



# Town of Picture Butte

## HR Audit

### Report

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## Introduction:

The Council of the Town of Picture Butte was elected in October of 2004. Council demonstrated pro-active leadership early on in their term approving two major pieces of legislation that would serve as the guideposts for their term in office: an infrastructure management study and the development of a business plan.

According to Patrick Lencioni, “successful organizations share two qualities. They are smart and they are healthy. An organization demonstrates that it is smart by developing intelligent strategies...that lead to a competitive advantage over its rivals. It demonstrates that it is healthy by eliminating policies and confusion, which leads to higher employee morale, lower turnover and higher productivity.” When Lencioni made this comment, he was referring to a business organization, however, the same principles hold for municipal governments. The Town of Picture Butte is in competition with every municipality in the Province of Alberta. Unless Picture Butte has sustained growth and economic activity, the burden of burgeoning costs will fall on the local taxpayer. Each municipality is in competition for the relatively few economic development activities that become available. By developing a “Business Plan” Council is demonstrating that they are focused, determined and smart.

The next guidepost is developing a plan for a healthy organization. Healthy organizations just don't happen but instead healthy organizations focus on business strategies and they focus on human resource strategies to help develop employees who are committed, productive and happy.

This Human Resource Audit was developed and is presented based upon a number of guiding principles:

- a. Human Resource strategies should be developed to support the Business Plan - there should be desire to achieve total alignment of the Business Plan and the HR Strategies.

- b. The competitive edge or value of an organization is achieved more by the talents of its human assets than by its physical assets.
- c. Citizens value high quality service.
- d. Administration should have autonomy but at the same time, should be held accountable to Mayor and Council.
- e. Growth should be measured.
- f. Individuals should be rewarded based on the basis of whether or not these individuals meet demanding targets.
- g. There are occasionally opportunities where the private sector can provide a higher quality of service to the public more cost effectively.
- h. There should be an open mind to explore the possibilities of cost sharing with other municipalities.
- i. Any recommendation for any staffing increase must bring a cost benefit or an increase in the level of service to the municipality.

During the course of discussions with Mayor Stevens and C.A.O., Norm McInnis, it was decided that the goals of this study were to:

- a. Align the Human Resource needs of the Town of Picture Butte with the Business Plan as developed by Council.
- b. Examine the job descriptions of the employees, as they existed at the start of this study and to provide suggestions for possible change that would provide better alignment with the Business Plan in turn making the Town of Picture Butte more competitive.
- c. Review the use of contracted services by the Town of Picture Butte and provide recommendations, if any, to increase the efficiency and level of service to the citizens of the Town.
- d. Examine the flow of communication, both up and down within the organization.
- e. Review the present salary structure and make recommendations for possible change.
- f. Make recommendations regarding future Human Resource needs within the structure of the Town of Picture Butte.

## Methodology:

1. Discussions were held with Mayor Jon Stevens and Chief Administrative Officer, Norm McInnis, regarding what they saw as the purpose for this study and for possible outcomes of the study.
2. Two survey documents were developed for distribution to all employees and private contractors who were doing on-going work for the Town of Picture Butte. Appendix A and Appendix B. The Chief Administrative Officer reviewed these surveys prior to distribution.
3. The consultants met with the staff to discuss the purpose of the study, the purpose of the survey and to indicate to staff that their feedback was confidential. The consultants assured staff that the consultants would make every effort to protect the identity of any individual who made a comment, which might be cited within the contents of this report.
4. After the surveys were completed, the consultants developed a "Present Job Description" based upon the survey feedback.
5. The consultants then met with each staff member to garner feedback and to discuss issues, which were brought forth within the contents of the employee's survey feedback.
6. Changes were made to the job descriptions based upon the verbal feedback.
7. The consultants then developed an overview of the recommendations and content of the report and presented this overview to the Chief Administrative Officer for the purposes of a perception check.
8. Inside staff was asked to fill in another survey regarding "Who is doing the task" and "Who should be doing the task". Appendix c.
9. Two different surveys were conducted of towns and villages. The first survey was to compare staffing levels relative to size of Municipality in Hectares and Length of roads, sewers, water mains and storm sewer lines. The second

was to compare salary levels for various positions within the Town of Picture Butte to other Municipalities. The towns and villages surveyed were chosen based on regional proximity to Picture Butte and/or population.

10. The first draft of the report was completed.
11. The draft was sent to the Chief Administrative Officer for a second perception check and to ascertain whether the report met the perceived needs of Council and Administration.
12. The second draft of the report was completed for presentation to Council at the regular Council meeting on the 8<sup>th</sup> day of August 2005.

## **Background and Findings:**

Council spent considerable time and effort developing a “Vision” and a “Mission” for the Town of Picture Butte that reflected Council’s hopes and aspirations for the future.

### **Vision:**

**L**ooking to the future by capitalizing on potential regional and global growth opportunities, providing balanced leadership, sustainable economic viability, a preferred quality of life and wise environmental management.

### **Mission:**

**T**o serve and improve the lives of Picture Butte residents, Town Council will continually strive to ensure a thriving and vibrant community by:

**P**roviding municipal services that are efficient and effective; innovative and creative; well planned and implemented, and financially responsible.

**M**aking decisions that are discussed and debated in an informed manner, while respecting the views of the others participating and reflecting upon the richness of our democratic society and heritage.

From this “Vision” and “Mission” Council established a number of commitments to the citizens of Picture Butte that helped form the contents of this Human Resource Audit:

- Ensuring the economic viability of Picture Butte by encouraging innovation and promoting creative solutions to the current challenges facing the Town.
- Accelerating the growth of the population of the Town.
- Providing opportunities for young people and families.
- Recognizing the valuable contributions of the Town’s most valuable resource: its people.
- Promoting small business growth within the community and promoting the expansion of rural Alberta’s vital role within Alberta’s competitive advantage in the global marketplace.
- Developing a marketing plan for the Town of Picture Butte that capitalizes on the strengths of the community and the surrounding area while at the same time practicing sound financial stewardship.
- Maintaining the viability of the schools within the Town and providing educational opportunities that will foster learning and provide opportunities for the citizens of Picture Butte to learn, adapt and develop new knowledge and skills essential for economic development.
- Being a leader in developing and maintaining positive inter-municipal relationships.
- Encouraging residential growth by capitalizing on the growth within the City of Lethbridge.
- Providing a wide variety of housing that appeals to a large cross section of the population.
- Providing good quality recreational and social facilities that maintain and encourage future population growth.

Council then established their goals for 2005, which included:

- Planning for growth and encouraging residential development within the Town including “rebranding” the Town and possibly getting into the business of residential development.
- Implementing the recommendations of the Infrastructure Master Plan.
- Developing and implementing a Finance and Human Resources Master Plan.
- Establishing current bylaw and policy manuals.
- Establishing an Environmental Sustainability strategy.

Planning for growth and encouraging residential development as well as establishing current bylaw and policy manuals are labor intensive. As such, if these priorities are going to have successful outcomes, adequate staff resources must be in place.

It is assumed that the implementation of the recommendations of the Infrastructure Master Plan will largely be completed by outsourcing. It must be remembered however, that outsourcing requires on going coordination and evaluation relative to job performance and costing. As well, there are recommendations cited within the report that can be completed more cost effectively by Town staff provided adequate time is available.

Developing and implementing a Finance and Human Resources Master Plan is largely being dealt with in the contents of this report and, as such, no further staffing resources should be contemplated.

The recommendations contained within this report were developed only after a careful analysis of the priorities of Council and examining the present job descriptions, strengths and skills of the present staff. The Council of the Town of Picture Butte indicated that they wanted to lead the Town through utilization of a business model of operation. As such, staffing comparisons were

made with towns of similar size and with towns and villages within the same region of the Province of Alberta as Picture Butte.

It is always a challenge to make comparisons regarding comparable staffing levels because of the large number of variables that go into determining appropriate staffing levels. In developing the comparison chart, Table 1, the consultants used population of the town or village, size of the municipality in hectares and the number of kilometers of servicing within the municipality including roads and sewer, water and storm sewer lines as only three of the many variables that go into determining staffing comparables.

The consultants examined other factors but were unable to quantify them. These factors included: hours of contracted services; number of part time employees; level of services offered to and desired by the citizens of Picture Butte. Evaluation of these included the number and type of recreational facilities and the other service levels determined by both present and past Town Councils.

Councils of the past have demonstrated sound planning strategies by encouraging and maintaining a relatively high population per hectare when compared with other municipalities in Alberta. Further the citizens of Picture Butte have been blessed with having few geographic obstacles, which have allowed the Town to be able to grow in population without excessive growth in physical size. Consequently fewer kilometers of roads and servicing lines have been needed and thus a lower level of staffing can be maintained.

The consultants gave consideration to the fact that the Town of Picture Butte is a provincial leader in contracted services. These contracted services have in the past provided the Town with a high level of service at costs equal to, or lower, than other municipalities. .

Other factors the consultants considered included: Alberta municipalities have been in a funding “crunch” for the past ten years and there has been a reduction in overall staffing levels; a general rule of thumb is that staffing costs account for approximately thirty (30%) of a municipalities budget; and Alberta municipalities have reduced staff to a level that accommodates providing services only considered essential by the community. As a result, the averages as determined on Chart 1, do present a reasonable guide for the Town of Picture Butte.

It was important that the consultants first established staffing recommendations based upon the needs and the priorities of the Council of the Town. But if the Town is to remain economically competitive, staffing levels must be comparable to other Alberta municipalities. To test whether the recommendations of the consultants were competitive a formula was developed to test the staffing levels of Picture Butte versus an “Average” Alberta community.

1. The population of the average Alberta community was 1920 people compared to Picture Butte’s population of 1701.
2. If we used the Alberta Average of 10.8 employees for 1920 people, the Town of Picture Butte should have 9.57 full time employees.
3. If we compare the number of employees to size in hectares of an average Alberta community, the number of employees Picture Butte should have would be 9.63.
4. If we compare the number of employees per kilometer of servicing lines, Picture Butte should have 6.75 full time employees.
5. The consultants then averaged the three factors cited above: Picture Butte should have between 8.75 and 9 full time employees.

It should be remembered that this figure should be used for comparative purposes only.

Circumstances unique to Picture Butte could result in Picture Butte’s staffing level being either higher or lower than the “Average” Alberta municipality.

**CHART ONE****Comparison: Staff to Size of Municipality in Hectares and Length of roads, sewers, water mains and storm sewer lines**

<b>Municipality</b>	<b>Pop.</b>	<b>Number of Full time Employee</b>	<b>Employee Per Capita</b>	<b>Rank</b>	<b>Size in Hectares</b>	<b>Hectares per Employee</b>	<b>Rank</b>	<b>Services in Kms</b>	<b>kms/ per Employee</b>	<b>Rank</b>
<b>Picture Butte</b>	1701	7	243.0	5	271	38.7	7	38	5.4	10
<b>Black Diamond</b>	1866	13	143.5	11	193	14.8	13	53	4.1	12
<b>Bow Island</b>	1704	12	142.0	12	574	47.8	4	76	6.3	8
<b>Coalhurst</b>	1476	7	210.9	6	118	16.9	12	54	7.7	3
<b>Mayerthorpe</b>	1570	8	196.3	8	380	47.5	5	54	6.8	7
<b>Nanton</b>	1841	12	153.4	10	317	26.4	9	63	5.3	11
<b>Tofield</b>	1818	7	259.7	4	658	94.0	1	48	6.9	6
<b>Coaldale</b>	6008	43	139.7	13	803	18.7	11	154	3.6	13
<b>Magrath</b>	1993	7	284.7	3	568	81.1	3	50	7.1	5
<b>Nobleford</b>	615	4	153.8	9	169	42.3	6	23	5.8	9
<b>Barons</b>	296	1	296.0	1	23	23.0	10	19	19.0	1
<b>Stirling</b>	877	3	292.3	2	259	86.3	2	40	13.3	2
<b>Raymond</b>	3200	16	200.0	7	430	26.9	8	119	7.4	4
<b>Ave.</b>	1920.4	10.8	208.9	7	366.4	43.4	7	60.8	7.6	7

In order to make recommendations about salaries for the different positions within the organization the consultants conducted a survey of surrounding Villages, Towns, and Towns of similar population size within the Province of Alberta to compare salary ranges for the different positions within the town of Picture Butte. For the Town to remain competitive, salary ranges should be comparable to other Municipalities in their region as well as other Alberta Municipalities.

To complete the comparison a survey was conducted of nine other municipalities within the Province of Alberta. The survey allowed the consultants to garner information about the salary range of the various comparable positions in the selected municipalities. A midpoint of the salary range was then established for each municipality and an average of those midpoints was calculated. The calculated average was then compared to the midpoint of the salary ranges for the positions in the Town of Picture Butte.

The seven positions analyzed were; Chief Administrative Officer, Director of Corporate Services / Chief Financial Officer, Director of Operational Services / Public Works Foreman, Municipal Clerk, Public Works Equipment / Utility Operator, Public Works Labourer Level 1 and Level 2. Analysis of the survey provides the following observations:

1. All positions within the town of Picture Butte fell within the range of the salaries surveyed.
2. Four of the seven positions compared were at or above the average salary for the respective position.
3. All of the positions in Picture Butte are salaried well above the low end of the scale for the Towns and Villages surveyed in the comparison group except one.

**CHART TWO****Comparison: Salary levels for positions within Alberta Municipalities to the Town of Picture Butte**

Town	CAO midpoint	DOS / PW Foreman midpoint	DCS midpoint	Municipal Clerk midpoint	PW Equipment / Utility Operator midpoint	PW Labourer midpoint	PW Labourer 2 midpoint
Black Diamond	\$63,700.00	\$58,850.00	\$23,650.00	\$29,150.00	\$35,400.00	\$30,950.00	\$30,950.00
Bow Island	\$55,000.00	\$40,000.00	\$28,250.00	\$28,000.00	\$30,500.00	\$30,500.00	\$30,500.00
Carstairs	\$68,000.00	\$36,800.00	\$56,600.00	\$28,200.00	\$35,800.00	\$30,000.00	\$34,800.00
Coaldale	\$88,500.00	\$63,000.00	\$67,500.00	\$31,500.00	\$37,250.00	\$33,500.00	\$33,500.00
Coalhurst	\$51,000.00	\$49,000.00	\$37,500.00	\$27,700.00	\$36,000.00	\$17,250.00	\$30,400.00
Didsbury	\$70,000.00	\$58,000.00	\$58,000.00	\$26,500.00	\$33,600.00	\$32,400.00	\$33,500.00
Mayerthorpe	\$53,300.00	\$46,700.00	\$47,500.00	\$26,600.00	\$30,600.00	\$30,600.00	\$30,600.00
Nanton	\$57,000.00	\$48,900.00	\$37,800.00	\$22,700.00	\$30,300.00	\$30,300.00	\$30,300.00
Nobleford	\$37,000.00	\$39,000.00		\$21,000.00	\$26,000.00	\$26,000.00	\$26,000.00
<b>Average Salary</b>	<b>\$60,388.89</b>	<b>\$48,916.67</b>	<b>\$44,600.00</b>	<b>\$26,816.67</b>	<b>\$32,827.78</b>	<b>\$29,055.56</b>	<b>\$31,172.22</b>
<b>Picture Butte</b>	<b>\$65,000.00</b>	<b>\$39,650.00</b>	<b>\$43,000.00</b>	<b>\$25,850.00</b>	<b>\$37,450.00</b>	<b>\$30,550.00</b>	<b>\$35,150.00</b>

a. **Leadership:**

To be successful, a Council and Administration must think bigger and bolder thoughts, live with and encourage healthier and more positive attitudes, influence the lives of others for the better and lead with excellence. During the consultant's interviews with staff, one could not be more surprised and shocked at the contrast between "what was" and "what is". The present Council and Administration should take great pride in knowing that their leadership is appreciated and admired by staff.

Staff feels that the new Council has established a sense of direction that staff supports. Jack Welch, the former Chair of General Electric once remarked: "a good leader remains focused". This is true in the case of Council - there is a true and clear sense of direction. But according to John Maxwell, "true leaders who navigate do even more than control the direction in which they and their people travel. They see the whole trip in their minds before they leave the dock. They have a vision for their destination, they understand what it will take to get there and they know who they will need on the team to be successful and they recognize the obstacles long before they appear on the horizon." According to staff, this is the difference between "what was" and "what is". There is a plan and the staff supports that plan.

Staff, without exception, commended the leadership of Council but staff particularly emphasized the leadership of the Chief Administrative Officer. Staff feels that the C.A.O. genuinely cares for them as individuals, he has a firm commitment to the goals of the organization, he is focused on achieving results and above all, he is a team player.

Council and the Chief Administrative Officer should feel a certain level of satisfaction knowing that in a short period of time, they have earned the respect of the employees by providing staff with a clear vision, a definite sense of direction and high expectations for performance.

b. **Morale:**

A staff first buys into the leader and then they may choose to buy into the vision. The fact that the staff in the Town of Picture Butte buys into the vision is a positive testimony to the leadership provided to the staff. Quality leadership is one of the prerequisites to positive staff morale.

Overall staff morale is high and the consultants feel that implementation of the recommendations in this report will serve to further enhance the morale of the employees.

c. **Communication:**

We live in an information economy. Councils cannot be effective without access to the information that they need to make good decisions. Just as Councils cannot make good decisions without good information, employees cannot make good decisions without all the information. Just as importantly, in order to remain motivated and committed, a municipality's employees need information about the municipality, its goals and their role in making the municipal organization a success. Without sufficient information or sufficient opportunity to give their input, employees may suffer from stress and become dissatisfied.

Because morale is relatively good within the organization of the Town of Picture Butte, one can assume that communication is also relatively good. Some employees however feel that more effort must be made to allow for a freer flow of communication both upwards and downwards. There is a feeling that communication does not flow as freely as it should because the C.A.O. is overwhelmed with other responsibilities. Because communication is so important, there might be a need to reassign some of the C.A.O.'s responsibilities to others in the organization to allow him to have more communication opportunities.

No communication process would be complete without giving employees the opportunities to provide their opinions to the Chief Administrative Officer and Council. Upward communication

opportunities are critical - these opportunities should be interactive and might include elements such as: suggestion programs, employee surveys, small group meetings and general rap sessions. It is important that Council be included as part of the communication process.

Downward communication is just as critical as upward communication. Communication initiated by Council or Administration or both should help keep employees informed. A communiqué to staff after each Council meeting that outlines the major decisions and initiatives undertaken by Council might facilitate better downward communication. Employees should be the first people to know of Council's decisions and should not have to read the local newspaper to be informed regarding Council decision making.

The "Management Team" which is discussed later in the report would be responsible for ensuring that the flow of communication is complete, accurate and timely and the flow of communication includes all staff, ratepayers, contractors (if necessary) and Council.

d. **Contracted Services:**

The Town of Picture Butte is served well by the contracted service providers. The quality of service provided is very good and the services are provided very cost effectively.

There were two areas where follow up action might be necessary. As it stands today, grass cutting is contracted out. There are, however, areas where the grass cutting is completed by Town employees. This is because when the original contract was tendered, the areas now cut by the Town employees were inadvertently left out of the contract tender. This is unfortunate, as one of the benefits of contracted services is not having to tie up money into equipment purchase and repair. If the Town still is purchasing and maintaining equipment, they are not obtaining all of the benefits associated with outsourcing.

There is also a concern regarding the amount of time that is required of Town staff to schedule the arena. The obvious solution to this concern would be for the private contractor to be requested to do the booking being that the facility is being run by a private contract. Administration needs the booking information to gauge facility usage. Is there a way that the private contractor could book the facility and then do an audit so as to ensure accountability?

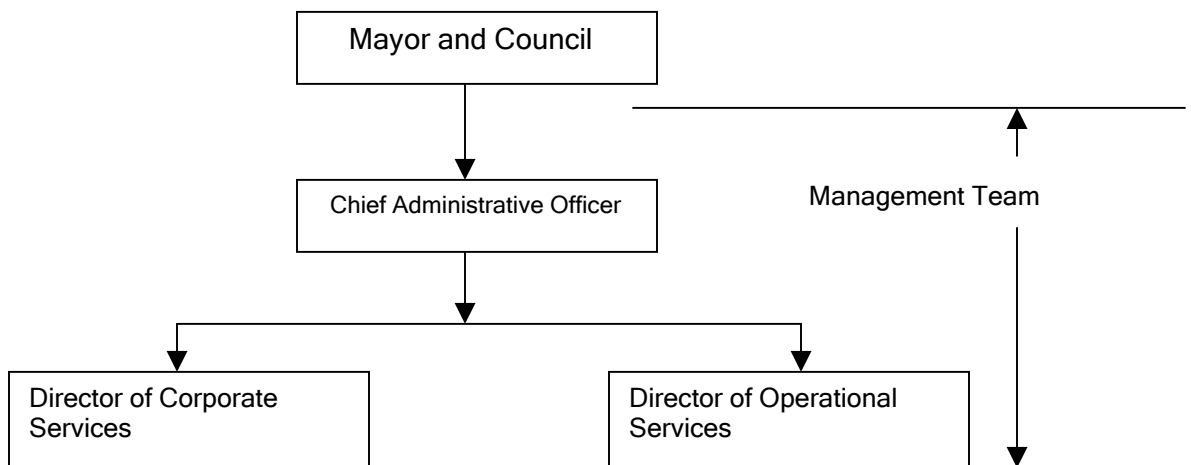
**Aligning the Business Plan with the HR Plan**

The Picture Butte Town Council within the content of its Business Plan has set forth some bold and aggressive goals and priorities. By doing so, Council has set high expectations for the Town of Picture Butte staff and particularly the Chief Administrative Officer.

Council is aware that there will have to be some HR changes within the organization, if they are to meet the goals established within their Business Plan.

The consultants observed two major hurdles that need to be forded before Council is able to observe major progress in meeting their goals and priorities:

- a. Public Works needs to have a strong leader - an individual who has the background to be able to assist the Chief Administrative Officer in coordinating the contracted services for completing the recommended actions in the Infrastructure Master Plan. Further, this individual needs to become an integral part of the Management Team that will foster communications between Public Works and the remainder of the organization.



- b. The Chief Administrative Officer needs to relinquish some of his duties to enable him to spend more time working on the priorities established by Council. It is the feeling of the consultants that this can be accomplished most cost effectively by reorganizing what we will call the “Management Team”, reassigning duties within the Town Office and hiring a junior office member. The suggested new job descriptions are included as Appendix D - L. It is the feeling of the consultants that the Chief Administrative Officer is presently involved in too many tasks and activities, and as such, one of two things happens: either there is a slow down in output within the entire organization because of the “bottleneck” at the C.A.O.’s office or there are some critical tasks that are ignored or forgotten. None of these results are caused by a lack of effort on the part of the C.A.O. but rather there just are not enough hours in the day nor days in the week. Further, the role of the C.A.O. in the “new public management” requires that the C.A.O. needs to delegate and provide autonomy to their department heads with an expectation that all staff are to provide the high quality service that citizens value.

The new role of the Chief Administrative Officer also includes measuring growth within the organization and ensuring that the goals and priorities established by Council are being successfully met by the entire organization. The expectations are that the Chief Administrative Officer becomes more of a leader: visioning, delegating, motivating, communicating and measuring.

e. **Developing Strength Within the Organization:**

The Town of Picture Butte is blessed with talented and ambitious staff members. Many municipalities in the Province of Alberta would be envious of the level of staff support enjoyed by the Town. Right now, within the Province there is a definite shortage of skilled and knowledgeable municipal employees including Chief Administrative Officers, Equipment Operators, Waterworks employees and others. As such, it is imperative that the Town of Picture

Butte provide growth opportunities for employees as a method of cost saving and as part of ongoing succession planning.

An example that the Town might want to consider is a variable wage scale. You might have a Laborer I who is a very skilled Computer Technician. Rather than leave Picture Butte to go to Lethbridge to get a job as a Computer Technician, for reasons of his own, he has chosen to stay in Picture Butte and work as a Laborer. When the Town is in need of a Computer Technician, rather than outsourcing, the Town might make use of his skills as a Computer Tech and pay him a Computer Tech. Salary for the hours worked as a Tech. The difference in hourly wage would only be approximately seven dollars per hour - saving the Town considerable money and at the same time recognizing skills within the organization. Further, it might be economically prudent to even send the individual for further computer training. It is important that individuals within the organization be recognized for the skills that they possess whenever possible. This improves morale and recognizes individuals as being valuable members of the organization.

It should be noted that it is critical to ensure that all staff have provided proof of any "ticket" or "certification" so as to avoid any legal complications regarding work completed by improperly trained staff.

Succession planning is critical. Individuals leave, retire and die. They need to be replaced. As mentioned previously, municipal governments are faced with a definite shortage of qualified people largely due to the robust Alberta economy and the salary levels that private industry is able to provide. Employees also are more mobile and less loyal to employers or a particular "job" as they were in the past. Consequently, more efforts need to be made to prepare employees internally to take over various positions within the organization.

The Town needs to identify who its key people are (talent, not management status is what is important). These people need to be motivated or induced to stay within the organization. Being informed of their key status may provide them with an extra sense of job security, thereby

precluding jumps to the private sector that might not be as secure. Investing in their training (developing the skills that will be needed in their future role) benefits both the employee and the Town.

Having identified key people, it is also important to identify potential replacements. Although the vagaries of the electoral process make the planning of transitions in the public sector difficult, this problem is not greater than in the private sector. Succession occurs in a turbulent environment whether the organization is private or public. The task is to manage the succession in spite of the turbulence. Lastly, the succession planning needs to be linked and guided by overall organizational strategy. The choice of successors must fulfill the organizations goals for its future. Merely replacing or duplicating existing staff may not be sufficient.

Because Town Council has in place a long-term business strategy, succession planning becomes easier. The Town now knows what people and positions are critical to the organization and what positions will be critical in the future.

f. **Performance Evaluation:**

The evaluation of the performance of all the stakeholders in the Town operation is critical if the focus of Council is going to be on achieving results. This includes evaluating the performance of Council.

There are several other reasons to appraise performance: determination of salary and benefits, determining long-term training needs of the organization, reviewing employee's work related behavior but most importantly to measure growth within the organization. Growth only results from actions of the stakeholders, primarily the employees. If the Management Team is not measuring growth, how can the organization determine whether the goals and priorities of the organization are being met? Further, how can the organization expect the employee to focus on results, if the organization, as a whole doesn't have that same focus?

The development and implementation of a performance appraisal system that is useful both to the employee and the Town should in the next year be one of the primary goals of the Management Team.

## Recommendations:

1. Adequate staffing needs to be in place if successful outcomes of the goals and priorities as established by the Council of the Town of Picture Butte are to be achieved.
2. The Town of Picture Butte needs to increase the number of full time staff; however this should be done with the acknowledgment that most other job descriptions would require change.
3. If Administration and Council make a decision to increase staffing, there needs to be either a cost benefit or an increase in the level of servicing to the community. All recommendations in this report are based upon that premise.

4. Council consider organizational restructuring, so as to better be able to delegate and to have a "Management Team" that can work together to better meet the challenges of managing a growing municipality.

5. A permanent Director of Operational Services should be hired immediately.

This position should be considered to be management and therefore exempt from the union. The Director of Operational Services would then be responsible for the management of all of the operational staff within the organization, thus eliminating the need for a full time Public Works Foreman. The duties of the Director of Operational Services are identified in the attached job description. The Director of Operational Services would answer to the CAO and work closely with the management team consisting of the CAO the Director of Corporate Services and the Director of Operational Services.

6. At this time the only position that warrants review is the proposed new position of Director of Operational Services. This position is proposed to be more than a Public Works Foreman and as such comes with more responsibility and a broader scope of accountability. The consultants see this position as one of high importance in the proposed organizational structure and it is a position that requires a highly qualified individual. In order for the Town of Picture Butte to attract qualified applicants for this position the rate of pay should be one that is very competitive with other Municipalities in Alberta. Based on the data from the comparison Towns and Villages the salary range for this new position should be in the \$43,000 to \$48,000 per year range.
7. The Chief Administrative Officer should spend additional time with the Public Works staff to demonstrate that both Council and Administration care and have an interest in the department.

8. Job levels within the Public Works department need to be expanded in order to create more latitude for skill recognition and advancement within the organization

Currently there are two levels of employees within the Public Works department. The only way to advance to the second level and hence receive a pay increase is to become certified in the water plant operations. This doesn't allow for any means of recognition of other skill sets. It is the recommendation of the consultants that the levels be expanded to include an introductory position, an intermediate position and a top-level position. As is outlined in the attached job descriptions a Level 1 laborer would be responsible for garbage collection, and general labor work within the town. The requirement for the operation of heavy equipment does not exist in this position. A Level 2 laborer would be one capable of handling all of the job duties of a Public Works employee with the exception of the operation of the water and wastewater plants. A Level 3 laborer then becomes the fully trained and certified employee including the necessary water and wastewater tickets.

Advancement between the 3 levels is at the sole discretion of management based on the requirements of the town. (Just because an employee possesses or obtains the necessary skills to perform the duties of the different levels does not automatically mean the employee will be advanced to the next level within the organization).

9. Attempts should be made to utilize the skills of all staff members as a way of saving costs to the Town.
10. The organization of the office should be examined to accomplish freeing time for the Chief Administrative Officer to provide leadership to the organization and to spend more time on achieving the outcomes that Council has determined are important to the Town and its growth and sustainability.

11. An additional person should be added to the Town office staff to perform receptionist duties and other duties that might be assigned due to the reorganization discussed in recommendation number 9.

The following list outlines some of the duties that this position would be responsible for:

- Reception duties including answering phones, and dealing with walk in customers.
- Scheduling of the arena to free up Rhonda's time to focus on accounts payable and receivable.
- Recording of minutes for all meetings including different committees. This will free up Audrey to focus on the financial needs of the town and help address the problem of lacking documentation from the committee level.

12. The Assistant Municipal Administrator title should be changed to be Director of Corporate Services and the job description changed to focus more closely on the financial needs of the town.

In order to effectively establish a strong management team within the organization the new organization chart should be adopted. It is the feeling of the consultants that the current Assistant Municipal Administrator would fit very well in the position of Director of Corporate Services.

This position should be considered to be management and therefore exempt from the union. The Director of Corporate Services would then be responsible for the management of all of the office staff within the organization, thus freeing up time for the C.A.O to focus on achieving the outcomes that Council has determined are important to the Town and its growth and sustainability. The duties of the Director of Corporate Services are identified in the attached job description. The Director of Corporate Services would answer to the CAO and work closely with the management team consisting of the CAO the Director of Corporate Services and the Director of Operational Services.

13. Current contracted workers for the town.

After talking with the current contractors of the town and the town administration the author recommends that this area remain status quo. The services currently be supplied by these contractors is excellent and alleviates some of the financial burdens on the town that would exist if these jobs were to be performed by in house staff. These burdens include the cost of purchasing and maintaining equipment and staffing costs for overtime, stat holidays, and covering sick time.

14. If a task is contracted, the contractor should complete all subtasks associated with that task.

15. Bylaw enforcement should be contracted out.

This could probably be best accomplished by cost sharing with other nearby municipalities. This is not a task that should be assigned to the Chief Administrative Officer - it puts him in a conflict situation and is detrimental to the Town as an Organization.

It is worth noting that having a proper bylaw enforcement officer with Special Constable status can help to generate revenue for the town thus offsetting the costs of having a dedicated bylaw enforcement officer.

16. Communication within the organization should always be a priority

It is recommended that the C.A.O., the Director of Corporate Services and the Director of Operational Services be considered the "Management Team" and that the Management Team meet on a weekly basis.

The purpose of this meeting would be to allow a discussion of on-going town projects, a discussion of matters that requires the coordination of departments and a means of improving both up and down communication within the organization.

The Director of Corporate Services and the Director of Operational Services should then meet with their staff on a weekly basis to ensure the information is disseminated throughout the organization.

17. The town should also explore the use of technology to improve communications within the organization.
  
18. The Town should revisit their “Purchasing and Tendering Policy”, make sure that staff are familiar with the policy and are adhering to it.
  - Major purchases (items costing \$500 or more) for the town should require a minimum of three different quotes prior to purchase.
  - Develop strong relationships with vendors to ensure that best pricing is being obtained.
  - Periodically shop around to different vendors to ensure that the town is receiving best pricing. (Keep the vendors honest).
  - Ensure a proper Purchase Order system is used for purchasing.
  - Ensure that all department heads are aware of account structures for their departments.
  - Ensure an accurate system for tracking of paperwork for purchases is in place and being followed.
  - A standard form for proper coding of expenses should be established.
  - Forms used for purchasing and coding of purchases should be electronic and filled out using a computer to ensure that all forms are legible.
  
19. An “Action Request Procedure” should be established.

Unfortunately, dealing with complaints is an ongoing challenge within a municipality. It becomes very frustrating for staff who take the complaints to never know how, or if, the complaint has been dealt with.

It is recommended that a central record be kept of all complaints. When a complaint is received, it be documented on an “Action Request Form” and sent to the appropriate person. On the form, there should be a place to note what action was taken to resolve the complaint and then the form should be returned to the person in charge of the complaint registry. The person in charge of the registry would be responsible for ensuring that all complaints are dealt with appropriately, effectively and in a timely fashion.

20. Ensure that a policy regarding “Employee Performance Evaluation” be in place and that the policy is followed.

Performance evaluations are time consuming but if they are conducted appropriately they can become a very useful function of the organization.

Performance evaluations should be ongoing rather than the standard once a year. It is important that feedback on performance be current and immediate.

Any and all performance feedback should be documented and filed for future reference, even if it is a simple note indicating a date, time and nature of the performance feedback.

The author can't stress enough that performance evaluations should not be a once a year occasion. This creates an environment where feedback is based on someone's recollection of events that occurred over the year. This method is usually very inaccurate and can create very negative stigmas around the “yearly performance evaluations”.

Council might even want to consider performance bonuses attached to the accomplishment of the goals of the organization.

## **Considerations for Future Positions**

Upon successful implementation of the recommendations contained in the report Council and Administration need to consider what positions the town may need to fill in the future. The obvious place for growth may be in the Public Works Department. As the town grows and the number of houses, kilometers of roads, water and sewer lines, and the general demands on the town infrastructure increase there may be a need to increase the staffing levels of the Public Works department to handle the increase in workload. Picture Butte is however in the enviable position of being relatively compressed and as such the number of Public Works employees required may not be as high as other municipalities.

The second area that may need to be addressed as the future growth potential is realized will be in the area of Planning. At present the Oldman River Regional Services Commission provides advice and services to the town on planning issues. Currently this relationship is working well but as the future growth potential of the Town is realized it may become necessary to have a planning officer on staff full time to deal with developers and work on a long range plan for managing future growth of the town. This is an area that should be monitored by Council and the CAO over time and decisions made when the growth level of the town requires it.

Another service currently being provided to the town by an outside agency is in the area of Economic Development. The Lethbridge and District Business Development Center Association currently provides a part time Economic Development Officer one day a week in the Town of Picture Butte. This is an area that may need to be addressed by council in the future depending on the growth of the town and the relationship with the Lethbridge and District Business Development Center Association.

One Final area worth noting for future considerations is in the operation and maintenance of the Town water and waster-water systems. Currently these services are being provided by Epcor under the conditions of a Memorandum of Understanding while a contract is being negotiated. Feedback from Epcor is indicating that these operations require more than the services of one FTE staff member. The new Director of Operational Services may want to evaluate this area and perhaps begin training some Town Public Works Staff on the operations of the Water and Waste-water plant. The intent being to eventually take over the operations of these facilities full time within the operations of Public Works. In

order to take over these operations it is necessary for the Town to meet the minimum requirements and certifications established by Alberta Environment for the operations of water and wastewater treatment plants. Further information can be obtained from Alberta Environments web site (<http://www3.gov.ab.ca/env/>).

## **Conclusion:**

Council and the Administration of the Town of Picture Butte have demonstrated their proactive leadership and desire to move the organization forward in a positive manner through the development and approval of two major pieces of legislation that will serve as the guideposts for the current term of Council. These are the infrastructure management study and the business plan for the town. In order to effectively achieve the goals that were established through the development and approval of these two documents Council and Administration felt strongly that the town needs to have a healthy organization with the HR resources properly aligned with the Business Plan. This audit was undertaken with that guiding principle in mind.

The recommendations outlined in this report are the primary stepping-stones necessary to move the organization forward and enable Council to realize the ambitious goals that they have set for their tenure in office. Picture Butte is in the enviable position of having some excellent staffing resources. With the re-organization of the Town staff and the creation of a broader based management team the strong leadership demonstrated by Council will be moved deeper into the organization enabling the Town to move forward in a very positive manner.

Once the recommendations have been implemented it will be the job of the new management team to develop some quantitative criteria by which to gauge the performance of the organization as a whole. It is critical to the success of any organization to be able to measure the successes and identify the issues that need attention in order to keep the momentum moving forward. Performance criteria are the tools by which we measure the ongoing health of the organization and understand the growth and or potential growth opportunities that exist. These criteria are truly the next crucial step in developing the Total Quality Management structure that will help propel the Town of Picture Butte above all of their competitors.

Picture Butte is well on its way to being "Picture Perfect". The acceptance and prompt implementation of the recommendations outlined in this report will serve to move the organization that much closer.

Appendix A



**Job Questionnaire**

Name: \_\_\_\_\_

Job Title: \_\_\_\_\_

Department: \_\_\_\_\_

Supervisor's Name: \_\_\_\_\_

Supervisor's Title: \_\_\_\_\_

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1. Summary of Duties: State briefly, in your own words, your main duties.

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_ (Use back if necessary)

2. Special Qualifications: List any licenses, permits, certification etc. required to perform duties assigned to your position.

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

3. Equipment: List any equipment, machines or tools (i.e. computer, motor vehicles, lathes, fork lifts, grader, etc.) you normally operate as part of your position's duties.

Equipment	Average No. of Hours/Week
_____	_____
_____	_____
_____	_____



4. Regular Duties: In general terms, describe the duties you regularly perform. Please list these duties in descending order of importance and percent of time spent on them per month. List as many duties as possible and use the back if necessary.

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5. Contacts: Does your job require contacts with other department members, other departments, outside companies or agencies? If yes, please define the duties requiring contacts and how often.

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6. Supervision: Does your position have supervisory responsibilities?  
( ) yes ( ) No. If you answered "no", please go on to question #7. If you answered "yes", please outline the positions you supervise and the additional responsibilities that are required of you, as supervisor.

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7. Decision Making: Please explain the decision you make while performing the regular duties of your job.

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a. What would be the probable result of your making poor judgment(s) or decisions with improper actions?

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8. Responsibility for records and files: list the reports and files you are required to prepare or maintain. State, in general, for whom is each report intended.

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9. Frequency of Supervision: how frequently must you confer with your supervisor or other employees in making decisions or in determining the proper course of action to be taken?

( ) Frequently ( ) Occasionally ( ) Seldom ( ) Never



10. Working conditions: Please describe the conditions under which you work - inside, outside, air-conditioned. Be sure to list any disagreeable or unusual working conditions.

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11. Job requirements: Please indicate the minimum requirements you believe are necessary to perform satisfactorily in your position.

a. education:

Minimum schooling (i.e. high school, college, trade school):

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Number of years \_\_\_\_\_

b. Experience:

Type: \_\_\_\_\_

Number of years: \_\_\_\_\_

c. Special Training:

Type	No. of years
_____	_____
_____	_____

12. Additional information. Please provide additional information, not included in any of the previous items, which you feel would be important in a description of your position.

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Employee's Signature: \_\_\_\_\_ Date: \_\_\_\_\_

## Appendix B



### Job Questionnaire

Name: \_\_\_\_\_

Job Title: \_\_\_\_\_

Contractor: \_\_\_\_\_

Supervisor's Name: \_\_\_\_\_

Supervisor's Title: \_\_\_\_\_

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1. Summary of Duties: State briefly, in your own words, your main duties.

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_ (Use back if necessary)

2. Special Qualifications: List any licenses, permits, certification etc. required to perform duties assigned to your position.

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

3. Equipment: List any equipment, machines or tools (i.e. computer, motor vehicles, lathes, fork lifts, grader, etc.) you normally operate as part of your position's duties.

Equipment

Average No. of Hours/Week

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_



4. Regular Duties: In general terms, describe the duties you regularly perform. Please list these duties in descending order of importance and percent of time spent on them per month. List as many duties as possible and use the back if necessary.

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5. Contacts: Does your job require contacts with other department members, other departments, outside companies or agencies? If yes, please define the duties requiring contacts and how often.

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6. Decision Making: Please explain the decision you make while performing the regular duties of your job.

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(a) What would be the probable result of your making poor judgment(s) or decisions with improper actions?

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7. Responsibility for records and files: list the reports and files you are required to prepare or maintain. State, in general, for whom is each report intended.

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8. Working conditions: Please describe the conditions under which you work - inside, outside, air-conditioned. Be sure to list any disagreeable or unusual working conditions.

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9. Job requirements: Please indicate the minimum requirements you believe are necessary to perform satisfactorily in your position.

(a) education:

Minimum schooling (i.e. high school, college, trade school):

\_\_\_\_\_

Number of years \_\_\_\_\_

(b) Experience:

Type: \_\_\_\_\_

Number of years: \_\_\_\_\_

(c) Special Training:

Type	No. of years
_____	_____
_____	_____

10. How long have you been contracted to work with the Town of Picture Butte?

\_\_\_\_\_ years.

How many other municipalities are you contracted to? \_\_\_\_\_

Is there an increased demand for your services? \_\_\_\_\_ By whom?

\_\_\_\_\_



Is there a challenge hiring qualified employees? \_\_\_\_\_ If so, what do you propose doing to overcome this challenge? \_\_\_\_\_

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What are the industry trends relative to the cost of your service? \_\_\_\_\_

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What changes do you see coming about relative to your company's abilities to perform the services that you presently provide for the Town of Picture Butte?

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11. Additional information. Please provide additional information, not included in any of the previous items, which you feel would be important in a description of your position and trends in your industry.

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## Appendix C:

### TOWN OF Picture Butte

### ADMINISTRATIVE DUTIES AND RESPONSIBILITIES

<b>Administrative Responsibility</b>	<b>Who Does it?</b>	<b>Who Should do it?</b>
1. Recording Council meetings including the names of each councilor who is present and present minutes to Council at the subsequent meeting.		
2. Keep safe the bylaws and minutes of the Council meetings and all other records		
3. Sending to the Minister a list of the councillors names within five days of the councillors beginning their term		
4. Collecting revenues of the municipality and controlling receipts issued		
5. Deposit all monies belonging to the municipality as directed by Council.		
6. Ensuring that authorized expenditures are paid		
7. Ensuring that accurate records and accounts are kept of the financial affairs of the municipality		
8. Present to Council actual revenues and expenditures of the municipality compared with the estimates in the operating or capital budgets as approved by council on a monthly basis		
9. Invest money of the municipality in accordance with section 250 of the Municipal Government Act		
10. Prepare assessments, assessment rolls and tax rolls for the purposes of parts 9 and 10 of the MGA		
11. Makes arrangements for public auctions to recover taxes		
12. Advise Council in writing of their legislative responsibilities		
13. Develop for Council approval, bylaws, directives, policies and procedures to meet identified needs		
14. Develop for Council approval, programs, proposals and initiatives as needed		

15. Prepare Council meeting agendas		
16. Ensure that all minutes of Council are signed in conjunction with the person presiding at the meeting		
17. Ensure that bylaws of the Town are consolidated as authorized by Council		
18. Monitor, advise and inform the Council on all operational affairs of the municipality		
19. Conduct use analyses and needs identification surveys		
20. Oversee the preparation and presentation of all budgets, forecasts and financial reports		
21. Coordinate the delivery of programs		
22. Market actively the existing and new programs and activities		
23. Develop and encourage economic development and growth		
24. Ensure the policies and programs of the Town are implemented		
25. Respond appropriately to inquiries regarding economic and growth opportunities		
26. Maximize revenues and ensure the cost effectiveness of operations		
27. Solicit feedback from clients and citizens and respond effectively to any concerns		
28. Establish the structure of the administration of the Town including establishing, merging, dividing and/or eliminating departments		
29. Establish a managerial hierarchy and administrative policies and procedures		
30. Establish policies and procedures for the day to day operation of the Town		
31. Serve as Council's liaison and advisor to boards and committees		
32. Prepare and present the budget for the Town and for any		

boards and committees of Council		
33. Monitor the expenditures of these budgets and report to Council on the cost effectiveness of these operations		
34. Monitor and report performance of boards and committees in relation to Council expectations		
35. Advise and inform the Council on the operations and affairs of the Town		
36. Direct, supervise and evaluate the department heads		
37. Enter into contracts and expend funds approved by Council		
38. Ensure that petitions to Council are in compliance with the legislation		
39. Accept service of notices and other legal documents on behalf of the Town		
40. Act as a public relations representative of the Town in all matters related to program delivery		
41. Supervise, train and coordinate the activities of employees and volunteers		
42. Model and ensure that the staff practice quality customer service		
43. Keep informed of local, regional and provincial affairs and pass relevant information on to Council and Town employees		
44. Liaise with local authorities and provincial and federal governments as and when required		
45. Develop comprehensive personnel policies and procedures		
46. Supervise the hiring, promotion, discipline, suspension and termination of all employees		
47. Recommend staffing levels to Council		
48. Ensure each staff member is provided with a yearly performance review		
49. Conduct all financial records of the Town		
50. Conduct all financial month end tasks and prepare month		

end reports as required by Council		
51. Oversee the preparation of accounts payable and accounts receivable and ensure the timely payment and collection of same		
52. Perform the physical preparation of the annual budgets as required by Council		
53. Advise Council of any necessary fiscal changes due to the annual auditor's report		
54. Maintain an adequate sub ledger of all capital works projects		
55. Prepare the financial records of the Town for the annual audit		
56. Review yearly all financial processes and procedures and recommend changes for improvement		
57. Supervise day to day financial operations		
58. Maintain land title changes on the tax roll		
59. Add to the tax roll any new parcels as created through subdivision		
60. Develop civic addressing systems for new subdivisions		
61. Maintain HR dates of employment records including time sheets, pension plans, medical plans and Workers' Compensation Plan		
62. Develop the annual report to the Workers' Compensation Board		
63. Maintain an up to date inventory of all Town owned or leased vehicles, machinery, equipment and fixed assets		
64. Develop and maintain an up to date insurance portfolio		
65. Prepare, submit and maintain all insurance claims		
66. Coordinator of FCSS		
67. Maintain up to date records of long-term debentures and short-term bank loans.		

68. Maintain and oversee input of data into municipal financial software program		
69. Coordinate the preparation and annual updating of the 10 year capital budget		
70. Review expenditures on a monthly basis		
71. Review expenditures and program delivery against the Town's strategic plan at least every three months		
72. Manage all of the Town's revenue collection		
73. Manage the Town's investment portfolio		
74. Develop, review, and recommend updates to policies in purchasing, utilities, fees, penalties and in other similar areas		
75. Coordinate grant programs. This may include researching, reviewing and monitoring of grants		
76. Prepare various financial statement and reports		
77. Provide financial and other technical advice to agencies which are in some way affiliated with the Town		
78. Organize and recruit appropriate accounting staff		
79. Establish performance standards and monitor accounting staff performance		
80. Train and develop accounting staff		
81. Establish and maintain various filing systems and data bases		
82. Responsible for the overall operation of the Operational Services Section of the Town		
83. Schedule work of operational services staff		
84. Prepare operational services budget		
85. Prepare budget recommendations for capital projects		

86. Responsible for the maintenance of roads, water and sewer infrastructure		
87. Responsible for the operation of contracted services falling under Operational Services		
88. Advise developers, engineering consultants of relevant Town policies and regulations and monitor compliance		
89. Liaise with contractors, consulting engineers and other specialists		
90. Prepare and submit required reports to Alberta Environment		
91. Supervise the repair and maintenance of Town equipment, vehicles and buildings		
92. Supervise the operation of the public works shop		
93. Supervise snow clearing		
94. Inspect work performed by operational services staff to ensure approved standards are being met		
95. Evaluate operational services staff		
96. Recommend hiring, promotion and termination of all operational services staff		
97. Provide recommendations and assist in the selection of new equipment and vehicles		
98. Administer the Town's safety codes permit system		
99. Act as the Town's Development Officer and assure compliance with the Town's Land Use Bylaw and Community Plan		
100. Act in a resource/advisory capacity to the Municipal Planning Commission		
101. Monitor and provide input into residential, commercial and industrial development planning		
102. Liaise with private land developers to ensure an adequate supply of new residential, commercial and industrial lots		
103. Manage the operation and maintenance of all		

recreational, parks and tourist facilities including the cemetery		
104. Implement preventative maintenance schedules and overseeing on going maintenance		
105. Investigate new and/or different approaches to facility management		
106. Forecast short and long term facility upgrades, replacement and expansions		
107. Conduct use analyses and needs identification surveys		
108. Develop programs to meet the identified needs of a broad spectrum of clients		
109. Coordinate the delivery of recreation programs within the community		
110. Meet with the public, service clubs, tourist agents and selling the Town		
111. Develop brochures, information sheets and other forms of promotional materials		
112. Develop and maintain an informational web site		
113. Supervise the scheduling of recreational facilities and advertise availability		
114. Investigate and forecast demographic changes over the next five to ten years		
115. Identify trends and evaluate their impact on existing facilities and operations		
116. Promote the Town by advertising, trade shows, articles in newspapers and magazines etc		
117. Meet with developers, business people to offer assistance/advice on municipal requirements, possible business locations, resource agencies		
118. Prepare specifications, tender documents and proposal schedules		
119. Manage the tendering processes and the awarding of tenders		
120. Approve the payment of contracts, progress payments and final payments		

121. Provide recommendations on cost over runs		
122. Make recommendations on the termination of contracts, levying of penalties and forfeiture of deposits		
123. Maintain Town website		
124. Attend, record and transcribe minutes of Council committee and board meetings.		
125. Supervise the operation of the Handi bus - book trips, arrange for driver, handle inquiries, receipt funds etc		
126. Supervise the operation of the campground and tourist information booth, gather camping tourist information, handle inquiries and receipt camping fees		
127. Serve on the Disaster Services Committee, participate in the training exercises		
128. Supervise census and elections as required		
129. Represent Council when they are unable to attend meetings and functions		
130.		
131.		
132.		