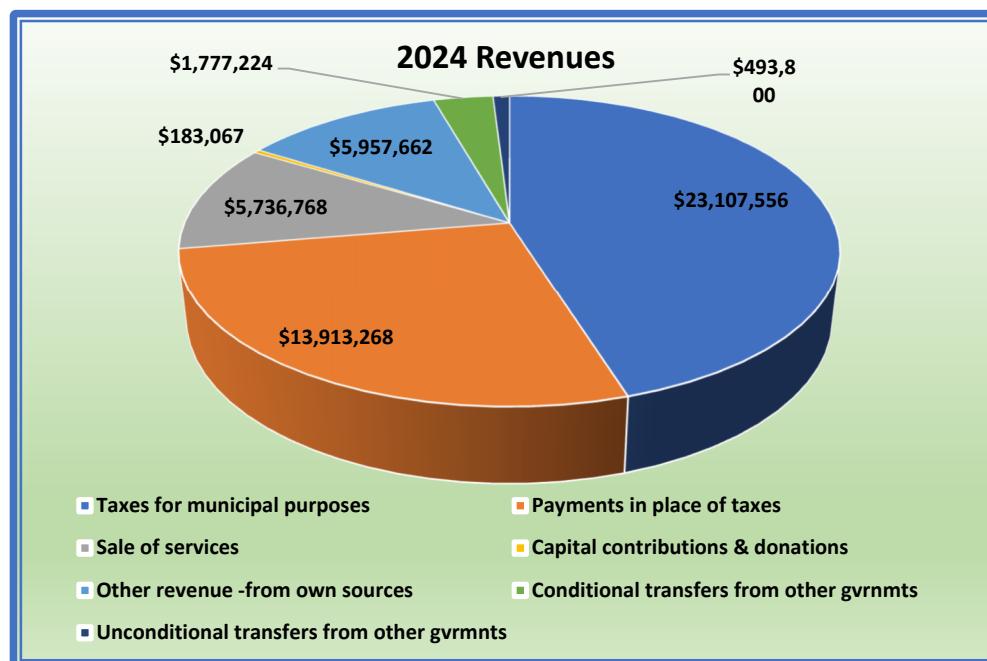
Revenues have increased by 43% over the last 10 years



Esquimalt- REVENUES

	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024
Taxes for municipal purposes	14886294	15386828	15591975	16310208	16965769	17390225	18243875	19555729	21295424	\$ 23,107,556
Payments in place of taxes	11776021	12612222	12612222	12997197	12746911	13258895	12883090	12852521	13263765	\$ 13,913,268
Sale of services	3199598	3259558	3489914	3778670	4116938	2476588	3070167	4275962	4574013	\$ 5,736,768
Capital contributions & donations						2209147	297533	337604	248455	\$ 183,067
Other revenue -from own sources	1502314	1388976	3054872	2242424	3120663	5336330	10749689	9762059	8715080	\$ 5,957,662
Conditional transfers from other gvrnmts	3767767	1255129	1219383	1179520	2166871	4523650	1865005	1262038	7396255	\$ 1,777,224
Unconditional transfers from other gvrnmts	641380	595310	578985	566086	556366	603295	569055	579533	529000	\$ 493,800
TOTALS	35773374	34498023	36547351	37074105	39673518	45798130	47678414	48625446	56021992	51169345

The bulk of revenues is from municipal taxation (45%), Payments in lieu of taxes (27%), and revenue from own sources (12%)



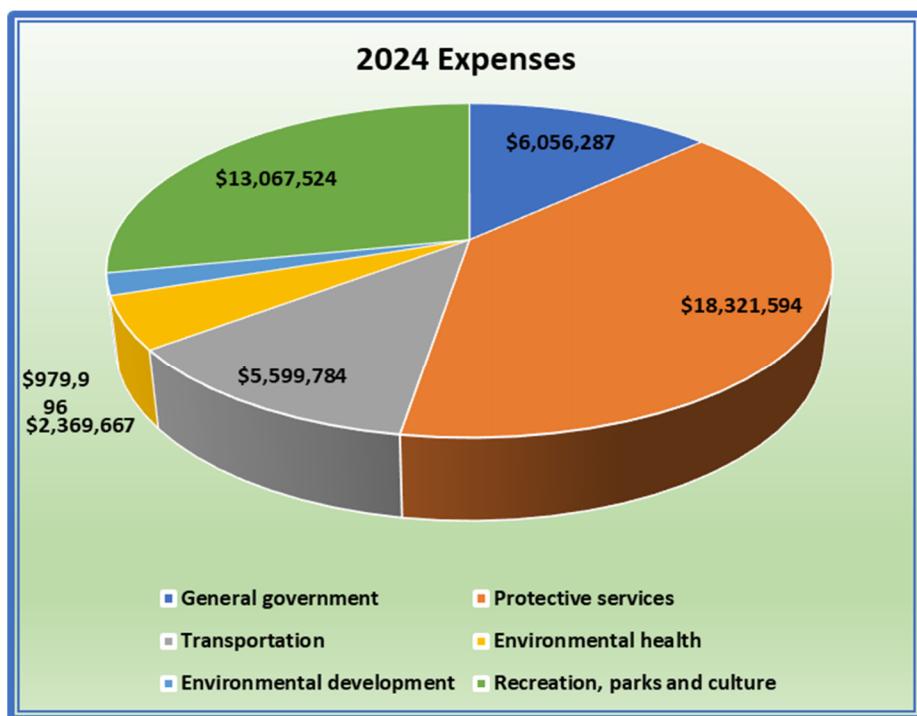
Expenses have increased by 48% over the last 10 years



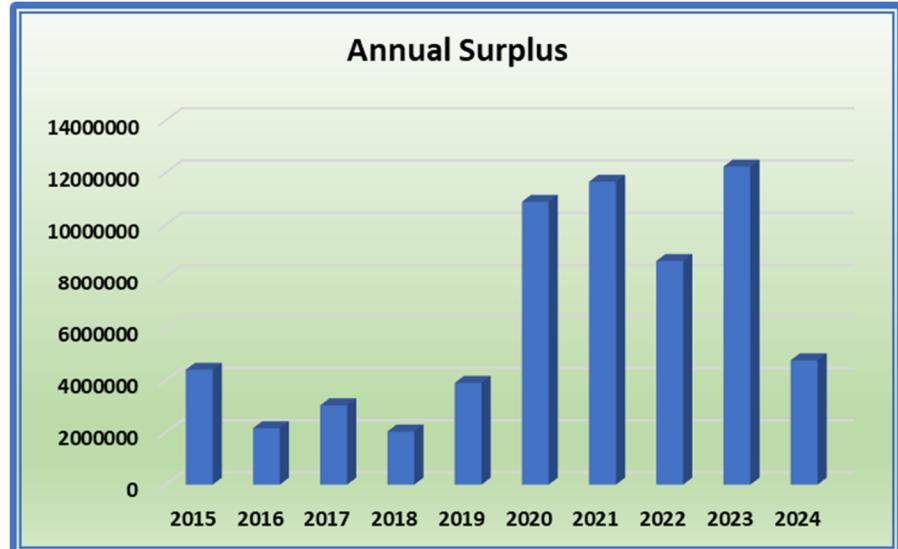
Esquimalt - EXPENSES

	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024
General government	3829666	3725462	3478644	4404198	3894933	3693284	3970843	5618059	5535714	\$ 6,056,287
Protective services	11591642	12331201	12944164	13248452	13770660	14674861	14522604	15390431	18086054	\$ 18,321,594
Transportation	4140798	4336627	4577312	4892638	4974174	4816496	4689341	4979445	4955221	\$ 5,599,784
Environmental health	1677345	1521243	1525356	1567945	1551803	1684206	1745606	1823507	1864858	\$ 2,369,667
Environmental development	761131	883147	917477	744711	853330	797677	829611	810476	1096921	\$ 979,996
Recreation, parks and culture	9361456	9535515	10059871	10178320	10722553	9245045	10263929	11381289	12246793	\$ 13,067,524
TOTALS	31362038	32333195	33502824	35036264	35767453	34911569	36021934	40003207	43785561	46394852

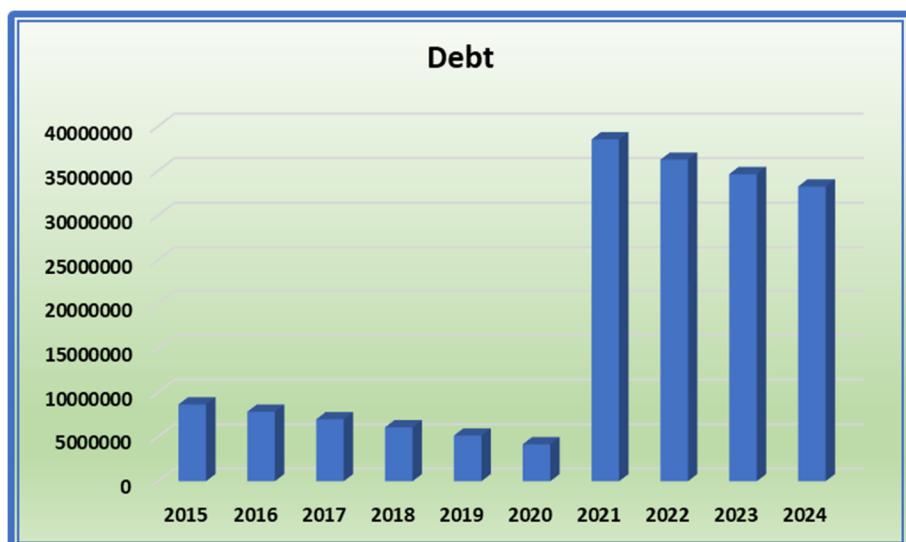
The bulk of expenses is from protective services (39%) and recreation, parks & culture (28 %)



The annual surplus for Esquimalt is high compared to other local government organizations, often averaging over 25% of the overall budget. This is due to carrying forward capital projects.



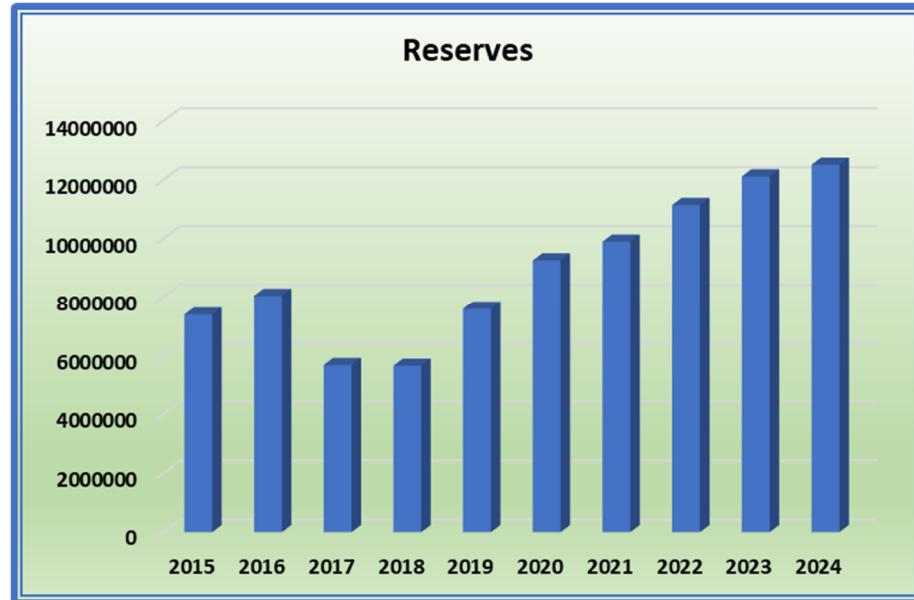
Debt is currently manageable at \$33 million and is well within the Community Charter's debt servicing limit.



Esquimalt- TOTAL BORROWING

	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024
General Capital	4384019	3896205	3385122	2849576	2288498	1700315	36084067	34619292	33445827	32502239
Sewer Capital	4255972	3924685	3580050	3221477	2848455	2461680	2461680	1636504	1197961	747823
TOTALS	8639991	7820890	6965172	6071053	5136953	4161995	38545747	36257818	34645811	33250062

Reserves continue to increase and currently total more than \$12 million



Esquimalt - RESERVES

RESERVE	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024
Capital Projects	1701786	1677118	1951874	2028953	2845119	3436524	3824590	4541402	4788406	4891228
Local Improvement	152189	158114	164374	171811	179727	185946	190919	199373	214239	229346
Machinery and Equipment	1924834	2326492	2371264	2427160	2708076	2964423	2597004	2473172	2189142	2559506
Municipal Archives Trust	2972	2992	3693	3933	4104	4215	4321	4396	4595	4885
Parkland Acquisition	83698	84369	85197	86602	88210	88957	125343	127774	1191048	1248460
Tax Sale Lands	114273	115190	116321	118243	120440	121461	121647	124008	130274	136554
Sustainability	196123	157232	174101	99962	40895	110359	179945	321544	521299	595124
Eva Chafe	33032	33297	33624	34179	27814	28050	28093	28638	30085	31536
Infrastructure and Revitalization	3191090	3480703	751480	562751	1140097	1711160	2188391	2632769	2931956	2691765
Public Art		12009	24900	38125	51649	64825	77435	92937	113719	123308
McLoughlin Amenity				78728	395884	541491	558861	596116		
TOTALS	7399997	8047516	5676828	5650447	7602015	9257411	9896549	11142129	12114763	12511712

Salaries, wages and benefits represent approximately 1/3 of overall expenditures. This proportion has been relatively unchanged over the past 10 years.

	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024
Salaries, Wages & Employee Benefits	13598751	14496427	15007742	15184907	16257618	15494988	16311821	18,096,491	19,727,117	21996809
Materials, supplies and services	13869676	14032337	14620879	15953019	15598471	15631411	15710439	17,056,472	18,859,436	19035063
Interest and other	456904	421842	400937	347579	360009	354701	553035	1,222,579	1,187,399	1134349
Amortization	3436707	3382589	3473266	3550759	3551358	3430478	3446639	3,627,665	4,011,589	4228631
TOTALS	31362038	32333195	33502824	35036264	35767456	34911578	36021934	40003207	43785541	46394852

ENGINEERING & PUBLIC WORKS FINANCIAL HIGHLIGHTS

CAPITAL PROJECTS

For the past 4 years, E & PW has planned for increased capital expenditures:

	2021	2022	2023	2024
Core	\$ 165,000	\$ 165,000	\$ 165,000	\$ 225,000
Supplemental	\$ 1,137,688	\$ 3,222,500	\$ 5,485,000	\$ 6,365,000
Prior Year	\$ 5,195,618	\$ 4,245,188	\$ 6,438,196	\$ 6,347,834
	\$ 6,498,306	\$ 7,632,688	\$ 12,088,196	\$ 12,937,834

For 2025, E & PW planned to administer over \$10 million in capital projects:

ESQUIMALT 2025 APPROVED CAPITAL BUDGET ENGINEERING AND PUBLIC WORKS				
Type	CAPITAL REQUESTS	CORE	SUPPLEMTL	PRIOR YR. FUNDING SOURCE
Sidewalks	Westbay Walkway Improvements			\$118,558 Community Works
Sidewalks	Pedestrian Safety Improvements - Constance			\$25,552 Community Works
Sidewalks	Sidewalk - Replacement - Dunsmuir (Sea Terrace to Esquimalt)			\$30,000 Community Works
Sidewalks	Sidewalk - Replacement - Dunsmuir (Sea Terrace to Esquimalt)			\$10,000 Contributions
Roads and Streets	Tillicum Road Cross Section Modification & Construction			\$20,000 Capital Reserves
Roads and Streets	Street Banner Replacement			\$29,624 Capital Reserves
Sidewalks	Sidewalk - Munro from Plaskett to Lampson			\$88,555 Community Works
Roads and Streets	Traffic Calming Infrastructure	\$ 50,000		Capital Reserves
Roads and Streets	Speed Limit Reduction Signs			\$17,845 Capital Reserves
Roads and Streets	Speed Limit Reduction Signs			\$37,500 ICBC Grant
Roads and Streets	Crossing Improvements - Craigflower		\$400,000	\$75,000 Community Works
Roads and Streets	Crossing Improvements - Dominion/Ellery		\$25,000	\$47,907 Community Works
Roads and Streets	Esquimalt Road Phase 1 - Lampson to Dominion			\$2,315,614 Infrastructure Reserve
Roads and Streets	Esquimalt Road Phase 1 - Lampson to Dominion			\$500,000 Grant
Roads and Streets	Esquimalt Road Phase 2 - Canteen to Lampson		\$3,500,000	\$179,919 Capital Reserves
Public Works	GPS Survey Equipment		\$55,000	M&E Reserve Fund
Storm & Sanitary	Sanitary Sewer Infrastructure Renewals			\$1,174,234 Capital Reserves
Storm & Sanitary	Sanitary Sewer Infrastructure Renewals			\$71,500 Contributions
Roads and Streets	Road Infrastructure Repairs & Maintenance	\$200,000		Infrastructure Reserve
Sidewalks	Accessibility Ramps	\$25,000		Community Works Fund
Storm & Sanitary	Storm Drain Replacements	\$50,000		\$46,509 Infrastructure Reserve
Public Works	Fuel Tank Replacement			\$50,109 Infrastructure Reserve
Roads and Streets	Street Light Head Replacement Program		\$75,000	Infrastructure Reserve
Public Works	Roof Replacement - Municipal Hall			\$400,000 Infrastructure Reserve
Public Works	Street Sweeper (Replace U211)			\$360,000 M&E Reserve Fund
Public Works	Garbage Trucks (2) (Replace U224 and U225)			\$600,000 M&E Reserve Fund
Public Works	Survey Van (Replaces U179)		\$80,000	M&E Reserve Fund
Public Works	Crack Sealer Equipment (Replaces U202)		\$100,000	M&E Reserve Fund
		\$325,000	\$4,235,000	\$ 6,198,426
			Grand Total	\$10,758,426

It should be noted that the average in new capital funding for the past 5 years for the department is \$4.3 million / year.



The projected capital works for the next 18 years envisions the overall program increasing from \$4 million per year to \$9 million per year



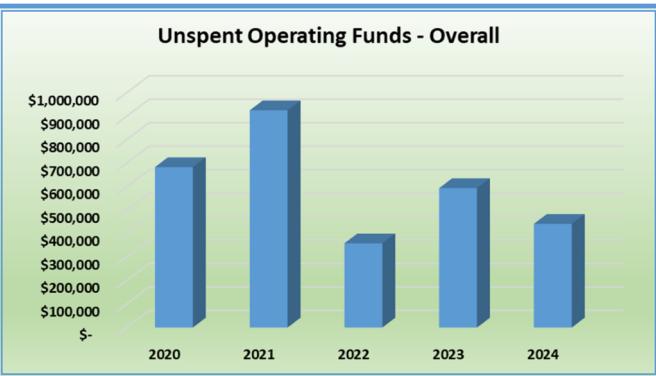
OPERATING

Eng & PW operating budgets are split into large “buckets” intended for particular assets. There is no further asset breakdown of the work performed in each area

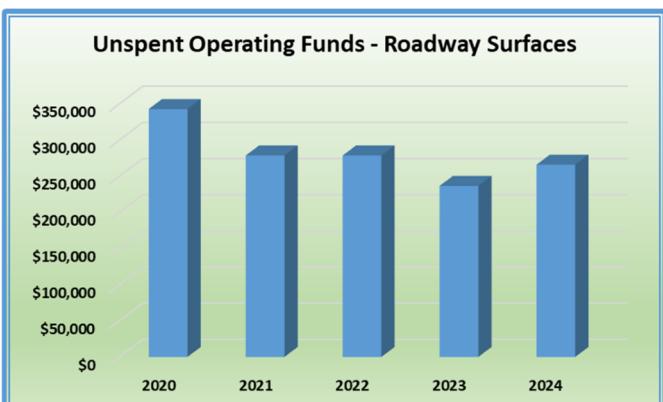
E & PW's annual operating budget is approximately \$6 million, representing approximately 14% of overall expenditures.

	Budget
MUNICIPAL HALL	171,929
Transportation Services	
COMMON SERVICES	
Administration	2,578,778
Public Works Yard	191,091
ROAD TRANSPORT	
Roadway Surfaces	707,262
Bus Shelters	11,672
Sidewalks	239,908
Storm Sewers	387,734
Street Cleaning	116,848
Snow and Ice Removal	37,134
Street Lighting	118,402
Traffic Lights, Signs, Railroad Crossings	177,195
OTHER	
General Work	291,984
Community Events	0
Environmental Health Services	
GARBAGE AND WASTE COLLECTION	577,024
RECYCLING	351,450
GRAFFITI REMOVAL	4,530
Total	5,962,941

The E & PW operating budget is not fully utilized for the purposes intended and significant funding intended for key work is transferred into general revenues at year end.



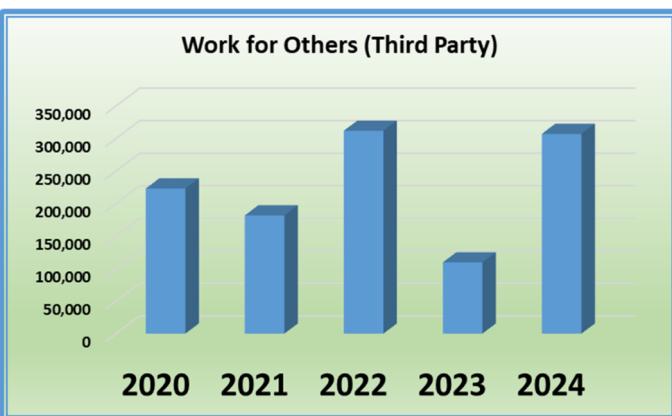
Roadway Surfaces and Administration collectively underspent by \$1.3 million in 2024.



The large amounts in Administration are due to capital projects that span multiple years.



Much of the above noted work is not being done because of the third-party work Esquimalt performs. These costs are cost recoverable work for development frontages, City of Victoria, Fortis, View Royal, etc. This does not include work completed for other departments.



ASSET MANAGEMENT

The Township does not have a complete asset management program, although it does have an asset management plan for sewers (partially implemented) and funding to undertake a facilities, storm, and pavement asset management plans, but limited resources to implement these plans. At the moment, the Township has no staff available, or sufficiently qualified, to undertake this work.

The Financial Sustainability Analysis report by FIT Consulting was received in October of 2024.

This comprehensive report supplemented the 2023 long-term financial planning analysis completed by staff. The consultant used the modified National Asset Management Standards (NAMS) which are recognized as best practices in local government. Highlights include:

Key Findings

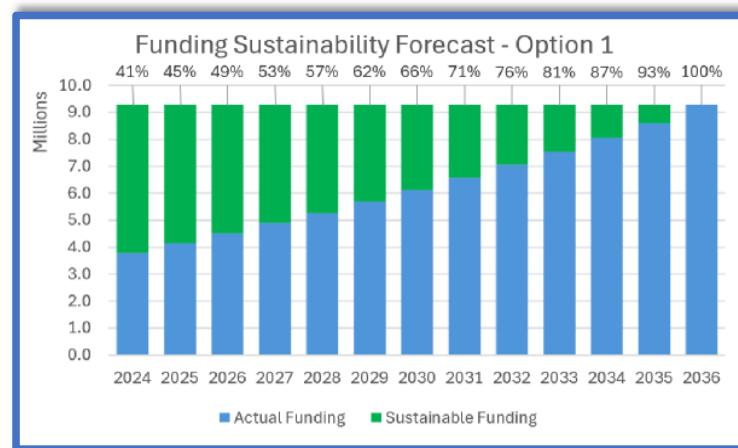
- **Inventory Valuation:** The replacement costs of the Township's depreciable assets (not including vehicles, equipment, land improvements and select facilities) are estimated to be approximately \$583.6M
- **Infrastructure Consumption:** The Township's assets are estimated to be 64% through their useful life on average. The value of this consumption is estimated to be \$371.8M. In comparison, the Township has \$10.0M in accumulated reserves that can be used for infrastructure replacement. It is estimated that approximately \$35.8M of the Township's assets are overdue for replacement.
- **Annual funding levels:** Annual funding levels are currently not sustainable. Annual funding is estimated to be 40% sustainable. Modelling indicates that current funding levels could result in a \$550M 100-year funding gap.
- **Existing Financial Sustainability Practices:** The Township is currently exercising several financial sustainability practices with respect to infrastructure. Recommendations address formalizing these practices into current policy.

Key Recommendations

1. Increase funding to sustainable levels: Implement 9-years of 2% tax increases for infrastructure replacement. This annual funding increase would replace the 1% annual increase currently in place.
2. Re-evaluate annual infrastructure funding levels in 5 years.
3. Capital cost escalation: Establish a policy within the Financial Plan bylaw to increase infrastructure replacement funding by an appropriate infrastructure cost escalation factor annually.
4. Debt servicing retirement: Integrate language into the Township's policy section of the Financial Plan bylaw such that when debt expires, the associated debt servicing budgets be considered for reprioritizing to fund annual infrastructure funding.
5. Non-market change: Integrate language into the Township's policy section of the Financial Plan bylaw such that non-market change property tax revenue is prioritized for infrastructure renewal.
6. Lifecycle costing in purchasing decisions: amend the Township's purchasing bylaw to encourage staff to consider lifecycle costs when scoring procurement processes.

From this report and subsequent Council decisions, the Township plans to continue with FIT Consultant's Option 1, increasing taxes by 1% per year, as follows.

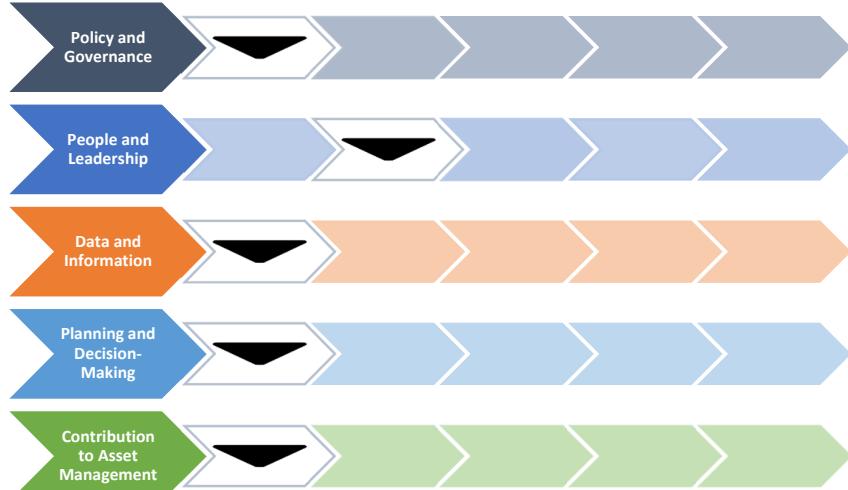
These planned increases will incrementally support the asset management program and will achieve fully sustainable replacement by 2038.



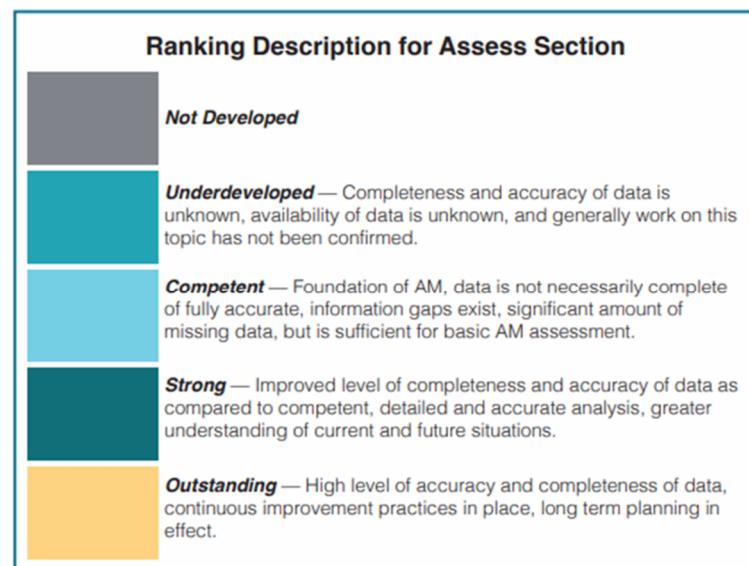
It should be noted that the funding sustainability model is inexact as there has been no detailed 'time to failure analysis' of either buildings or the road infrastructure. It is understood that these two assessments will be completed in the next two years, providing more detail in the asset management program.

The consultant's estimate of Esquimalt's overall readiness, using the BC standard assessment tool indicates a program in its infancy.

An asset management plan is one of Council's core responsibilities. Council has a governance responsibility to ensure that the Township's capital assets are maintained and replaced when necessary.



Most importantly, it is Council's responsibility to ensure there is an associated financial plan to ensure timely asset maintenance and replacement. It should be noted that the Township's capital assets include buildings, parks, playground equipment, roads, roadbeds, recreation centres, sidewalks, sewers, certain computer hardware, active transportation infrastructure, vehicles, and other types of municipal equipment that is not disposable or consumable. The total value of the Township's capital assets is estimated to be over \$500,000,000 (2024).



An asset management program is an ongoing process of identifying every capital asset owned by a municipality, using industry-standard maintenance practices mapping out the maintenance and replacement that will be required for each asset. An asset management plan also has an associated financial plan that lays out the expected maintenance or replacement costs of each capital asset over a 20-plus-year window. This process ensures that the municipality is doing the appropriate long-range planning to properly maintain all of its capital assets.

It is important to note that the province of British Columbia strongly encourages municipalities to have an asset management plan, and across Canada provinces are increasingly mandating that municipalities develop an asset management plan and associated long-range capital budget, and fully fund the plan. Regardless, it is simply good governance and management practice to ensure that the Township's capital assets are properly maintained. Having an asset management plan also strengthens the Townships grant applications, as many grant programs give priority to municipal projects that are formally part of medium- or longer-term plans, or "shovel ready".

Asset management is crucial for municipalities for several reasons:

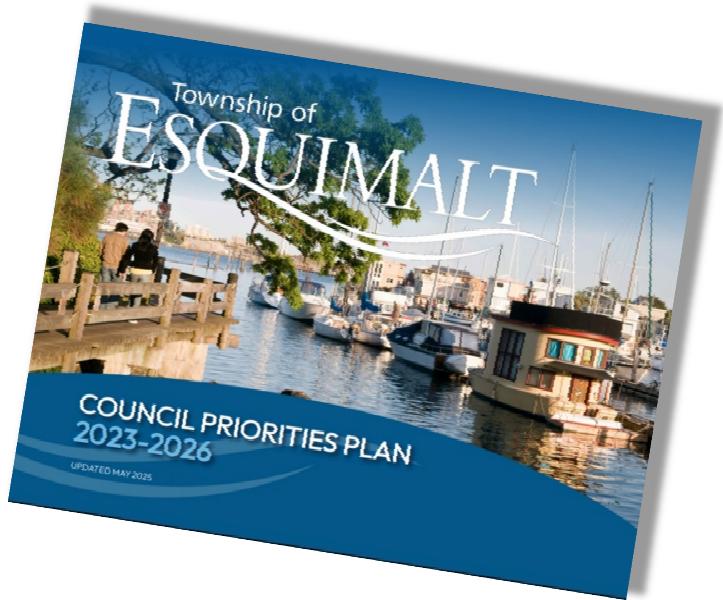
1. **Optimal Resource Allocation:** Efficient asset management allows municipalities to allocate resources effectively. This includes financial resources, human resources, and time. By identifying and prioritizing critical assets, municipalities can focus their efforts and investments where they are needed the most.
2. **Cost Savings:** Proper asset management helps in identifying maintenance needs and replacement cycles for infrastructure and equipment. Timely maintenance and replacement can prevent costly repairs and extend the lifespan of assets, leading to significant cost savings over the long term.
3. **Risk Mitigation:** Asset management allows municipalities to assess and manage risks associated with their infrastructure and facilities. By understanding the condition of assets and their vulnerability to various factors (such as natural disasters or wear and tear), municipalities can implement strategies to mitigate risks and ensure the continuity of essential services.
4. **Regulatory Compliance:** Many municipalities are subject to regulations and standards regarding the maintenance and operation of public infrastructure. Asset management helps ensure compliance with these regulations by providing documentation of maintenance activities, inspections, and other relevant data.
5. **Enhanced Service Delivery:** Well-maintained and reliable infrastructure contributes to improved service delivery. For example, well-maintained roads, sewer systems, and public buildings contribute to the overall well-being and satisfaction of residents.
6. **Long-Term Planning:** Asset management facilitates long-term planning by providing a clear picture of the life cycle of assets. Municipalities can develop sustainable strategies for infrastructure development, replacement, and upgrades based on the projected lifespan and performance of existing assets.
7. **Data-Driven Decision Making:** Asset management relies on data collection, analysis, and reporting. This data-driven approach allows municipalities to make informed decisions about maintenance priorities, budget allocations, and infrastructure investments.
8. **Community Engagement:** Transparent asset management practices can enhance community engagement. Providing information about the condition of assets and the municipality's plans for maintenance and improvement helps residents better understand how their tax dollars are being utilized and what to expect in terms of infrastructure services.
9. **Emergency Preparedness:** Asset management contributes to emergency preparedness by identifying critical infrastructure and ensuring that it is resilient and capable of withstanding unexpected events. This is particularly important in the face of natural disasters, where reliable infrastructure is essential for response and recovery efforts.

In summary, effective asset management is integral to the overall success and sustainability of Esquimalt. It enables the Township to provide essential services, manage risks, comply with regulations, and make informed decisions for the benefit of the community.

STRATEGIC DIRECTION

Council's 2023 – 2026 Strategic Plan is an excellent document with a solid Vision, Mission and Values. There are 6 key priorities for Council's term:

- 1. CLIMATE RESILIENCE & ENVIRONMENTAL STEWARDSHIP**
- 2. DIVERSIFIED & THRIVING ECONOMY**
- 3. ENGAGED & HEALTHY COMMUNITY**
- 4. GOOD GOVERNANCE & ORGANIZATIONAL EXCELLENCE**
- 5. HOUSING**
- 6. STRONG RELATIONSHIPS & PARTNERSHIPS**



Included in the plan are specific projects intended to support each strategy. Engineering & Public Works are responsible for the following projects in the plan:

	Project	Status
1	Integrated Resource Management	In Progress
2	Impact Assessment—Report on Undergrounding of Mainline of Overhead Utilities (Esquimalt Rd (Constance to Dominion))	Complete
3	Implement Active Transportation Network Plan	Ongoing
4	Esquimalt Together Against Graffiti	In Progress
5	Subdivision & Development Bylaw Update (including sidewalk requirements)	Complete
6	Asset Management Program—Sanitary Sewer Master Plan	Complete
7	Asset Management Program—Storm Sewer Master Plan	2026
8	Asset Management Program—Facilities Master Plan	2026
9	Pavement Condition Assessment and Management Plan	2026

FEEDBACK / OBSERVATIONS / RECOMMENDATIONS

Staff and the Mayor were open and honest during the interviews and every single interviewee sincerely wished to improve the workplace and levels of service. Managers and senior leaders are well aware of challenges that this review has identified and continue to be open to changes and improvements. Most concerns were repeated in all interviews, confirming the relevancy and accuracy of the information. Although there are some areas that could be improved on, there are also many positive conditions and service levels that support both staff and the community at a high level.

Through this process it was evident that Esquimalt E & PW has already made many improvements over the past few years, and is well positioned to continue to grow and develop into a first-class organization. Compared to other local government organizational reviews conducted by Innova in British Columbia, it is estimated that Esquimalt's E & PW overall performance is currently at the moderate / high level. This above average assessment is primarily due to a combination of weaker financial systems, talented staff, strong leadership, and strong organizational culture.

There are a number of conditions and organizational issues that have hindered the ability to be as efficient and effective as can be. These organizational challenges have been identified along with recommendations that will benefit the Township moving forward.

For the purpose of this report, the following categories are used to categorize findings and recommendations:

- People & Structure;
- Service Delivery;
- Strategy and Forward Planning;
- Financial;
- Communications;
- Leadership / Supervision.

People & Structure - Findings

Employee Engagement

One of the most powerful themes to emerge during the interviews was the extraordinary pride that staff have for the Township as an organization, and as a place to live and work. It is important to stress this theme because it is not the case in every municipality. Almost universally, Township staff are proud to work for the municipality, enthusiastic about the work they do, and deeply committed to providing high quality services to the residents and businesses of the Township. This is a major strength of the organization, and one that clearly has been a function of high-quality leadership over many years.

Pride in the work done is very evident across E & PW employee groups but common themes of work excellence were mentioned around:

- Complaint response
- Engagement in the field with residents and businesses
- Emergency response.
- Care for each other.
- Innovation.
- The OH&S program.

Organizational Culture

E & PW staff felt that they could not contribute to maintaining the assets at appropriate levels. They are aware that they do not have the capacity or funding to properly maintain the Township's infrastructure and this concerns them, as they each genuinely care for the community and want to "do the right thing". Not surprisingly, staff are yearning for more capacity to create a positive and constructive maintenance agenda for the Township.

Many individuals who were interviewed suggested that E & PW is comfortable with change and many were active participants in moving the organization forward.

Training

Training opportunities in the Township do exist and are viewed as being consistent, organized, and supportive of employee development.

Equipment training is led by the fleet supervisor and is done at a very high level. Staff feel safe and competent when operating equipment.

Occupational Health & Safety

The Township of Esquimalt has embraced occupational health and safety and has seen a significant reduction in annual WorkSafeBC premiums as a result of reduced experience ratings in the industry.

The Township of Esquimalt has demonstrated leadership, dedication, and hard work in reducing the costs of claims by creating a safer and healthier workplace and helping injured workers recover and return to work.

Attendance Management

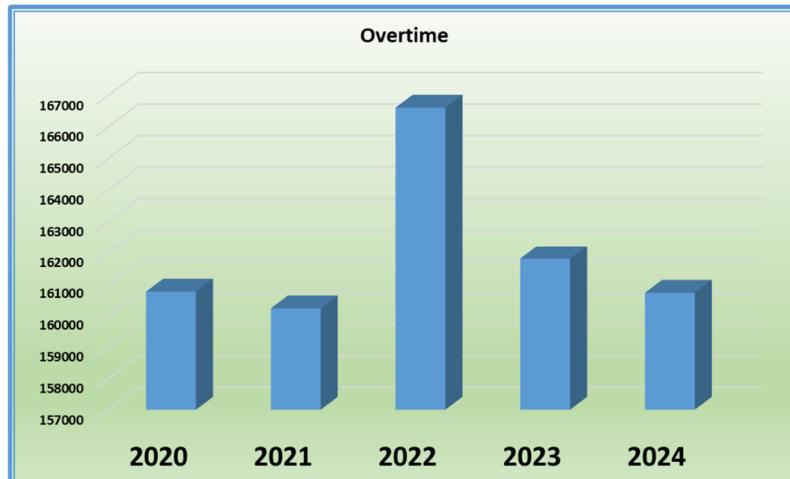
The Township has a rudimentary attendance management policy but nothing formal to assist with managing attendance appropriately.

The Township of Esquimalt is challenged in managing the costs for lost time, including sick time, doctor/dentist visits, and collective agreement payout language. Public Works reported lost time averages are higher than other like-sized organizations; however, Esquimalt does not separate out short term absences from long-term absences, potential skewing the average.

Overtime

For the past 5 years Public Works has averaged \$162,000 / year in overtime. This includes extended hours, call outs, scheduled overtime days, and stand-by.

There are no particular staff who have a large proportion of the overtime as opportunities are generally shared collectively. The average Public Works employee receives approximately \$7,200 in overtime or equivalent time off.



Compared to like-sized organizations, this is at the lower end and indicates a healthy organization with overtime only used when necessary.

Labour Relations

Most E & PW employees at the Township of Esquimalt are members of CUPE Local 374. There is a very good working relationship with open dialogue and constructive negotiations. The CAO, Director of E & PW, and Managers of E & PW encourage open dialogue and work well with union officials.

The number of grievances and arbitrations are considered as low compared to like-sized local government organizations.

The Township and CUPE Local 374 are currently in collective bargaining. The January 1, 2022 – December 31, 2024 Collective Agreement is relatively standard and represents normal relationships for local government employees and management. The Collective Agreement does have a provision for the payout of unused sick time - this is not prevalent in BC.

Employee Attraction and Retention

Like many South Island municipalities, Esquimalt can be challenged in terms of recruitment in the region at this time, primarily due to opportunities to earn higher wages in other municipalities and/or the private sector.

Performance Development

Performance reviews have been very sporadic over the past 20 years. Many long-term employees have only had 2 or 3 reviews over the last 20 years. Performance reviews are seen as 'a necessary evil' as opposed to a tool for employee development and two-way communication.

Professional development and training are important factors in attraction and retention. Moreover, there are a wide variety of specialized municipal functions where there are organizational risks to having staff who are not current in their technical training. In general, E & PW staff feel they are afforded opportunities for professional development.

Succession Planning

There were expressed concerns about the general absence of succession planning in E & PW. Key leadership roles are likely to become vacant in the next few years and E & PW staff felt that there was a need to begin to actively plan to identify and develop staff to fill in these vacancies. There was a strong preference among the staff who brought up this issue for senior internal vacancies to be filled by existing Township staff, and not by external applicants. Having a reasonably robust succession plan is best practice for any municipality.

Remuneration

When asked, most E & PW unionized staff felt that pay was unfair compared to other South Island Municipalities. Unionized staff felt that the benefits plan is acceptable.

Job Descriptions

It was reported that job descriptions are woefully out of date and do not reflect current conditions or expectations.

Clerical Support

E & PW is supported by one administrative support position; however, it was felt that this was far short of the actual needs. Managers and supervisors are constantly providing lower-level support such as answering simplistic complaints, faxing payroll data, tabulating data, processing simple permits, etc. versus leading the organization. This complaint was repeated throughout the interviews and is supported by the lack of capacity in both Engineering and Public Works.

Capacity

E & PW currently operate with 33 positions. It is reported that there are continual challenges with providing minimum service levels with these 33 positions.

Capacity challenges due to planning and scheduling challenges is impacting service delivery and morale. Particular themes mentioned by staff include:

- High level of capital projects and grants;



- High number of building and development projects that require E & PW support;
- The “we will react to any complaint immediately” approach; and
- There is not enough capacity in Public Works to complete prescribed preventive work versus reactive work. This is particularly true for bus shelter maintenance, catch basin clearing, and roadway crack sealing.

Workforce Turnover

For a range of reasons, the Township experiences mixed workforce turnover. Public Works has many long-standing employees while Engineering has had high turnover. While Public Works retains many experienced and highly trained staff, Engineering has a high percentage of relatively inexperienced staff who are still developing in their roles.

Organizational Alignment

The Township’s current organizational structure has 8 defined business units that report directly to the CAO:

- Director of HR & Community Relations
- Director of Corporate Services
- Director of Development Services
- Director of Engineering & Public Works
- Director of Financial Services
- Director of Parks & Recreation
- Director of Strategic Initiatives

This is a fairly typical structure for like-sized municipalities and like most, Engineering and Public Works operates together.

In Public Works, organizational silos do exist; however, noting the differences in ‘culture’ of work groups between service disciplines, there are no negative outcomes. Most do not think silos are preventing the Township from reaching its goals and it was observed that there is always a sense of corporate collaboration

Public Works Morale

Overall, the level of dedication amongst Public Works employees is very high. Some employees described excellent morale with some added stress due to several recurring themes:

- an overlapping reporting structure with multiple Chargehands “directing” specific functions;
- communication issues between management and field staff have at times resulted in misunderstanding;
- staffing shortages which reduce the ability to complete required maintenance; and,
- a high percentage of time is spent by crews reacting to infrastructure issues rather than proactive maintenance tasks that extend the life of critical assets such as road surfaces, sewers, and storm drains. Preventative maintenance is not completed to the level it should.

At the same time, staff are very proud of the work they do to make Esquimalt a better place to live and work:

- staff provided a number of examples where appropriate tools and equipment are provided on the job;
- the condition and effectiveness of the fleet is exceptional, considering the size of Esquimalt;
- staff are very pleased with the service improvements made in Stores;
- most staff feel that Esquimalt is their 'forever employer' and want to finish their careers with the Township; and,
- when required, the Township does an outstanding job of snow and ice control.

People & Structure - Recommendations

No organization is perfect and there are always opportunities to consider improvements. The following recommendations should be considered as important to the Township of Esquimalt's Engineering and Public Works Department:

E & PW Organizational Structure

The proposed organizational structure strengthens the organization by balancing portfolios and aligning services. Key elements include:

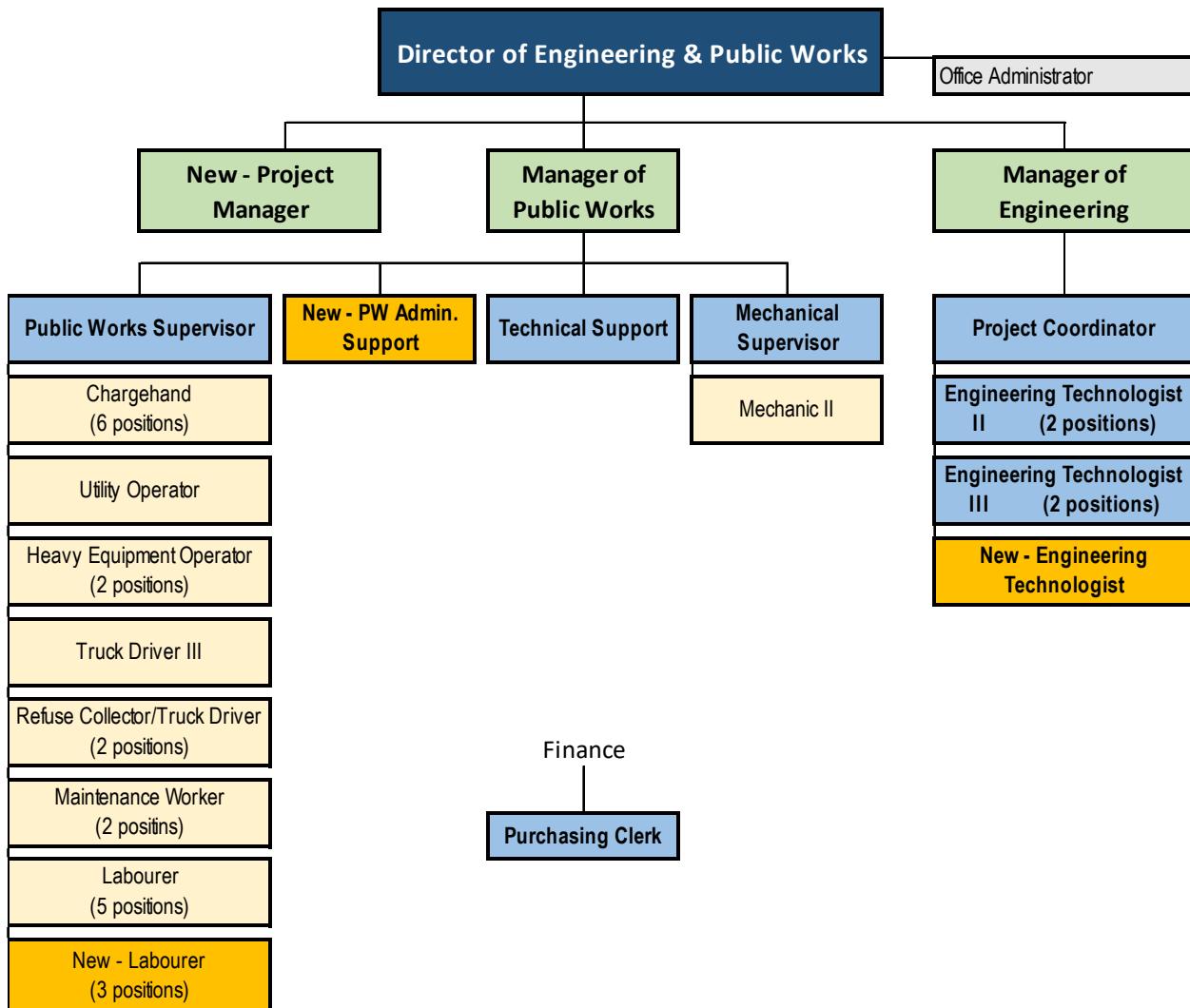
1. **New - Project Manager position** - Reporting to the Director of Engineering, this position will be funded through capital projects, not general taxation. This position will manage the full organization's projects ensuring the efficient execution and delivery of projects.
2. **New – Engineering Technologist** - Reporting to the Manager of Engineering, this position will assist with permitting and development processing. This will require new funding but should be offset through permit fees received for the work performed.
3. **New – Public Works Administration Support** – Reporting to the Manager of Public Works, this position will reduce the low-complexity work currently handled by senior managers and supervisors. This will require new funding.
4. **New – Labourer positions (3)** – funded through existing historical unused operating expenses, these three positions will support Public Works with appropriate maintenance of existing assets.
5. **Purchasing Clerk to the Finance Department** – Following best practices in local government, the purchasing Clerk should co-report to both the Manager of Public Works and the CFO. Situated at the Works Yard, the position will assist all departments with general purchasing requirements. If there is any available capacity, the Purchasing Clerk will directly support Public Works. This position should be partially funded with capital funding given it will support purchasing for the capital program.

The estimated increase to general taxation to support these additions:

Position	Funding	Increase in Taxation
Project Manager	Capital Projects	0
Engineering Technologist	General taxation that's offset through development and building permit funds received	\$95,000 less development and building permit fees (TBD) ***
Public Works Admin. Support	General taxation	\$90,000
Labourer positions (3)	Existing PW maintenance funding envelopes	0
	TOTAL	\$185,000 ***

At a high level, the CAO and Director of E & PW should be granted the authority to add or delete staff within funding envelopes versus seeking approval from Council.

Proposed - Engineering & Public Works Division



Employee Engagement

Although employee engagement is relatively high in E & PW, it is important to provide regular staff events and engagement with staff including:

- all-staff meetings
- events for both operations and Hall staff
- providing clear messaging to all staff for all decisions

Attendance Management

It is critical that a formal attendance management program be developed and implemented across the organization. This will ensure consistency across departments and care for employees, but also manage the ongoing extraordinarily high cost of lost time in the Township.

Performance Development

The current Performance Management program should be redeveloped and utilized ensuring that each and every E & PW has an annual review. This will allow staff to grow and develop to support the organization.

Succession Planning

In the case of E & PW, it may not be necessary to do a succession plan for all positions in the organization, but there would be value in having a plan for senior and/ or critical positions:

- Director of Engineering & Public Works
- Manager of Public Works
- Manager of Engineering
- Public Works Supervisor
- Mechanic Supervisor

Job Descriptions

Review / develop new job descriptions for all Eng & PW positions.

Remuneration

The Township should hire a qualified external firm to undertake a compensation review of its E & PW union positions. The Township competes in the labour market that includes the regional district, surrounding municipalities, and for certain types of positions in the broader public sector and private sector. In order to attract and retain the best staff, the Township needs to regularly ensure that its compensation reflects market realities and does not leave it at a significant disadvantage compared to other employers.

Key components for the review to include:

- Establish comparator local government organizations, with emphasis on like-sized, Vancouver Island municipalities.
- Compare like positions by overall level of responsibility, not specific titling.
- Determine appropriate comparison levels for Esquimalt, considering the cost of living and other factors. Most organizations set rates at the 50th percentile of comparators; Esquimalt may be prudent in setting salaries at this percentile, recognizing the open market on the South Island.

Service Delivery - Findings

Project Management

It became clear during the interviews that many capital projects, including very large ones, are often managed as a secondary or tertiary responsibility by staff in various parts of the organization. It is also common for significant capital projects to be managed by staff with no formal project management training or experience. Staff do provide excellent project coordination. While the Township has had recent success in delivering its capital projects on time and on budget, it employs an unusual model of having each department manage its own capital projects, often in the absence of dedicated, properly trained, staff. Therefore, the management of capital projects in many cases was 'off the side of the desk' of staff who had other substantial management responsibilities. The best practice for municipalities of every size is to have its capital projects managed in a single location by a highly skilled project manager with contract management and negotiation expertise.

Alternatively, projects are managed by consultants, at considerable additional cost to the municipality.

Esquimalt E & PW has an aggressive capital project schedule with over \$10 million of planned works in 2025. The bulk of organizational capital projects are in E & PW.

Standard Operating Procedures (SOP's)

Public Works does not have SOP's for the bulk of the work performed. Although there are safe working procedures, this does not assist with ensuring staff know how to perform the work in the optimum and most efficient manner.

Performance Metrics

Esquimalt does not utilize effective performance metrics that allow for comparisons year-over-year or comparisons to external organizations. The period reports to Council do have excellent information that could be turned into baseline metrics that will assist the organization with understanding the work performed.

Unfortunately, the current financial system is not designed to provide key financial information to make metrics valuable as a comparator tool. With these metrics, staff would be able to make informed decisions and advise on setting appropriate levels of service.

Service Levels

There is currently limited to no levels of service defined for all the activities undertaken in Public Works. This is unusual for an organization the size of Esquimalt.

Service levels are critical for:

- determining how much service is required to mitigate asset failure;
- as a fundamental to benchmarking; and,
- most importantly, as a core mechanism for Council to select levels of service expectations related to taxation levels.

There are also examples where there is no service expected in the future, contrary to best practices. One example is cross connected sewers - there are known storm water connections that feed into the sanitary sewer system creating potential overflow conditions and impacting

the efficiency of the wastewater treatment plant. Another example is sewer main flushing – there has been none since 2023 (and no budget).

Overtime Management

Overtime is managed appropriately in E & PW with little evidence of abuse or “greed”.

Development and Building Permit Processing

One staff member is responsible for all development engineering reviews and approvals. This was sufficient for many years when development was largely subdivisions and single-family homes. However, the Township is now experiencing far more complex developments and this individual is stretched beyond capacity.

Information Technology

The Township generally has sufficient technology for a municipality its size. Staff have access to geospatial and infrastructure data in the field, although there are often delays in updating these data sets when changes occur. The Township has a single person responsible for GIS and infrastructure data who is also stretched in terms of capacity.

However, there could be improvements to administrative processes like work orders, responding to public complaints and inquiries which are often managed by email. More efficient tools are readily available and quite inexpensive.

The manual timecard system in Public Works is seriously antiquated. Numerous powerful and inexpensive time and attendance systems are available for purchase or by subscription in the cloud.

Emergency Management

The Township has a wide range of natural hazard risks such as interface fire, flooding, tsunamis, and other natural hazards. E & PW plays a key role in emergency management and, although this is not a key element of this review, key staff felt they are adequately trained and prepared.

Emergency Response

Public Works receive consistently strong and positive feedback regarding the ability of staff to provide timely and quality emergency response services, particularly when tested by flooding, fires, or other local emergencies that require “all hands on deck”.

Facilities Management

Generally speaking, facilities management with E & PW appears to be sufficient. Day to day maintenance and minor capital repairs are undertaken by E & PW staff for the three facilities, the Works Yard, Municipal Hall, and the Public Safety Building. The Parks & Recreation Department utilizes a full-time manager for facilities maintenance.

Although the facilities are running well, staff are currently reactive in this area without consideration for proper asset management for these assets. Recently completed condition assessments need to be turned into an asset management plan linked to long term financial planning.

Customer Service

Although there is no formal Customer Relationship Management (CRM) practice or system to manage complaints/requests for service, there is a high degree of professionalism in handling the public. In general, staff are engaged and ensure there are timely responses to important issues. The Director and Supervisor of E & PW are particularly responsive to public concerns and ensure that complaints are handled professionally.

Records Management

The records management system in Public Works is archaic and unsustainable. Much work needs to be done in ensuring these important records are digitized and catalogued for future reference.

Solid Waste Collection

Recent staffing changes have led to the concern that solid waste collection (garbage and green waste) may not have been operating efficiently. The current collection schedule underutilizes the availability of staff. This is a reflection of the excellent work by staff, not any indication of wrongdoing. This change in focus has led to additional services being provided by staff, including bus stop maintenance and litter collection.

Fleet / Equipment Management

Public Works maintains and manages vehicles and equipment very well including 70 large equipment types and over 100 small types. In general, the right equipment is purchased for the work required and appropriate staff are involved with decision making on purchases.

There is one anomaly that should be addressed. The Township utilizes considerable contracted vacuum truck services that have been steadily increasing over the past 5 years, as follows:

- 2020 - \$44,000
- 2021 - \$53,000
- 2022 - \$78,000
- 2023 - \$105,000
- 2024 - 187,000

Vactor trucks are a key piece of equipment for municipal work and many municipalities are purchasing their own.

Hours of Work

Public Works personnel work from 7:00 to 3:30 both in summer and winter. This is a very concerning safety challenge during winter months when staff have to work before daylight at 8:00. Most local government organizations work from 7:30 to 4:00 during winter months to ensure optimum productivity and safety of staff.

The Works Yard

Although the Works Yard is small compared to others, it is still efficient for the work currently conducted. There is limited space for storage of materials and staff need to be prudent in planning movement and overall storage within the yard.

There may be some opportunity in the future to partner with DND on a land exchange that may benefit all parties.

Service Delivery - Recommendations

Project Management

It is not a best practice to have capital projects managed in multiple Township departments. Managing capital projects requires very specialized skill sets, particularly the development of tender documents, evaluation of proposals, and extensive project management experience. At present the Township manages capital projects in multiple departments, and it is often done by staff who have other large management responsibilities. The Township should consolidate the organization and management of capital projects in a single location – E & PW.

Link Major Projects to available Capacity

Initiate a Master Project and Capacity list that includes all Esquimalt projects including sponsor, budgets, responsible manager, start date, and progress. Council strategic priorities should be included, and prioritization should be done by the management team and Council on an ongoing basis. This will ensure that the CAO and Director of E & PW is continually allocating resources to priority work.

Capacity Template (Sample to be developed and refined)

Esquimalt Engineering - Project Planner											September 7, 2025	
Township of ESQUIMALT	Program Type		Capacity Requirements					Project Delivery				Comments
	Initiated by	Capital Program?	Estimated costs (\$1,000's) 2025	Estimated staff hours - 2022	Estimated staff days - 2022	Carry Forward Budget	2025 Budget	Sponsor	Business Unit	Start	Expected Completion	
Westbay Walkway Improvements	Council / Staff	Yes	\$ 118	120	17		\$ 118	Joel	E&PW	Jan-25	Nov-23	12 %
Pedestrian Safety Improvements - Constance	Council	Yes	\$ 25	100	14		\$ 25	Joel	E&PW	Mar-25	Apr-22	55 %
Sidewalk - Replacement - Dunsmuir (Sea Terrace to Esquimalt)	Staff	Yes	\$ 40	500	71		\$ 40	Joel	E&PW	Jun-25	Nov-23	10 %
Tillicum Road Cross Section Modification & Construction	Staff	Yes	\$ 20	240	34		\$ 20	Joel	E&PW	Mar-25	Dec-22	5 %
Street Banner Replacement	Staff	Yes	\$ 30	400	57		\$ 30	Joel	E&PW	Feb-25	Nov-23	5 %
Crossing Improvements - Craigflower	Council / Staff	Yes	\$ 400	80	11	\$ 100	\$ 300	Joel	E&PW	May-24	Mar-23	25
Esquimalt Road Phase 2 - Canteen to Lampson	Council Motion	Yes	\$3,500	160	23		\$3,500	Joel	E&PW	Jun-25	Nov-22	45 %
Operational Review - E & PW	Strat Plan	Yes	\$ 25	140	20		\$ 25	Joel	E&PW	Jun-25	Sep-22	75 %
↑↓ ↑↓ Staff Days Available = 250 ↑↓ ↑↓												
Road Infrastructure Repairs & Maintenance	Council SP	No	\$ 200	380	54			Ken	E&PW	HOLD		0 %
Capacity: \$4,358 1740 303												

Performance Benchmark

Performance benchmark key functions in E & PW, including:

- Service laterals installed
- Service laterals replaced
- Manholes installed / replaced
- Potholes repaired
- Crack sealing
- Sidewalks installed / replaced
- Garbage tonnage collected
- Number of Calls for Service assigned
- Number of Calls for Service completed
- Calls for Service average response time
- Development permits issued;
- Building permits issued;
- Attendance/loss time (sick, LTD, WorkSafeBC);
- Grievances;

Develop Standard Operating Procedures

Either utilizing existing staff or contracting services, develop SOPs for all public works activities. This is not difficult to accomplish as most municipalities would be happy to share their SOPs with Esquimalt.

Develop Detailed Levels of Service

It is recommended that E & PW establish levels of service for all the work they perform. This is virtually impossible at this time due to the lack of financial support to establish baseline levels. Until E & PW tasks can be charged to appropriate sub-GL's, there is no value in expending effort in this area.

Move to Winter Hours for Public Works

For safety and productivity reasons, outside workers should move hours to a later start during winter.

Conduct a Business Case for Purchasing a Vactor Truck

The capital cost of Vactor trucks and high levels of maintenance make this an important business decision. If current annual costs of \$187,000 continue, there may be a financial advantage to purchasing a fleet truck.

Facilities Management

As the organization grows, consider the amalgamation of Parks & Recreation Department facilities management with E & PW.

Strategy and Forward Planning – Findings

Council Strategic Plan

In E & PW, nobody interviewed had particularly opinions about the existing Township strategic plan. E & PW leadership understand the importance of the Strategic Plan and work diligently to satisfy the Plan requirements.

Department Strategic Plan

As mentioned many times, E & PW is almost entirely reactive. When asked, staff indicated they were unaware of any overarching master work plan or key strategic objectives, other than those set by council. Put differently, the Corporate Strategic Plan has not resulted in a master work plan for the department

It is critically important that time be carved out to develop a 3-5 year master work plan for the department, however this should be done in the context of a fully developed asset management plan, which is why that plan is a very high priority.

Operational Plan

There is no overarching Operational Plan for E & PW.

Long-Term Capital Plan

The Township has a general understanding of the needs for capital projects over the next five years however, without detailed asset management information, it is difficult to effectively plan for the long term. Decisions are often made without all the appropriate information.

Strategy and Forward Planning – Recommendations

Operational Plan

There is a need for an E & PW operational plan, linking the overall Strategic Plan, the Asset Management Plan, the Capital Plan, and operational maintenance.

Long-Term Capital Plan

Once the asset management program is developed with infrastructure replacement schedules, longer term capital planning will become more cost effective.

Financial - Findings

Managing Taxation

The Township's work in managing taxation over the years has demonstrated a short-term commitment to taxpayers with some consideration for long term financial stability through adding funds for asset replacement.

Fees and Charges

The Township's fees and charges for engineering and public works related work are seriously out of date and insufficient. Ideally fees and charges full recover the administrative and operational costs associated with them. Failure to do so results in an effective subsidy by the municipality to the public or companies.

At present the road use permit, needed when individuals or developers occupy a roadway or right of way is \$25 a day. This a trivial amount for the use of municipal property, often for weeks or months in the case of large developments.

Similarly, many staff indicated that the cost providing lateral utility connections is roughly one third of what it actually costs the Township.

In short, the Township is forgoing significant amounts of unrealized revenue, and in doing so effectively subsidizing private enterprise. Numerous experts are available to help set reasonable fees and charges.

Asset Management

The Township of Esquimalt is working hard to fully understand the life cycle management of assets. Some assets have had detailed condition assessments while others have not been completed, particularly buildings. There are significant risks with not understanding life cycle replacement costs of major facilities such as buildings. At this time asset replacement financing has not included the true overall cost for all assets.

Ideally, the corporate asset management function would be centralized in the Engineering department and staffed with professional engineers or engineering technologists who have the technical knowledge to ensure that asset management planning is done according to best industry standards.

Purchasing

Purchasing is led by E & PW and Stores operations is positioned at the Works Yard, with limited oversight by Finance. Stores is effective in providing good service to Public Works but does not support the rest of the organization. There is additional capacity available in this position that could be redirected to support other activities, with the potential for considerable savings.

Financial Systems

Overall, Esquimalt's financial systems generally mirror most like-sized municipalities.

In particular, the manual timecard system is archaic and highly unusual in local government; most have some type of software or system that can streamline this process. It is understood that the software "HRISMYWAY" is operational and Finance is in the process of increasing its use, including for Public Works, with absence approval/tracking electronically.

There are now many software tools that can be considered to replace the paper-based system, many of which are affordable and simple to implement (cloud based). A business process review should be undertaken before any historical business process is automated.

The annual E & PW budgets are unusual for local government as many "operational" services are included as capital. These "capital" items should be considered as operational as they are annual programs. Examples include:

- Road Infrastructure Repairs & Maintenance
- Accessibility Ramps
- Storm Drain Replacements
- I&I Control Program
- Corridor Management Program

Contracted Services

The Township relies heavily on contracted services to support E & PW. The 2024 SOFI report indicates expenditures of over \$500,000 for departmental related consulting services.

Geoadvice Engineering Inc (sewer asset management plan)	\$ 161,527
ISL Engineering and Land Services Ltd ((bike lane design)	\$ 288,252
McElhanney Ltd. (design – pump station upgrades)	\$ 44,574
Urban Systems Ltd. (shared with Dev. Services for parking)	\$ 39,051
TOTAL	\$ 533,404

Contracted services are necessary as municipal work often requires skilled specialists and/or Engineers of Record that are not typically found in local government. It is critical that skilled contract specialists manage external consultants to ensure optimum delivery of needed reports.

Capital Project Financing

Most capital projects in E & PW have included project management funds and / or contingencies designed to ensure that projects are managed properly. Most often, these project fund components are used to hire private contractors / consultants to manage the projects.

Esquimalt is currently not using capital budget funding to pay for staff who deliver the capital program. As a result, the Engineering and Public Works staff must defer or reduce day to day operational work in order to deliver capital projects. In some cases, there is simply no staff capacity to deliver on a capital project and as a result capital budgets for infrastructure are routinely underspent. As well, operational work, such as clearing catch basins, sealing roads, and dealing with graffiti are often done less frequently than is advisable.

Financial Reporting

It is reported that improvements to the financial information could be made to better manage the E & PW business units effectively.

Annual Audit

The audited financial statements were easy to understand, thorough, and follow accounting standards; however, the overall breakdown of expenditures is simplistic and does not allow for a breakdown of provided services. Esquimalt has utilized this accounting scheme for many years.

Long-Term Strategic Financial Plan

There is no long-term strategic financial plan and policy at this time however, this cannot be commenced until completion of the full asset management plan. Existing plans (FIT Consulting) are incomplete without full time to failure and replacement analyses for all assets.

Financial - Recommendations

Asset Management

A key responsibility of all municipal councils is to prepare a comprehensive asset management plan, fund it appropriately, and ensure there are sufficient staff (and sufficiently skilled staff) to implement the plan. During this review Innova heard that for many years a key priority for council was to keep tax increases low. While this is understandable, the Township has now reached the point where longer-term asset maintenance and replacement, and even routine day to day infrastructure maintenance, are now not taking place at acceptable levels. This invariably leads to higher costs in the longer term due to deferred maintenance and raises the risk of infrastructure failure and service disruption.

A stark example of this is Osoyoos, who kept taxes low for many years at the expense of infrastructure maintenance, and in 2024 were facing a 39% tax increase to repair neglected water and sewage infrastructure that was failing.

It is critical that Esquimalt continues to prioritize the development of a Comprehensive Asset Management Program. There is much work to be done as additional condition assessments are required along with an overall summary of future maintenance and replacement requirements. This should include all civic assets.

Capital Funding of Staff

It is a best practice for municipalities to use capital funding to pay (fully or partially) for staff who are fully or partially dedicated to delivering capital projects.

Municipalities, including many in BC, often leverage capital funding to pay for staff whose roles are directly tied to planning and executing capital projects. There are three key reasons for this.

1. Indirect costs of capital delivery are eligible capital expenditures

Municipal accounting frameworks commonly allow the capitalization of labour costs for planning, engineering, design and project management roles that directly contribute to a capital asset

2. Matching cost with useful life is a prudent financial practice

Using capital funding for staff aligns the cost recognition with the lifespan of the asset being built or upgraded, rather than burdening a single operating year. This practice helps even out financial reporting and provides a clearer picture of long-term investment, as seen in strategies used by other municipalities.

3. Managing project complexity and scale

As capital programs grow, municipalities require dedicated human resources, engineers, project managers, procurement staff, to deliver them effectively. There is a point where it is less expensive to have that capacity in-house rather than hire consultants.

In short, capital funding for staff time is not just permitted, it is a standard and sound financial practice when:

- Staff are delivering capital infrastructure or asset management work,
- The duration and benefit of the work align with the asset's lifecycle, and
- Grant or debt financing rules allow it (as long as caps are respected).

By matching staffing costs to project timelines and asset lifespans, Esquimalt can ensure fairness across generations, improve fiscal predictability, and bolster the capacity needed to deliver infrastructure responsibly.

For these reasons, we recommend that the Township fund the addition of a Project Manager through overall capital funding.

Long-Range Strategic Financial plan

Develop a Long-Range Strategic Financial plan once the Asset Management Plan is complete. This will ensure steady-state capital replacement along with certainty for taxpayers in Esquimalt. It will also ensure that any new infrastructure is considered as part of the overall Township financial objectives.

Purchasing

Consider a long-term change to move the position of Storekeeper under Finance, understanding that day-to-day activities will require supervision by Public Works management.

Update the Purchasing Policy and adopt a methodology of considering a business case analysis for certain decisions. This will ensure that decisions are rendered considering all stakeholders' interests over the long term.

Financial Systems

Introduce Financial Systems and Processes that reduce the amount of manual input and increase the efficiency of day-to-day operations. Consider systems that allow for the benchmarking of public works activities.

Finance should review the business case for utilizing software to streamline services and workload, wherever possible (e.g. the manual timecard system)

Contracted Services

As mentioned, staff rely heavily on external contractors / consultants who charge a premium for their services. Increasingly functions like contract management should be brought 'in-house' and there should be ongoing analysis of the pros and cons of contracting out rather than hiring full or part time staff (understanding that specific expertise is needed outside of project management)

Financial Decisions

Ensure that certain financial decisions are made with a business case approach, ensuring best value.

Long-Term Strategic Financial Plan

Develop a Long-Range Strategic Financial plan once the Asset Management Plan is complete. This will ensure steady-state capital replacement along with certainty for taxpayers in Esquimalt. It will also ensure that any new infrastructure is considered as part of the overall Township financial objectives.

Ensure Operating Projects are Not Part of Capital

For budgeting purposes, any annual programs that will continue in the future should be embedded as operational items.

Communications - Findings

A significant majority of those interviewed felt that both internal and external communications were adequate but could be improved.

External Communications

Citizens often don't know the full spectrum or value of services provided and in the absence of this knowledge, can have a negative perception of the hard work, dedication, and delivery of services by Esquimalt staff. As with most local government organizations, Esquimalt inconsistently promotes and amplifies the great work and value for service.

The Mayor, as the designated Chief Spokesperson, does an excellent job of communicating to the public.

Esquimalt's Annual Reports are well presented, informative and useful.

Web Site

The web site is adequate although improvement would benefit public perception.

Esquimalt Ambassadors

Public Works staff have excellent connections to the community and are very responsive to public concerns. They are, in effect, the natural ambassadors representing the staff of Esquimalt. They do excellent work in this role, consistently promoting the municipality and the great services provided.

Internal Communications

In terms of internal communications, many E & PW staff felt that the workplace would be improved by more comprehensive and timely dissemination of important information about corporate priorities, emerging issues, important council decisions, staffing decisions, and policy directions.

While some staff in E & PW reported that they felt 'in the loop' about important issues, this appeared to be largely a function of a commitment by their senior leaders as individuals, not a result of highly effective corporate internal communications. Many reported that they were unclear on corporate priorities, the reasons for certain important decisions, and most importantly felt largely uninformed on what was happening in other departments, particularly the big priorities for other departments.

Like many local government organizations, Public Works often feels like they are unappreciated. This is due to the nature of the work they perform, working outside of Municipal Hall, and their varied work shift.

Communications - Recommendations

Citizen Satisfaction Survey

The Township should commission a statistically accurate citizen satisfaction survey to determine:

- Thresholds for tax increases;
- Expected service levels;
- Areas requiring attention;
- Preferred communication channels; and,
- Value for service levels provided.

External Communications

Provide proactive communications to citizens with the goal of helping them understand the full spectrum of Township services.

Utilize social media channels to amplify the great work of the Township and to proactively address community concerns.

Internal Communications

The CAO, Director of E & PW, and Council should seek every opportunity to meet and engage with Engineering staff, and particularly Public Works staff, in an open and supportive manner. All staff need to feel part of the overall team.

Leadership / Supervision - Findings

Council Leadership

Overall, there is strong political leadership in Esquimalt. A respectful, cohesive and informed Council has provided strong direction. The Mayor and Councillors generally understand their roles as elected officials and are generally respectful to not delve into operational issues. Staff in E & PW do not believe that Council interferes with their ability to do their work.

The Mayor is an effective and capable Chair, ensuring that decisions are made by the body of Council in a democratic manner, leading to optimum results. Staff have a high regard for the current Mayor and truly believe that she cares about both the community and staff.

Engineering & Public Works Leadership

The Director of Engineering & Public Works understand the responsibilities of the department and provide strong leadership. The Director provides departmental leaders with the support and latitude to manage and lead effectively. E & PW staff view the Director as being responsive, engaged, and caring for staff. The Director has considerable responsibilities in the organization and is over worked, considering the breadth of challenges. With only 2 managers to assist with the workload in E & PW, it will be difficult to be proactive and effective in the future.

The Director is often too busy to celebrate the great work of staff in the Township. This is a missed leadership opportunity.

Management / Supervisor Leadership

The Manager of Engineering, Manager of Public Works, and Public Works Supervisor are all competent and capable. They are; however, utilizing a significant proportion of their time to lower-level issues that detract from the core responsibilities of their positions.

The Public Works Supervisor is one of the key leadership positions in E & PW but is currently a union position. Although the incumbent does excellent work, this position is in conflict as the role should require supervision and discipline of fellow union employees.

Public Works operates with an unusual system of field supervision utilizing 6 union Chargehands. Chargehands are responsible for the work of themselves and any subordinates assisting in the work. The Chargehands each have a particular area of responsibility and all take these responsibilities seriously. They also assist each other, when required, although there are sometimes challenges with the 6 work areas operating in silos. Although this is a different model than most local government organizations, it is very effective in Esquimalt.

The E & PW Leadership Team

The department's leadership team operates extremely well together and regularly meets to discuss, share, and manage issues. This is a very positive attribute of the organization and this collegiality ensures there are limited opportunities for internal silos.

Supervision of Public Works Staff

Currently the Public Works Supervisor starts at 6:30 and ends at 3:00 while the Manager of Public Works starts at 7:30 and end after 4:00. The Manager is often unavailable at the end of the working day. The crews are dispatched by the Supervisor @ 7:00 am and finish at 3:30 with often no supervisors / managers available. This often leads to incongruities and miscommunication between the Supervisor, the Manager and staff. This is an uncommon practice and is not supportive of staff who should have a leader available both at the start and end of day.

Council – Staff Relations

There is a clear understanding and respect for the roles of Council and staff. This has led to a productive separation of duties that ensures the organization can operate effectively.

Strategy in E & PW

Although the department has a strong understanding of operational needs, there is no organizational plan to ensure that the department is strategic and collaborative with the long view of the organization.

Leadership / Supervision – Recommendations

Public Works Supervisor Position to Exempt

When the Public Works Supervisor position becomes vacant, replace them with an excluded Superintendent position. This will balance management responsibilities along with ensuring there is limited conflict between union members.

Public Works Supervisor to Shift to 6:30 to 3:30 Hours

The Public Works Supervisor should be asked to modify the hours of work to accommodate the staff both at the start and end of day. This may involve 30 minutes of overtime on a daily basis but is well worth these minor additional costs.

Celebrating Success

Initiate and make routine a “celebration of success” for any major project completion or milestone. Support employee engagement through staff events that encourage participation and recognize the great work of E & PW staff. Ensure staff appreciation events are inclusive and positive, with key messaging around overall expectations.

Leadership Team Development

Although the E & PW leadership team operates in a productive and collegial manner, it could benefit from further skills development, such as Insights Team Training or other similar team building products.

Strategic Operational Plan

Develop a five-year E & PW strategic operational plan that includes Council's Strategic Plan, upcoming capital projects, major initiatives, and is linked to staff capacity. This plan should emphasize major internal changes in technology, process, and/or organizational alignment. This report will also assist in informing this plan.



IMPLEMENTATION PLAN

This implementation plan summarizes and organizes the recommendation portions of this report.

NO.	CATEGORY	ACTION ITEM	PRIORITY
1.	People & Structure	Modify the organizational structure to increase efficiencies and balance workload across the organization	High
2.	People & Structure	Initiate regular staff events that focus on building employee engagement	High
3.	People & Structure	Conduct a Compensation & Benefits review for E & PW and adjust salaries, as appropriate	High
4.	People & Structure	Develop and implement a comprehensive performance management and succession planning program	High
5.	People & Structure	Develop and implement an attendance management program with support for employees to achieve attendance goals	High
6.	People & Structure	Review / develop new job descriptions for all Eng & PW positions.	Medium
7.	Service Delivery	Performance Benchmark key business functions in the organization	High
8.	Service Delivery	Move to Winter Hours for Public Works	High
9.	Service Delivery	Consolidate the management of capital, grant and other projects in a single area	High / Medium
10.	Service Delivery	Develop a capacity analysis / project management tool to link Council expectations to available capacity	Medium
11.	Service Delivery	Develop Standard Operating Procedures in PW	Medium
12.	Service Delivery	Conduct a Business Case for Purchasing a Vactor Truck	Medium
13.	Strategy & Forward Planning	Create an organizational operational strategic plan	Medium
14.	Strategy & Forward Planning	Create a long-term infrastructure replacement schedule (once the asset management program is complete)	Low
15.	Financial	Prioritize the asset management program across the organization	High
16.	Financial	Complete condition assessments of all remaining infrastructure as soon as possible	High
17.	Financial	Continue to evaluate opportunities for increasing revenues and decreasing expenses across the organization	High
18.	Financial	Use Capital dollars to fund positions that fully or partially work on capital projects.	High
19.	Financial	Update relevant fees and charges to reflect the true cost of providing improvements	High
20.	Financial	Introduce financial systems that support the work of other departments and provide timely and accurate data	High
21.	Financial	Automate and streamline the payroll system	High

NO.	CATEGORY	ACTION ITEM	PRIORITY
22.	Financial	Update the purchasing policy and use business case analyses for all decision making	Medium
23.	Financial	Ensure Operating Projects are Not Part of Capital	Medium
24.	Financial	Expand the role of the Purchasing Clerk to assist with the rest of the organization and additional public works support, as available.	Low
25.	Financial	Working with Council, complete a long-range strategic financial plan and accompanying policies (once the asset management plan is completed)	Low
26.	Communications	Commission a statistically relevant citizen satisfaction survey including taxation threshold questions	High
27.	Communications	Ensure the CAO and Director of E & PW regularly engage with staff ensuring proper channels of communication	High
28.	Communications	Provide internal communications whenever possible, including engagement with Council, the CAO, and staff	High
29.	Communications	Provide more opportunity for Council and senior managers to engage with all staff	High
30.	Communications	Develop a corporate Communications Strategy	Low
31.	Leadership / Supervision	Public Works Supervisor to Shift to 6:30 to 3:30 Hours	High
32.	Leadership / Supervision	Routinely celebrate project successes / milestones with staff, Council, and the community	High
33.	Leadership / Supervision	Develop a five-year operational strategic plan	High
34.	Leadership / Supervision	When the Public Works Supervisor position becomes vacant, replace with an excluded Superintendent position	Medium

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