

# The Townships of Waterloo Region Joint Service Review

Final Report
December 1, 2020

#### Disclaimer

This report is subject to the terms and conditions in our engagement letter November 4th, 2019. This report is intended solely to assist North Dumfries, Wellesley, Wilmot, and Woolwich Townships ("the Townships of Waterloo Region" or "the Townships") with a joint service review. The comments and observations in our report are not intended, nor should they be interpreted, to be legal advice or legal opinion. This report is based on information and documentation that was made available to KPMG at the date of this report. KPMG has not audited nor otherwise attempted to independently verify the information provided unless otherwise indicated.

We had access to information up to November 20, 2020 in order to arrive at our observations but, should additional documentation or other information become available which impacts upon the observations reached in our report, we will reserve the right, if we consider it necessary, to amend our report accordingly. This report and the observations expressed herein are valid only in the context of the whole report. Selected observations should not be examined outside of the context of the report in its entirety.

Our observations and full report are confidential and are intended for the use of the Townships of Waterloo Region. Our review was limited to the procedures conducted. The scope of our engagement was, by design, limited and therefore the observations should be considered in the context of the procedures performed. In this capacity, we are not acting as external auditors nor value for money auditors and, accordingly, our work does not constitute an audit, examination, value for money, attestation, or specified procedures engagement in the nature of that conducted by external auditors on financial statements or other information and does not result in the expression of an opinion.

Pursuant to the terms of our engagement, it is understood and agreed that all decisions in connection with the implementation of advice and recommendations as provided by KPMG during the course of this engagement shall be the responsibility of, and made by, the Townships of Waterloo Region. KPMG has not and will not perform management functions or make management decisions for the Townships of Waterloo Region.

KPMG has no present or contemplated interest in the Townships of Waterloo Region, nor are we an insider or associate of the Townships of Waterloo Region. Accordingly, we believe we are independent of the Townships of Waterloo Region and are acting objectively.

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# Project Overview

The Townships of Waterloo Region

Joint Service Review

# Project Overview

#### **Project Objectives – How** will we define success?

As municipal budget challenges grow year after year, municipalities are facing a host of unavoidable pressures that are increasing the cost of service delivery. In 2019, to ease the transition, the Province of Ontario released a series of grant programs for municipalities to fund a review of their operations.

We understand that the Townships of Waterloo Region ("the Townships") share the Province's objective of greater efficiency and effectiveness. Accordingly, the Townships have identified increased collaboration in the delivery of municipal services as a key priority and have retained KPMG to assist in identifying opportunities for shared service delivery and improved efficiency and effectiveness.

Woolwich) to undertake a joint service delivery review (the "Project" or "Service Review") in a phased approach. For Phase 1 of the Service Review, the Townships are focusing on five service areas - Fire, Emergency Management, Corporate Communications, Information Technology, and Library. For Library services, the Townships are responsible for providing the facilities in which the services are delivered; and the Region of Waterloo is responsible for delivery of library services and programs. Specific project objectives included the following: • Facilitate Review - Conduct a comprehensive review to understand the current service delivery models through documentation review and stakeholder consultation. As part of this, consider the

KPMG was engaged by the Townships of Waterloo Region (North Dumfries, Wellesley, Wilmot and

- current service delivery approaches, cost and impact the services have on the Townships, including high level benchmarking with comparator municipalities.
- Identify Opportunities Identify and explore opportunities for sustainable shared approaches to service delivery and establishing and/or amending service levels.
- Recommendations Evaluate and categorize opportunities to develop recommendations for Phase 2 priorities. Provide strategic guidance to leadership on implementation and prioritization of new, innovative and/or leading service delivery models that improve upon organizational efficiency while balancing stakeholder expectations. In addition, advise on the risks associated with each proposed change/option to inform management of the key factors and risks which should be considered during the decision making process.

## Project Overview

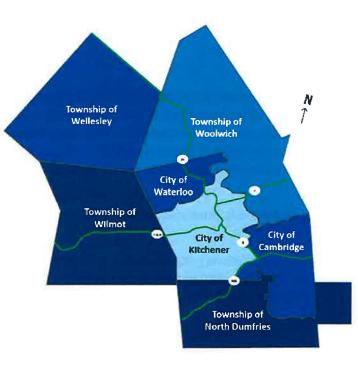
Project Drivers – Why are we doing this, what problem do we want to solve?

The Townships are undertaking a joint service review to provide a better understanding of the services currently provided by each municipality, or in the case of the Library, the Region of Waterloo. This will allow Council and Staff to make informed strategic decisions regarding these services and identify opportunities for shared service delivery. It is anticipated this will provide greater efficiency and effectiveness in service delivery and the ability to respond to future pressures associated with residential and non-residential growth.

#### **Setting the Stage**

The Townships of Waterloo Region are located in southwestern Ontario. The Townships of Waterloo Region is made up of four townships including the Township of North Dumfries, Township of Wellesley, Township of Wilmot and Township of Woolwich. The Waterloo Townships were home to over 63,000 residents in 2018. The communities within the Waterloo Township contribute to a diverse population, including a robust Amish and Mennonite population in some of the Townships. Key industries and services vary between Townships and include manufacturing, agriculture, airport and chemical processing.

The Townships provide residents with a number of services including fire services, emergency management, communications, by-law enforcement, recreation, and planning and development services. Each Township's Information Technology team provides IT services to support and enable the organization to deliver municipal services.



#### Scope of Work

A service delivery analysis provides a high-level assessment of the potential options and benefits available to the Townships for jointly delivering selected services to local communities. An iterative approach to conducting the analysis was prepared with important input sought from each Township at key milestones. The approach draws on the experiences of other municipalities in jointly delivering services to local communities and outlines a roadmap for implementing potential shared service mechanisms for the five identified services.

The table below outlines the iterative approach to building the service delivery analysis. The project team composed of the four Chief Administrative Officers (supported by their respective management teams) were consulted regularly to confirm project scope as well as better understand each Township's operating model, local challenges and related priorities and strategies as well as past experiences with delivering shared services in the region. These insights were important to documenting the lessons from previous shared service initiatives and local perceptions of what opportunities may exist for shared services in the future.

b.	1. Project Initiation	2. Environmental Scan	3. Current Service Delivery Model Review	4. Opportunity Identification	5. Final Report & Presentation
Objectives	✓ Align on project objectives and work plan	<ul> <li>✓ Collect relevant information on current methods of service delivery</li> </ul>	<ul> <li>✓ Assess current service delivery model of the five service areas</li> </ul>	<ul> <li>Identify potential opportunities for innovative service delivery</li> </ul>	Prepare Final Report and presentation to Steering Committee and Council
Activities	<ul> <li>✓ Kickoff meeting</li> <li>✓ Develop project charter</li> </ul>	<ul> <li>✓ Data and document review</li> <li>✓ Stakeholder consultations</li> <li>✓ Comparator analysis of municipalities</li> </ul>	<ul> <li>✓ Complete service profiles for all in-scope areas.</li> <li>✓ Develop and validate common understanding of the current state</li> <li>✓ Prepare Interim Report</li> </ul>	<ul> <li>Identify opportunities for improved service delivery</li> <li>Prepare draft recommendations and presentation to Steering Committee</li> </ul>	Draft and revise Final Report and presentation
	Complete	Complete	Complete	Complete	Complete



## Shared Services Introduction

The Townships of Waterloo Region

Joint Service Review

## Defining Shared Services

Despite the potential benefits that arise from shared service arrangements, municipalities can sometimes be reluctant to identify and pursue these opportunities. While geography will play a major role in dictating the extent to which municipalities are candidates for shared service arrangements, it can also be used as a default for ruling out any form of service sharing. Similarly, concerns over the impact on existing service levels are often cited as reasons not to pursue shared service arrangements, despite the potential to actually enhance the quality of service provided to residents.

Sharing delivery of similar services across neighbouring local townships can reduce cost, enhance efficiency and improve quality. It requires, however, careful consideration of both the structure and governance to ensure the partnership achieves the level of cooperation required to implement an effective shared services model.

Shared services' are typically where two or more local municipalities jointly provide:

- External citizen-facing services services that municipalities provide to the local community, such as, fire protection, public transportation, recreation and library services;
- Back office functions functions that support external services, such as information technology, finance, legal, payroll, and human resources; or,
- · Procurement purchase of goods and services.

Shared services may also include one or more municipalities partnering with other organizations outside of local government for the delivery of specific services. This is typically referred to as outsourcing.

Many municipalities explore the possibilities of shared services with the goal of reducing costs, increasing service quality and providing better community outcomes. In addition to cost savings, there are other financial and non-financial benefits associated with shared services, including:

- Increased efficiency through the reorganization and sharing of assets;
- · Improved service delivery and consistency across regions;
- · Economies of scale
- · Reduced duplication of processes;
- Improved quality of service through a larger and more skilled resource pool; and,
- · Support of local economies by sustaining local employment.



## Shared Services Delivery Models

Embarking on shared service arrangements is a complex, and potentially costly, exercise and should not be viewed by municipalities as simply a means of avoiding other structural reform options and continuing with the status quo. There are a wide range of potential delivery mechanisms available for shared services for municipalities to consider:

- Resource sharing contractual arrangements between local municipalities to share key resources (plant, equipment or personnel) to achieve efficiencies and lower costs. Typically one municipality employs resource and hires out to others on a "time and materials" basis.
- Centralized services relocation of multiple delivery sites or services to one centre which then serves across multiple municipalities.
- Joint venture establish stand-alone incorporated entity to share costs and risks of providing municipal services and infrastructure, e.g. public library board.
- Outsourcing Key municipal services outsourced to organizations typically from the private sector or external public sector entities. In this case, participating municipalities do not always have the sufficient size or scale to effectively deliver the service in an economic manner.

The adjacent table provides a comparative framework of the attributes of each of the shared service delivery mechanisms available to municipalities. This framework is applied to each of the five services areas in further detail in the following sections of this report.

	Resource Sharing	Centralized Services	Joint Venture	Outsourcing
Start Up Costs	Low	Low- Medium	Medium-High	Medium-High
Enduring nature of arrangement	Short-Term	Medium-Term	Medium-Long Term	Medium-Long Term
Savings Potential	Low-Medium	Medium-High	Medium-High	Medium-High
Time required for net benefits to accrue	Short-Term	Short-Medium Term	Medium-Term	Medium-Term
Scale of structural change (i.e. disruption)	Low	Medium	High	Very High
Exit Costs	Low	Medium	High	Low-Medium

Source: KPMG analysis



## Resource Sharing

#### Carling-Archipelago Case Study

In 2010, the retirement of senior staff in Carling Township (pop. 1,125) led to a shared services agreement with the Township of Archipelago (pop. 531) for senior municipal staff. Carling Township estimated that it saved \$90,000 - \$120,000 per year by sharing the CAO and Treasurer position.

Nevertheless, in 2015, it was determined that Carling Township needed its own CAO, financial and public works managers and the intermunicipal agreement was terminated.

Source: Parry Sound North Star, February 4, 2015

#### **Sharing of Physical & Human Resources**

Resource sharing refers to arrangements between local municipalities to share financial, human or physical resources to achieve common objectives. The typical main drivers behind resource sharing are efficiency and reduced costs. One municipality may own a resource and hire it to another municipality during off peak periods. Alternatively, two or more municipalities may jointly own a resource and share it on an agreed basis.

In Ontario, many resource sharing arrangements are informal agreements based on the quality of relationships between the municipalities. There may be an opportunity to formalize the process of resource sharing to gain greater savings as well as to ensure the highest utilization of an asset. A contractual arrangement can agree for example, when and for how long, each partner will have access to the resource.

Resource sharing opportunities are available across a range of operational and capital works areas as well as:

- · Building inspection
- · Specialized plan and equipment (e.g. road sealing equipment and/or lift trucks); and,
- Specialized staff (e.g. training officers and project management officers).

While such resource sharing arrangements offer significant flexibility, they are typically more ad hoc (i.e. project based) and less enduring than other shared service models.



## Service Centralization

## Kawartha Collaborative Purchasing Group

KCPG is an unincorporated association of purchasing professionals representing publicly funded organizations located within the boundaries of the City and County of Peterborough, the City of Kawartha Lakes and Northumberland County, KCPG members work together to cooperatively purchase common services and commodities by combining their purchasing volumes and participating in competitive tendering exercises. Members have the ability to opt in or out of procurements at the initial consultation stage. Once a municipality commits to a procurement process there is a mandatory requirement for them to award based on the consensus of the group.

#### **Centralization of Services**

Centralized services requires the relocation of multiple delivery sites to one centre (such as a 'centre of excellence') which then serves across multiple municipalities. It tends to generate efficiencies from increased specialization and improved infrastructure. Services where the marginal cost of delivering one task (such as a planning approval) is low but the fixed costs (information systems) are high may also generate economies of scale.

Our leading practice research and experience finds that back office functions are best suited to centralization. A significant majority of back office or administrative services can be delivered electronically and the volume of digitized data is expected to only grow in the future. External services (e.g. community services, maintenance, etc.) are less likely to improve from centralization as the cost of delivering on additional service may vary significantly and requires significant travel.

Some of the back office functions that may be candidates for centralization include:

- Professional services such as legal, internal audit, financial accounting and information technology ("IT")
- · Procurement; and,
- Human resources and payroll.

## Joint Venture

## Frontenac County Communal Servicing

Under the 2014 Provincial Policy Statement, Frontenac County's small villages were determined to be the focus of growth. However, none of the four municipalities in Frontenac County have the financial capacity to invest in municipal water/waste water services.

The County and member municipalities are now working together to create a municipal services corporation ("MSC") to facilitate the development of communal servicing. The MSC will establish a corporate structure for the construction and delivery environmental services thereby removing the financial liabilities from the municipalities as well as sharing the overall operating and capital risk.

#### **Joint Venture (Municipal Services Corporation)**

Local municipalities may overcome revenue constraints through the creation of private companies whose purpose is to undertake critical infrastructure or projects that are judged to be in the best interests of the community. The municipality is often not a contracted party itself but rather it establishes a company, with potentially other municipal joint ventures through which the enterprise is conducted.

Joint ventures have many benefits including the opportunity to share costs and risk. They have proven to deliver value for money for ratepayers as well as a consistent and responsive private entity to complement municipal operations. Parties often gain from the different expertise and perspective brought by other parties to the project.

Join ventures are among some of the potential options for delivering:

- Waste services
- · Water supply and sewerage services; and,
- · Engineering and works services.

It is important to acknowledge that certain joint venture structures can allow employees to be engaged on terms and conditions outside local government enterprise agreements. Depending on the legal structure of the organization, different taxation and regulatory reporting functions may vary from typical local municipal entities. In Ontario, these joint ventures are typically conducted through the creation of a Municipal Services Corporation under Section 203 of the Municipal Act and associated regulation 599.



## Outsourcing

# Hamilton Entertainment & Convention Facilities Inc. (HECFI)

In 2012, the City of Hamilton determined that continual annual losses in excess of \$7 million by HECFI in the operation of the City's convention centre, arena and performing arts centre were unsustainable.

After a public RFP process, the City outsourced the operations of the convention centre to a local banquet hall operator and the arena and performing arts centre to Spectra – a global venue management firm.

The City estimates that it has saved \$10 million dollars over the first five years of outsourcing. The contracts have been renewed for an additional 5 years (2024).

#### Outsourcing

Outsourcing occurs when a municipal government chooses an outside company to provide particular services on its behalf. Municipalities often shift certain services to private companies to provide a diverse range of services to citizens, from trash collection to parking lot management and even facility management.

There are many reasons government may choose to outsource a service rather than providing it themselves (or 'in-house'). Sometimes a company has more specialist skills and particular experience and is able to provide the service more efficiently and quickly, or in some cases at a higher quality level. Municipal government delivers multiple different services and is often not able to be an expert in the delivery of all types of services. Accordingly, it turns to the private sector or in some cases other governments or non-profit agencies for assistance.

In some situations, government usually provides the services themselves, but they lack the capacity at present. In these cases, it may be easiest and quickest to use an outside company. In other instances, government decides that it is not cost-effective to build the capacity in-house to deliver the service and so they decide it is more efficient to use an outside company in the long-term.

There are also some disadvantages to outsourcing. By adding an additional organization to the delivery process, outsourcing distances the municipality from the residents who are receiving the service and therefore can reduce government's accountability. Service provision may be harder to monitor when it is being delivered by an outside company.



# Evaluation Criteria

## **Determining the Optimum Model**

In order to understand the merits and challenges of each service delivery model, the following criteria are used to determine the preferred model for each of the five service areas.

- 1. Service level impact
- 2. Comparator Analysis
- 3. Financial Impact
- 4. Barriers to Implementation

#### Service Level Impact

Service level impact on clients & citizens



 How the service delivery model compares with other jurisdictions





Labour &
 Contractual
 Obligations
 Set Up Costs

**Barriers** 



Potential costs and/or savings

**Financial** 







# Fire Service

The Townships of Waterloo Region

Joint Service Review

#### Stakeholder Consultation Findings

#### Fire Service

#### Strategy

All four Townships have wellestablished fire service master plans identifying strategic objectives and service priorities.

#### Service Standards

Service standards are based on legislative requirements and adopted through Township bylaws and service agreements with other jurisdictions.

#### Process & Delivery Model

There are commonalities amongst the Townships in delivering the three lines of defense services. Staff believe there is opportunity to establish a framework to collaborate more on firefighter training programs, fire inspection and prevention services, and procurement.

#### Data, Technology & Infrastructure

All Townships are facing financial pressure to maintain equipment, fleet and infrastructure in accordance with lifecycle renewal requirements. The fire departments would like to streamline fire reporting and data transmission across jurisdictions. Respondents would like to better utilize the Waterloo Region Emergency Services Training and Research Centre (WRESTRC) facility.

#### People

Recruiting and retaining volunteer firefighters has become more and more challenging. Succession planning is also a concern as long term volunteers retire. Respondents are open to exploring shared resource models, such as firefighter training and public education.

All four Townships are facing similar challenges related to the part-time firefighter (volunteer) staffing model, including recruitment and retention; sufficient headcount for response, and meeting training standards. Most Townships agree it is beneficial to explore shared efforts in procurement and training given that mutual aid agreements exist between Townships.



## Current State of Service Delivery

				ing & Capita	l Cost			On-Call Positions	Service Level Assessment
Municipality	Fire Halls	Description	Personnel (\$000's)	Material, Operating & Other (\$000's)	Capital (\$000's)	Full-Time Part-Time Positions			
North Dumfries	Ayr	Support Services and Training Programs	\$0	\$17	\$0	1	1*	0	
		Fire Prevention & Public Safety Education	\$0	\$3	\$0	0	1*	0	Standard
		Emergency response	\$406	\$592	\$259	0	10	24	Standard
		Total	\$406	\$612	\$259	1	10	24	
Wellesley	Linwood	Support Services and Training Programs	\$172	\$178	\$81	1.5	1*	0	
	St. Clements Wellesley	Fire Prevention & Public Safety Education	\$0	\$8	\$0	0	1*	0	Standard
		Emergency response	\$235	\$231	\$722	0	0	65	
		Total	\$407	\$417	\$803	1.5	0	65	
Wilmot	Baden New Dundee New Hamburg	Support Services and Training Programs	\$587	\$104	\$164	2	0	0	
		Fire Prevention & Public Safety Education	\$95	\$8	\$60	1	2*	0	
		Emergency response	\$317	\$255	\$885	0	0	80	Standard
		Total	\$999	\$367	\$1,109	3	0	80	
Woolwich	Breslau	Support Services and Training Programs	\$372	\$601	\$0	2	6	0	
	Conestogo Elmira	Fire Prevention & Public Safety Education	\$27	\$22	\$0	0	0	6*	Standard
	Floradale	Emergency response	\$691	\$195	\$1,255	0	0	160	
	Maryhill St. Jacobs	Total	\$1,090	\$818	\$1,255	2	6	160	
		Townships Total	\$2,902	\$2,214	\$3,426	7.5	16	329	



Note \* - Part-time positions performed by the same Support Services/Emergency Response personnel and excluded from total calculation. Total Cost is based on the Township's 2020 operating and capital budgets.

## Identified Opportunities from Consultations

Opportunity		Observations & Challenges
Develop a joint procurement program for flee	et and equipment.	In the past, the Townships' Fire Departments have experienced successful joint procurement projects for specific equipment renewal. There is opportunity to develop a broader joint procurement program to maximize buying power. This would require the Townships to synchronize equipment and fleet requirements and the associated replacement cycles.
Firefighter training:		All Townships share similar challenges in terms of keeping its workforce up-to-date with training requirements.
<ul> <li>Provide coordinated joint or rotating training municipalities to allow greater access to re- certification requirements.</li> </ul>		Respondents identified the opportunity to pursue corroborative training subjects and explore resource sharing, such as appointing "specialists" from each Township to provide subject matter expertise training or serve
<ul> <li>Explore sharing training officers and lever specialized expertise to develop a fulsome</li> </ul>	= .	as backup training resources.
<ul> <li>Increase coordinated access to the Water Emergency Services Training and Resear (WRESTRC) training grounds.</li> </ul>	•	Respondents also noted an opportunity to improve the utilization of the WRESTRC facility to conduct joint training sessions. The Townships would need a lead coordinator to align Township and Region resources.
Explore pooling and sharing Fire Prevention Educator resources across the four Townshi		Public education and fire prevention responsibilities are performed by Fire Services staff in their existing roles. Respondents would like to advance fire prevention services to a proactive approach; enhancing services beyond a complaint base model as more development unfolds in the Townships.
		There is opportunity to explore a mix of dedicated positions and back-up support that serve more than one Township, and streamline service delivery and resource allocation.



## Fire Service Delivery Model Analysis

	Resource Sharing	Centralized Services	Joint Venture	Outsourcing
Description	<ul> <li>The Townships develop a formalized joint services framework in procurement, firefighter training and fire prevention/public education to maintain a volunteer fire service</li> </ul>	The Townships establish a central fire service that serves all four municipalities under a inter-municipal agreement	The Townships create a municipal services corpcration to establish a central fire service that serves all four municipalities	<ul> <li>The Townships         outsource the delivery of         fire services to Regional         Cities similar to North         Dumfries' eastern         geography</li> <li>There is a shift to a         composite fire service</li> </ul>
Client / Service Level Impact	There should be a modest increase in service level across the four Townships with the additional capacity provided by the pooling of fire service capabilities and resources	<ul> <li>The establishment of a central fire service may result in higher service levels for administrative and operational services</li> </ul>	The establishment of a joint venture fire service may result in higher service levels for administrative and operational services	Outsourcing of the fire service to neighbouring cities would likely result in a higher service standard given the resources and capacity of the full-time departments
Financial Impact	<ul> <li>Estimated 10-15% in operational &amp; capital savings on materials and supplies when fully implemented</li> <li>Most cost efficient model out of the four shared-service models</li> </ul>	Estimated 10-15% in operational & capital savings, however, start-up costs and additional administrative staffing has the potential to negate any savings	Estimated 10-15% in operational & capital savings, however, start-up costs and additional administrative staffing has the potential to negate any savings	There would be a significant cost (>50%) to the Townships in the outsourcing of fire services and the implementation of a composite fire service



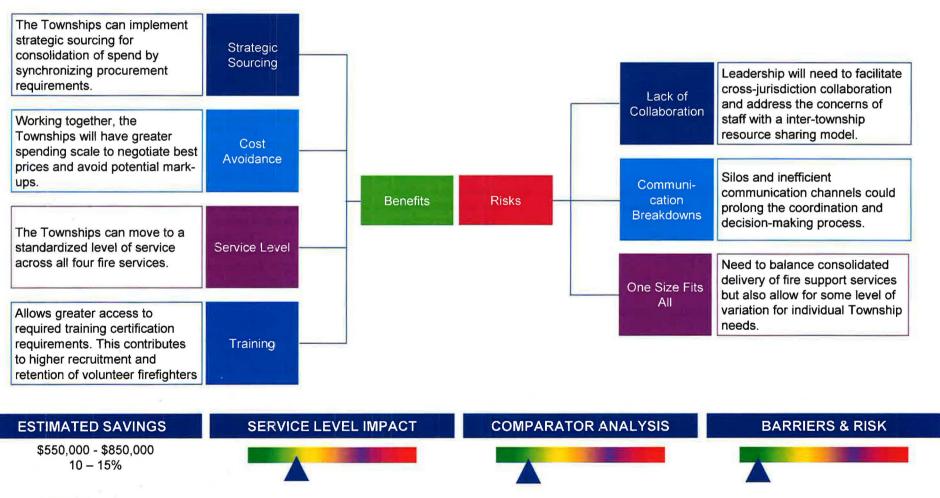
## Fire Service Delivery Model Analysis

	Resource Sharing	Centralized Services	Joint Venture	Outsourcing
Comparator Analysis	Common service delivery model for smaller fire services in Ontario (e.g. Grimsby/Lincoln partnership)	<ul> <li>Not a common service delivery model for fire services in Ontario</li> </ul>	No example in Ontario	Not a common service delivery model for fire services in Ontario
Barriers Political Legal Labour/Contractual Cost	<ul> <li>Limited barriers to implementation because of existing high level collaboration of fire services</li> <li>Limited economies of scale for fleet because of specialization of apparatuses</li> <li>Potential legal barriers for fire inspection services</li> </ul>	Significant legal and political barriers to implementation with labour and financial risks	Significant legal and political barriers to implementation with labour and financial risks	<ul> <li>Highest cost model with complex political and labour barriers</li> </ul>



## Proposed Model Description with Benefits/ Risks

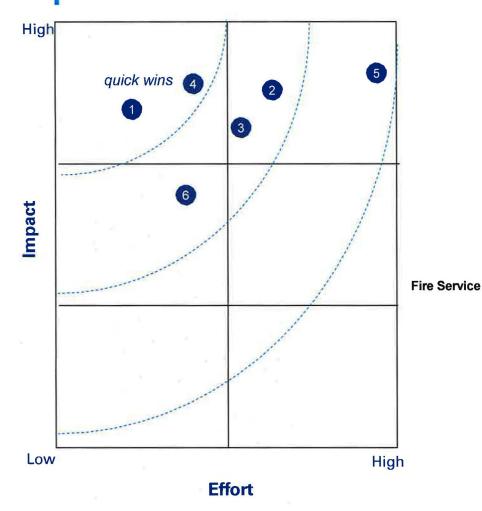
KPMG proposes the Resource Sharing Model – The four Townships develop a joint services framework in procurement, firefighter training, and fire prevention/public education.





## Proposed Model -Prioritization of Suggested Implementation Initiatives

Suggested actions have been mapped for *impact* vs *effort* to help prioritize activities.



#### Suggested Implementation Initiatives

-		
	1	Formalize a fire service agreement for shared services in procurement, firefighter training and fire prevention/public education
	2	Develop a joint procurement program for the four Townships that would allow collaborative purchase of common services, commodities and equipment
	3	Develop a business plan for joint firefighter training program, for example:  Joint or rotating training sessions across the four Townships  Shared training officers and fire personnel with specialized expertise
	4	Initiate discussion with the Region for greater access and usage of the WRESTRC facility
	5	Explore feasibility to establish a joint Training Coordinator to liaison and coordinate access to the WRESTRC training grounds
	6	Identify and explore the feasibility of joint public education initiatives



## Proposed Model - Suggested Implementation Timeline

		or Implementa	N.	18-24	months	24-36 months
Sugges	sted Implementation Initiatives	Timeline for	Implementa	ation		
1	Formalize a fire service agreement for shared services in procurement, firefighter training and fire prevention/public education	Impact:	Effort:	L	Timeline:	12-18 months
2	Develop a joint procurement program for the four Townships that would allow collaborative purchase of common services, commodities and equipment	Impact:	Effort:	M	Timeline:	12-18 months
3	Develop a business plan for joint firefighter training program, for example:  Joint or rotating training sessions across the four Townships  Shared training officers and fire personnel with specialized expertise	Impact:	Effort:	M	Timeline:	18-24 months
4	Initiate discussion with the Region for greater access and usage of the WRESTRC facility	Impact:	Effort:	L	Timeline:	12-18 months
5	Explore feasibility to identify a joint Training Coordinator to liaison and coordinate access to the WRESTRC training grounds	Impact:	Effort:	H	Timeline:	18-24 months
6	Identify and explore feasibility of joint public education initiatives	Impact:	Effort:	M	Timeline:	12-18 months







# Emergency Management

The Townships of Waterloo Region

Joint Service Review

## Stakeholder Consultation Findings

#### **Emergency Management**

#### Data, Technology & Process & Delivery Model Strategy Service Standards People Infrastructure **Emergency Response Plans** Service standards are defined Staff expressed an interest in Staff noted that improvements All four Townships are are in place to provide through Township by-laws and could be made in greater emergency experiencing resource operational guidelines to constraints and respondents Emergency Response Plans. management collaboration to communication infrastructure respond to emergency proactively address regulatory for emergency management. noted the need to explore situations. requirements and climate Municipal GIS data should be shared resource models for change. These two areas are more closely incorporated into emergency management. becoming a greater demand emergency management and challenge on the current planning processes. service delivery model given the limited resource capacity at each Township.

For the Townships of North Dumfries, Wellesley and Wilmot, Emergency Management responsibilities are performed by Fire Services staff in their existing roles (i.e. Fire Chief and/or Training Officer). Woolwich has a dedicated resource for emergency management. This resource also provides administration and IT support to the Fire Software system. Most Townships expressed interest in exploring a framework for joint emergency management practices.



## Current State of Service Delivery

Emergency Management responsibilities are performed by Fire Services staff in their existing roles (e.g. Fire Chief and/or Training Officer). Service level standards for the three Townships where emergency management is delivered by the Fire Services is at standard. The cost of staff time associated with emergency management is captured in the overall Fire Service budget. Woolwich alone has a dedicated resource for emergency management; hence, cost associated with that resource is separately reported. The service level standard for emergency management in Woolwich is at an enhanced level.

Municipality	Description	Total Operating Cost (\$000's)	Full-Time Positions	Service Level Assessment
North Dumfries	Emergency Management Services	\$4	0	Standard
Wellesley	Emergency Management Services	\$5	0	Standard
Wilmot	Emergency Management Services	\$1	0	Standard
Woolwich	Emergency Management Services	\$113	1	Enhanced
Total		\$123	1	

Note - Total Cost is based on the Township's 2020 operating and capital budgets.



## Identified Opportunities from Consultations

Opportunity	Observations & Challenges
Establish a joint emergency management framework:	The risk of emergency incidents occurring across boundaries is increasing. In addition, there is an opportunity to modify the current operating model to
<ul> <li>Implement coordinated Emergency Management Plans and training programs that can address common and unique</li> </ul>	respond to changing legislative requirements.
emergency management attributes of each Township.	Other than Woolwich, emergency management responsibilities are performed by Fire Service staff in their existing roles. There is opportunity
<ul> <li>Explore pooling and sharing CEMCs / emergency management personnel across the four Townships to manage and delivery Emergency Management Programs, training and annual compliance matters.</li> </ul>	to explore a mix of dedicated positions and back-up support that serve more than one Township, and streamline service delivery and resource allocation.
	Zone mapping / GIS data serves as a critical aspect of emergency
<ul> <li>Expand the use of zone mapping / GIS technology across all Townships to aid in emergency management.</li> </ul>	management planning. The use of GIS technology could be expanded across all four Townships (already utilized in North Dumfries and Wilmot).
Explore the feasibility to contract emergency management services with a 3 <sup>rd</sup> party (i.e. another municipality or the private sector).	There is opportunity for the Townships to use contracted services to strategically coordinate emergency management services.



## Emergency Management Service Delivery Model Analysis

	Resource Sharing	Centralized Services	Joint Venture	Outsourcing
Description	<ul> <li>The Townships develop a joint emergency management services framework that pools CEMC resources</li> <li>Assuming Woolwich will maintain its current full time model, this will require the appointment of one additional CEMC resource to ensure operational capacity</li> <li>Each Township's Fire Chief will continue to serve as an alternate CEMC resource</li> </ul>	<ul> <li>The Townships establish a central emergency management service that serves all four municipalities under a inter-municipal agreement</li> <li>Assuming Woolwich will maintain its current full time model, this will require the appointment of one additional CEMC resource to ensure operational capacity</li> <li>Each Township's Fire Chief will continue to serve as an alternate CEMC resource</li> </ul>	<ul> <li>The Townships create a municipal services corporation to establish a central emergency management service that serves all four municipalities</li> <li>Each Township's Fire Chief will continue to serve as an alternate CEMC resource</li> </ul>	<ul> <li>The Townships contract emergency management services to Regional Cities or the private sector</li> <li>Each Township's Fire Chief will continue to serve as an alternate CEMC resource</li> </ul>
Client / Service Level Impact	There should be a modest increase in service level across the four Townships with the additional capacity by pooling emergency management service capabilities and resources	The establishment of a central emergency management service would provide a higher service level that is standardized across four Townships	The establishment of a central emergency management service should result in a higher service level standardized across four Townships  Townships	<ul> <li>Outsourcing the emergency management service to neighbouring cities or private sector would likely result in a higher service standard given the resources and capacity of the full-time departments</li> <li>Private sector provider would be a scalable model to align with service demand</li> </ul>



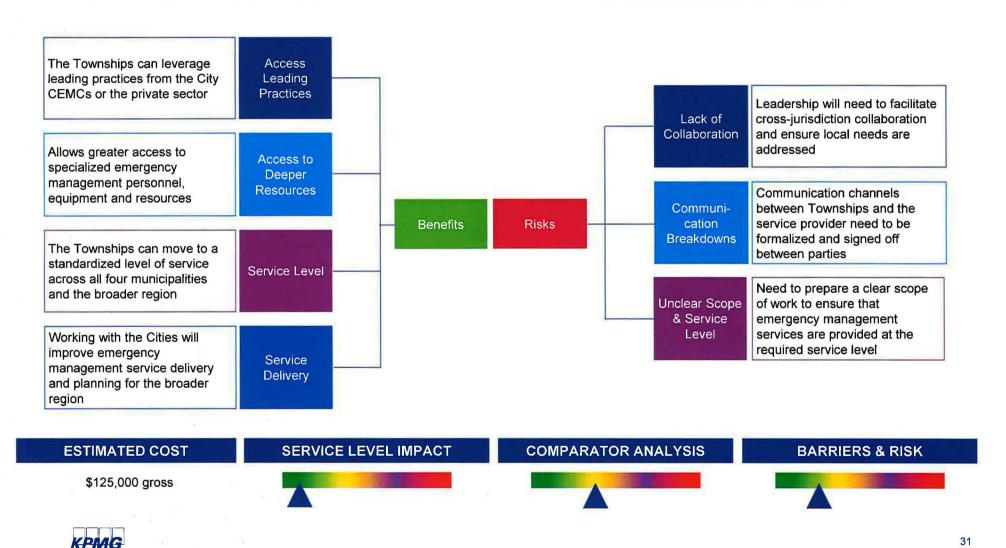
## Emergency Management Service Delivery Model Analysis

	Resource Sharing	Centralized Services	Joint Venture	Outsourcing
	<ul> <li>The pooling of CEMC resources will require the hiring of an additional CEMC to ensure operational capacity</li> <li>Financial impact is an</li> </ul>	<ul> <li>The centralization of emergency management will require the hiring of an additional CEMC to ensure operational capacity</li> </ul>	The centralization of emergency management will require the hiring of an additional CEMC to ensure operational capacity	The servicing of the Townships emergency management by a Regional City would likely require the appointment of an additional CEMC
Financial Impact	additional ~ \$100K for the additional CEMC resource.  Increases emergency management expenditures to \$223K or \$56K/ township	<ul> <li>Financial impact is an additional ~ \$100K, however, start-up costs and additional administrative staffing will likely require an additional 20% in overhead</li> </ul>	<ul> <li>Financial impact is an additional ~ \$100K, however, start-up costs and additional administrative staffing will likely require an additional 50% in overhead</li> </ul>	resource at the City. The financial impact is an additional ~ \$100K + ~20% overhead costs which would pass through to the Townships  • Similar cost estimate for a private sector provider
Comparator Analysis	Common service delivery model for similar municipalities (e.g. Grimsby/Lincoln/West Lincoln partnership)	Not a common service delivery model for emergency management services in Ontario	No example in Ontario	Outsourcing is becoming a more common service delivery model for emergency management services
Barriers Political	<ul> <li>Limited barriers to implementation outside of cost</li> </ul>	<ul> <li>Some legal and political barriers to implementation</li> </ul>	<ul> <li>Significant legal and political barriers to implementation</li> </ul>	Limited barriers to implementation outside of the willingness of
<ul><li>Legal</li><li>Labour/Contractual</li><li>Cost</li></ul>	<ul> <li>Resource pooling would represent an increase in service levels and corresponding costs</li> </ul>	Service centralization would represent an increase in service levels and corresponding costs	<ul> <li>Not a suitable use of municipal services corporation model</li> </ul>	adjacent Cities to provide emergency management services or the capacity of the private sector



#### Proposed Model Description with Benefits/ Risks

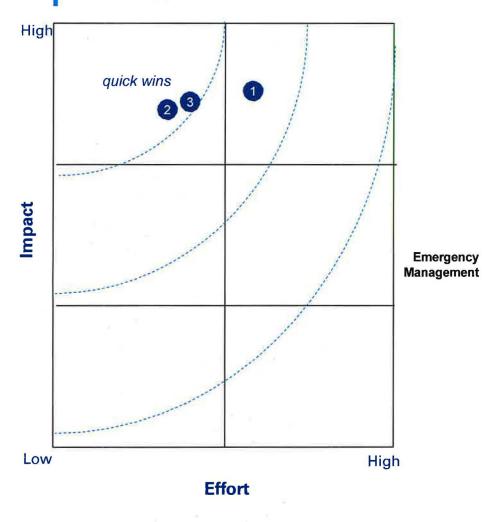
KPMG proposes the Outsourcing Model – The Townships contract emergency management services to either the Regional Cities or the private sector.



## Proposed Model -Prioritization of Suggested Implementation Initiatives

3

Suggested actions have been mapped for impact vs effort to help prioritize activities.



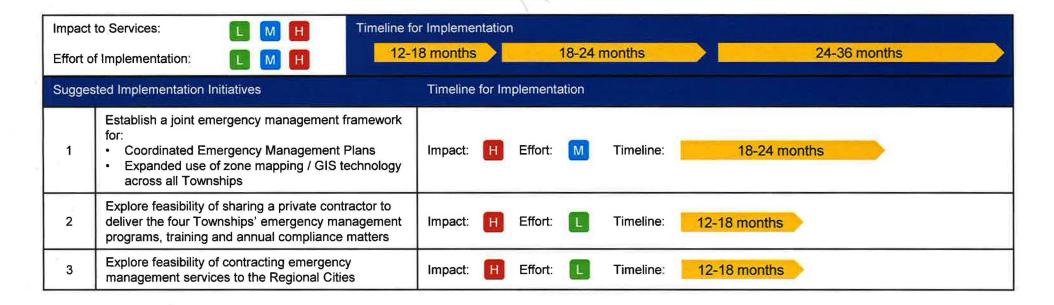
#### Suggested Implementation Initiatives

Establish a joint emergency management fra	amework for:
<ul> <li>Coordinated Emergency Management Pl</li> </ul>	ans

- Expanded use of zone mapping / GIS technology across all Townships
- Explore feasibility of sharing a private contractor to deliver the four Townships' emergency management programs, training and annual compliance matters
- Explore feasibility of contracting emergency management services to the Regional Cities



#### Proposed Model - Suggested Implementation Timeline









# Corporate Communications

The Townships of Waterloo Region

Joint Service Review

## Stakeholder Consultation Findings

#### **Corporate Communications**

#### Strategy

There is a need to implement Corporate Communication Plans to provide strategic direction for communication services. Wilmot is in the final stages of completing its Corporate Communication Plan.

#### Service Standards

The Townships are experiencing pressure to improve communication services to meet growing resident expectations.

Service standards are not well defined and there is limited staff expertise in communication at North Dumfries, Wellesley and Woolwich. Wilmot is experiencing the benefit of increase service levels with a dedicated Communications Specialist.

#### Process & Delivery Model

Stakeholders believe there are alternative service delivery approaches that could be explored, such as contract with an external communications service provider to offer expertise for "hot button" issues.

Respondents would like to explore collaboration with other Townships in the form of ideas and initiatives to deliver consistent messaging across the Townships.

Content guidance is needed to establish a consistent "voice" that also recognizes each Township's unique culture.

#### Data, Technology & Infrastructure

Each Township has a Township website and a variety of social media accounts. All four Townships use eSolutions Group as an outside vendor to provide website architecture and design.

There are opportunities to perform more data analysis on how residents would like to receive Township information (e.g. social media, email blasts); updating the Township's communication channels; and working with the local print media on Township activities and businesses.

#### People

Other than Wilmot, respondents noted that the service delivery model including staffing roles and responsibilities need to be further clarified.

For the Townships of North Dumfries, Wellesley and Woolwich, communication services are the responsibility of operational staff. In contrast, the communication services at Wilmot are delivered by a dedicated Communications Specialist which has enabled the Township to expand their communications capacity and increase their service level. Respondents noted it may be beneficial to share leading practices and explore joint service delivery options that also recognizes the individual needs of each Township.



## Current State of Service Delivery

In the Townships of North Dumfries, Wellesley, and Woolwich, communication responsibilities are performed by staff in their existing roles (e.g. Clerks, Recreation Services staff). The cost of staff time associated with corporate communication is captured in the departmental budgets where the staff resides in the organization structure. Other communication related expenditures (e.g. payment to eSolutions Group) are also captured in other departmental budgets. Wilmot has a dedicated resource for corporate communications; hence, cost associated with that resource is separately reported.

Municipality	Description	Total Cost (\$000's)	Full-Time Positions	Service Level Assessmer
North Dumfries	Corporate Communications	\$0	0	Standard
Wellesley	Corporate Communications	\$8	0	Slightly Below Standard
Wilmot	Corporate Communications	\$90	1	Above Standard
Woolwich	Corporate Communications	\$0	0	Slightly Below Standard
Total		\$98	1	

Note – Total cost (operating and capital) is based on the Township's 2020 operating and capital budgets. The Province's Municipal Modernization Program is used to fund Wilmot's investment in corporate communications.



Opportunity	Observations & Challenges
Explore opportunities for joint communications initiatives.	The Townships have expressed interest in sharing leading practices and conducting joint communication initiatives. Communication is a priority in a
<ul> <li>Share leading practices on developing and implementing Communication Strategy / Communication Plan to engage residents.</li> </ul>	COVID-19 environment to engage citizens on municipal affairs.
<ul> <li>Connect communications staff/contractors across all four Townships to engage in joint initiatives and share knowledge and experiences.</li> </ul>	
Increase data collection and data analytics on the usage of the Townships' various communication channels and tailor content to community concerns.	The Townships have various communication channels, from print media to social media, and there is opportunity to perform data analyses around the usage and effectiveness of each platform, and adjust resource allocation accordingly.
Explore the feasibility of contracting external resources to support internal and external communication needs across the four Townships.	Communications is a profession that requires specific training and skill sets. Municipal employees and community residents are expecting higher service standards particularly in a COVID-19 environment.



## Corporate Communications Service Delivery Model Analysis

	Resource Sharing	Centralized Services	Joint Venture	Outsourcing
Description	<ul> <li>The Townships develop a joint communications framework that pools communication resources.</li> <li>This will require the appointment of additional communication resources to ensure operational capacity</li> </ul>	The Townships establish a central corporate communication service that serves all four municipalities under a inter-municipal agreement	The Townships create a municipal services corporation to establish a central communication service that serves all four municipalities	The Townships contract communication services to a professional communications service provider to augment the existing level of service
Client / Service Level Impact	There should be an increase in service levels across the four Townships with the additional capacity provided by the pooling of communication service capabilities and resources	The establishment of a central corporate communication service should result in a higher service level that is standardized across four Townships  Townships	The establishment of a municipal services corporation to deliver a central communication service should result in a higher service level that is standardized across four Townships	Outsourcing of corporate communications to a professional service provider would result in a higher service standard with access to professional communication resources for Townships who do not have dedicated communications staff
Financial Impact	The pooling of communication resources would likely require the hiring of two additional communication specialists to ensure operational demands are met	The centralization of communication services will require the hiring of two additional communication specialists to ensure operational demands are met	The centralization of communication services will require the hiring of two additional communication specialists to ensure operational demands are met	Estimated initial cost of \$40,000 to stand up and develop collaboratively a Communication Strategy / Communication Plan for each Township



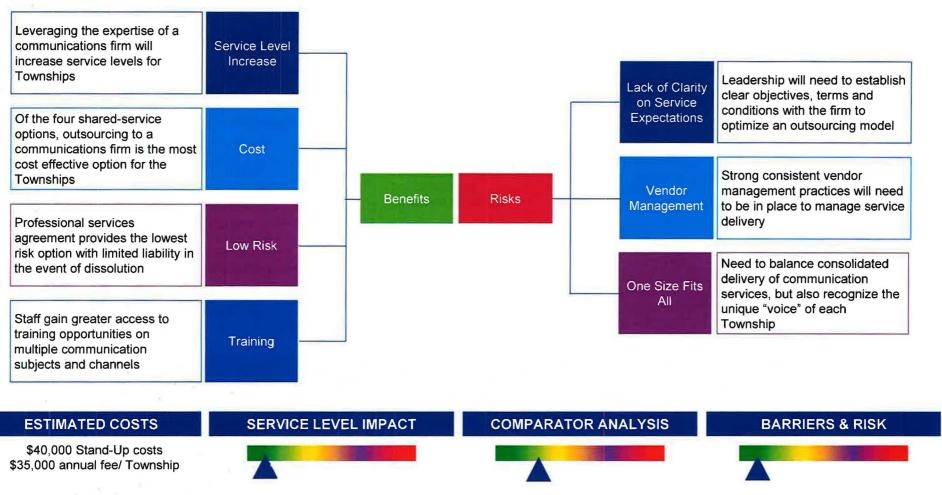
## Corporate Communications Service Delivery Model Analysis

	Resource Sharing	Centralized Services	Joint Venture	Outsourcing
Financial Impact (continued)	<ul> <li>Financial impact is an additional ~ \$200K</li> <li>Increases corporate communication expenditures to ~ \$70K for the 3 Townships with page 2017-2014.</li> </ul>	Including Wilmot's costs, financial impact is ~ \$300K, however, start-up costs and additional administrative staffing will likely require an additional 20% in overhead	Financial impact is an additional ~ \$300K, however, start-up costs and additional administrative staffing will likely require an additional 50% in overhead  Increases corporate.	<ul> <li>Ongoing communications support is estimated to be \$35,000 per year for each participating Township, subject to each Township's specific</li> </ul>
	communication services con exp	<ul> <li>Increases corporate communication expenditures ~ \$90K for all 4 Townships</li> </ul>	<ul> <li>Increases corporate communication expenditures to ~ \$115K for all 4 Townships</li> </ul>	service needs
Comparator Analysis	Communication services is still typically uncommon in smaller municipalities although it is emerging as a greater priority	No example in Ontario	No example in Ontario	<ul> <li>Outside of direct service delivery, outsourcing communication services is the most common service delivery model in Ontario</li> </ul>
Barriers • Political	<ul> <li>Limited barriers to implementation outside of culture and cost</li> </ul>	<ul> <li>Some legal and political barriers to implementation</li> </ul>	<ul> <li>Significant legal and political barriers to implementation</li> </ul>	<ul> <li>Limited barriers to implementation</li> </ul>
<ul><li>Legal</li><li>Labour/Contractual</li><li>Cost</li></ul>	<ul> <li>Resource pooling would represent an increase in service levels and corresponding costs</li> </ul>	<ul> <li>Service centralization would represent an increase in service levels and corresponding costs</li> </ul>	<ul> <li>Not a suitable use of municipal services corporation model</li> </ul>	<ul> <li>Outsourcing would represent an increase in service levels and corresponding costs</li> </ul>



## Proposed Model Description with Benefits/Risks

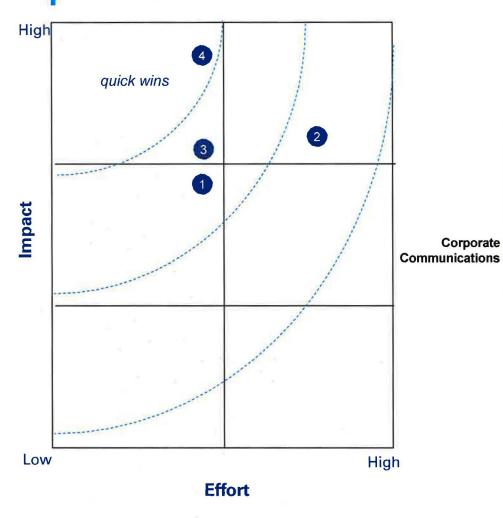
KPMG proposes the Outsourcing Model – The Townships contract communication services to a professional service provider to provide either base-line communication services or support existing communication staff on "hot-button" issues.





## Proposed Model -Prioritization of Suggested Implementation Initiatives

Suggested actions have been mapped for *impact* vs *effort* to help prioritize activities.



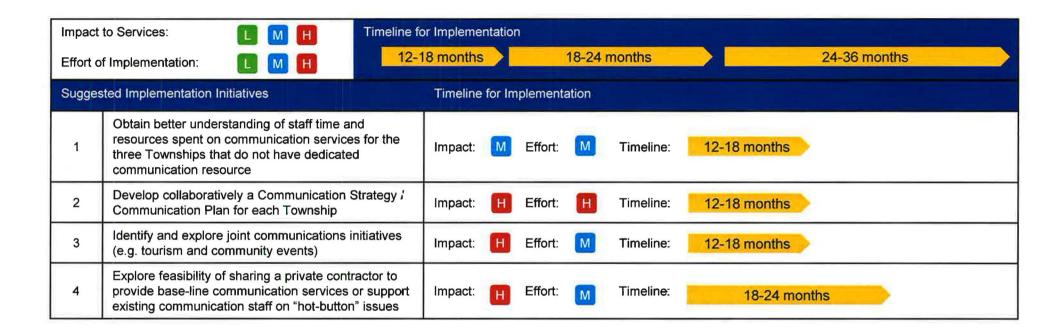
#### Suggested Implementation Initiatives

1	Obtain improved understanding of staff time and resources spent on communication services for the three Townships that do not have dedicated communication resource
	Develop cellaborativaly a Communication Strategy / Communication Blands

- Develop collaboratively a Communication Strategy / Communication Plan for each Township
  - Identify and explore joint communications initiatives (e.g. tourism and community events)
  - Explore feasibility of sharing a private contractor to provide base-line communication services or support existing communication staff on "hot-button" issues



## Proposed Model -Suggested Implementation Timeline









# Information Technology

The Townships of Waterloo Region

Joint Service Review

## Stakeholder Consultation Findings

#### Information Technology

#### Strategy

All four Townships participate in the Region of Waterloo's Inter Municipal IT Collaboration Committee as a forum to facilitate more collaboration among municipalities and the Police within the Region. The Committee has jointly identified a list of opportunities for potential collaboration. While there has been some progress on certain initiatives, there appears to be varying degrees of direction from each Township Council and leadership team on the prioritization of opportunities and the allocation of resources to work with neighbouring municipalities.

#### Service Standards

Overall, service standards are clear at each Townships. With limited staff resources, improvements can be made on priority setting between different IT service activities.

#### Process & Delivery Model

Collaboration across municipal boundaries is recognized as a benefit. Respondents identified a need to establish a framework and collaboration model. Common needs include procurement, GIS and training; however, there are barriers in sharing resources.

## Data, Technology & Infrastructure

Currently, the Townships have different perspectives on using the cloud. Remote working technology has become important in delivering municipal services. Long-term planning and implementation of IT infrastructure and upgrades is critical, but often sidetracked by "help desk" needs.

#### People

There is a need to reassess each Township's IT staffing model, especially on help desk services, project management, and strategic planning activities, including use of outside vendors. More cybersecurity and end-user training is needed.

IT services are minimally staffed across the Townships with North Dumfries outsourcing IT to a third-party. It was commonly noted that more focus is needed on IT project management, cybersecurity awareness, and timely hardware and software upgrades.



## Current State of Service Delivery

IT infrastructure, systems, software and equipment specifications vary across the four Townships. Staff noted that they are unfamiliar with each other's IT capabilities.

Municipality	Service Description	Operating Cost (\$000's)	Capital Cost (\$000's)	Delivery Model	Full Time Positions	Service Level Assessment
North Dumfries	Information Technology	\$122	\$36	Outsource	0	Slightly Above Standard
Wellesley	Information Technology	\$151	\$14	In-house	1	Slightly Below Standard
Wilmot	Information Technology	\$431	\$470	In-house	2	Standard
Woolwich	Information Technology	\$458	\$274	In-house	3	Standard
Total		\$1,162	\$794		6	

Note - Operating and capital expenditures are based on the Townships' 2020 operating and capital budgets. Capital budgets fluctuate year over year depending on the specific equipment replacement cycles, system and application updates, and planned IT projects for a given year. The Provincial Municipal Modernization Program was used to fund Wilmot and Woolwich's capital expenditures for IT.



#### Opportunity

#### **Observations & Challenges**

Outsource IT services to third-party providers and transition Township personnel to focus on IT management activities.

With outsourcing, the Townships could focus on synchronizing IT practices to support more consistent delivery of municipal services:

- Software and system specifications
- · Common IT policies and procedures
- · Joint procurement of IT infrastructure, services and equipment
- End-user training

Leverage North Dumfries experience and explore a common IT outsourcing model. Outsourcing IT services provides advantages around access to a wide network of specialized IT resources and solutions.

One of the most significant barriers to collaboration is the difference in software and systems used across the Townships. Staff are unfamiliar with other Townships' IT capabilities.

Respondents identified the following key areas that the Townships would benefit from common IT policies and procedures:

- Cyber security;
- Business continuity and disaster recovery plans;
- Digital record management and retention;
- Remote access to Township network.

IT procurement is performed separately. The Townships could initiate joint procurement to increase purchasing power and synchronize IT services.

Current end-user training programs vary in terms of frequency and quality. With more demand of online services, municipal staff need further training to meet service delivery needs.



## Information Technology Service Delivery Model Analysis

	Resource Sharing Centralized Services		Joint Venture	Outsourcing	
Description	The Townships develop a joint IT service framework that pools IT resources to address identified IT challenges e.g. procurement, GIS, training challenges and help desk support	The Townships establish a central IT service that serves all four municipalities under a inter-municipal agreement to address identified IT challenges e.g. procurement, GIS, training challenges and help desk support	The Townships create a municipal services corporation to establish a central IT service that serves all four municipalities	The Townships contract IT services to a professional service provider by leveraging North Dumfries experience with their outsourced business model. Township personnel would transition to focus on IT contract management	
Client / Service Level Impact	There should be a modest increase in service level across the four Townships with the additional capacity provided by the pooling of IT service capabilities and resources	The establishment of a central IT service would result in a higher service level that is standardized across four Townships	The establishment of a central IT service should result in a higher service level that standardized across four Townships	Outsourcing of IT to a professional service provider would likely result in a higher service standard with access to professional resources and latest industry trends	
Financial Impact	<ul> <li>The pooling of IT resources would likely not require any additional staffing resources</li> <li>There would be start-up and additional administrative staffing costs</li> </ul>	<ul> <li>The centralization of IT resources would likely not require any additional staffing resources</li> <li>There would be start-up and additional administrative staffing costs</li> </ul>	<ul> <li>The centralization of IT resources would likely not require any additional staffing resources</li> <li>Significant start-up and additional administrative staffing costs</li> </ul>	<ul> <li>The outsourcing of IT services would cost ~ \$75,000 per Township</li> <li>Expect that there would still be a requirement for an internal resource to manage the IT contract particularly for the larger Townships</li> </ul>	



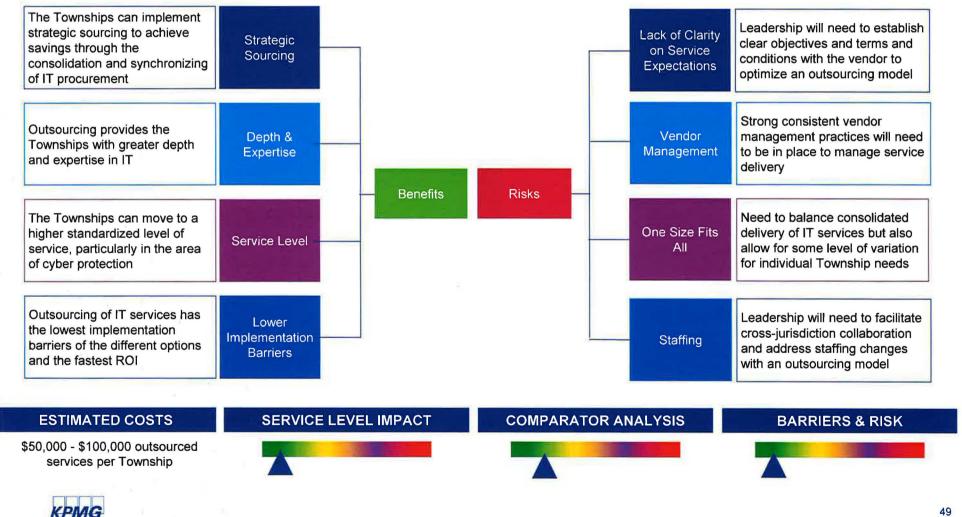
## Information Technology Service Delivery Model Analysis

	Resource Sharing	Centralized Services	Joint Venture	Outsourcing
Comparator Analysis	<ul> <li>Less common service delivery model for municipalities due to variations of IT infrastructure</li> </ul>	<ul> <li>More common service delivery model for provincial and federal government</li> </ul>	More common service delivery model for provincial and federal government	<ul> <li>A more common IT service delivery model for smaller municipalities in Ontario</li> </ul>
Barriers     Political     Legal     Labour/Contractual     Cost	Some barriers to implementation due to differences in IT infrastructure and capabilities     Resource pooling would represent an increase in service levels and corresponding costs	<ul> <li>Some barriers to implementation due to differences in IT infrastructure and capabilities</li> <li>Service centralization would represent an increase in service levels and corresponding costs</li> </ul>	<ul> <li>Significant legal and political barriers to implementation</li> <li>Not a suitable use of municipal services corporation model</li> </ul>	<ul> <li>Limited barriers to implementation</li> <li>Requirement to manage existing employment relationships</li> </ul>



## Proposed Model Description with Benefits/ Risks

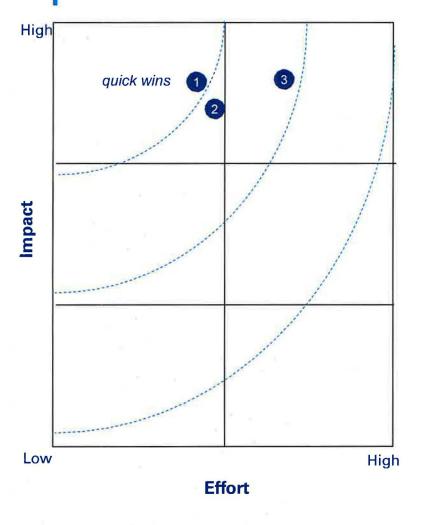
KPMG proposes a Modified Outsourcing Model – North Dumfries and Wellesley Townships jointly contract IT services to a professional service provider by leveraging North Dumfries' experience with their outsourced business model. Given the size and growth projections, Wilmot and Woolwich Townships continue with the current in-house service delivery model but also identify IT services that require greater support and can be contracted out.



## Proposed Model -Prioritization of Suggested Implementation Initiatives

Information Technology

Suggested actions have been mapped for *impact* vs *effort* to help prioritize activities.



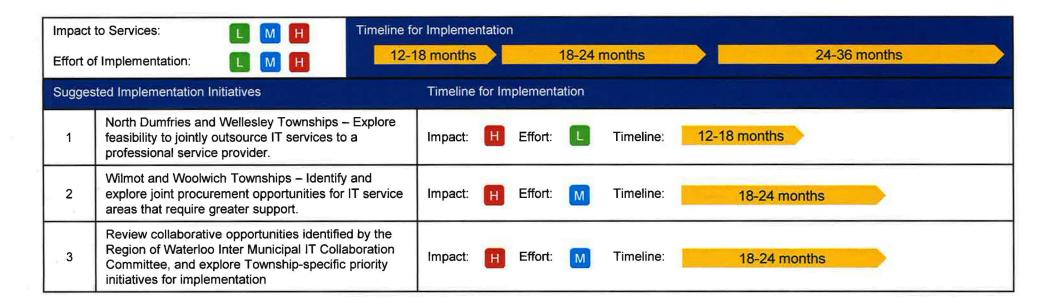
#### Suggested Implementation Initiatives

1	North Dumfries and Wellesley Townships – Explore feasibility to jointly outsource IT services to a professional service provider.
2	Wilmot and Woolwich Townships – Identify and explore joint procurement opportunities for IT service areas that require greater support e.g. cyber protection
3	Review collaborative opportunities identified by the Region of Waterloo Inter Municipal IT Collaboration Committee, and explore Township-specific

priority initiatives for implementation



## Proposed Model -Suggested Implementation Timeline









# Library

The Townships of Waterloo Region

Joint Service Review

## Stakeholder Consultation Findings

#### Library

#### Strategy

Per the Municipal Act, Region Council is deemed the library board, not the Library Committee. This governance structure creates confusion of oversight authority, and there is interest in establishing a Township library board.

#### Service Standards

Branch operations and service standards are customized based on community needs and expectations. Both the Region and Townships agree that the Facility Maintenance Service Level Agreements (SLAs) should be updated and agreed upon.

#### Process & Delivery Model

Branches rely on Township collaboration to maximize efficiency and effectiveness of services. Respondents noted the need to breakdown silos where Library services may overlap with Township services, i.e. recreation services, and build a coherent approach to service delivery while recognizing unique community needs.

## Data, Technology & Infrastructure

Several Branch facilities are aging, small and no longer meet community needs.
Technological advances may reduce facility space requirements. A joint assessment process is needed to plan and re-examine Library facility needs. In addition, RWL is utilizing patron data to improve service delivery.

#### People

Both Region and Township staff agree the need for increase collaboration to better serve community needs and expectations.

Both the Townships and the Region recognize the importance of library services and noted that increased collaboration and fluid communication is required between the two levels of municipal government.



## Current State of Service Delivery

The budgeting and accounting process to record library-related expenditures is dispersed across five municipal entities. Capital expenditures fluctuate depending on each municipality's capital plan for library facilities.

Municipality	Branches	Service Description	Operating (\$000's)	Capital (\$000's)	FTE		Note
Region	Region of Waterloo Library Headquarters	Library programs and operations	\$3,214	\$103	32.8	<ul><li>Lib</li><li>Bra</li><li>Bra</li><li>Ne</li><li>Funde</li></ul>	Program Area Capital:  Prary Holdings Acquisition  Pranch Furnishings  Pranch Development  W Hamburg Branch – Puddicombe Estate  Hold by Library Capital Reserve and Development  Reserve Funds
North Dumfries	Ayr	Library Facility	\$0	~\$22	0	Repla	al transfer to Reserve for Facility Lifecyle acement / Rehabilitation for major building conents
Wellesley	Linwood St. Clements Wellesley	Library Facility	~\$30	~\$12	0	Direc capita	t cost associated with operating/maintenance, minor all and capital renewal.
Wilmot	Baden New Dundee New Hamburg	Library Facility	~\$24	~\$45	0	Direc maint	t costs associated with lawn care, snow removal, tenance/utilities, and building replacement cost
Woolwich	Bloomingdale Elmira St. Jacobs	Library Facility	~\$49	~\$24	0	Operating includes staff, snow removal, garbage, operating/maintenance, minor capital, and transfer to reserves.  5-year capital plan based on BCA report forecasts \$200 in capital projects (brick and mortar repairs, window replacements and chimney work).	
		System Total	~\$3,317	~\$206	32.8	Opera ~\$332	iting: K per branch / ~\$49.08 per capita



## Current State of Service Delivery - The Region's Back Office Support for Library Operations

The tables below provide a summary snapshot of the amount of back office support provided by the Region's shared-services functions for library operations.

Function	2020	2019	2018	Comments
Facilities Management	476	483	707	Number of Library work orders
ΙΤ	147	332	347	Number of IT service tickets
Legal – Contracts, Privacy & IT	31	~5	~5	Number of cases regarding:     Agreements, contracts, and lease reviews     Collection and protection of personal information for online payments and new library software app, access to virtual
Creative Multimedia Services	~5	orojects per	year	programs and online resources  Marketing and graphic design support
HR		57		Number of positions recruited between 2018 – 2020.

Library Facility Work Orders	2020	2019	2018
Ayr	66	84	101
Baden	37	43	60
Bloomingdale	33	31	38
Elmira	56	52	73
Linwood	31	31	40
New Dundee	35	30	42
New Hamburg	45	50	72
St Clements	36	39	56
St Jacobs	37	34	50
Library HQ	66	52	129
Wellesley	34	37	46
TOTAL	476	483	707



#### **Opportunity**

#### **Observations & Challenges**

Explore the feasibility of the following alternative library governance models:

- A. Create a separate Rural Library Board across the four Townships that contracts to the Region of Waterloo for service delivery
- B. Create a separate Rural Library Board across the four Townships that contracts the libraries of Cambridge, Kitchener, and Waterloo for service delivery
- C. Create individual library boards at each Township
- D. Status Quo, with further clarification of roles, responsibilities, and decision making process between Regional Council (Library Board) and the Library Committee. Explore establishing and appointing an independent Library Board that has community representatives.
- E. Create a separate Rural Library Board across the four Townships that delivers library services at the Township level as a whole

#### Reference Note:

- Changes to the library governance structure would need to follow through the *Public Libraries Act for Ontario* (R.S.O. 1990, c. P.44, s. 34 (1)).
- The Section 474.16 of the Municipal Act, 2001 establishes Regional Council as the Library Board for township area municipalities.

Per the Municipal Act, Regional Council is deemed the Library Board, not the Library Committee. This governance structure creates confusion of oversight authority, and there is interest in establishing a Township-centric library board.

The pros and cons of each alternative governance models, include:

- A. The Townships would have more direct strategic control of operations and services. The funding model (per-capita funding) would remain the same pooled by a new Rural Library Board. The Township Board would contract with the Region for library services and back office support, such as HR, Legal, Facilities Management, and IT (currently 100% funded by the Region).
- B. Same as above. The Townships would contract with the Cities for library services and back office support.
- C. Each Township would be autonomous, with complete responsibility for its own library services and branch operations, including reciprocal borrowing agreements with neighbouring library systems. The Townships would lose economies of scale and direct access to the Region's back office support. It would potentially be a high-priced service delivery model solely supported by the rate payers of each Township.
- D. Status quo would involve the least amount of change of the 5 options. There is opportunity to formalize lines of communication, establish service level agreements, and form steering committees etc.
- E. The four Townships would establish a new rural library board and directly deliver library services (operations and facilities) at the lower tier in a similar manner to the cities.



#### **Opportunity**

Initiate a joint facility assessment program to plan and reexamine Library facility needs:

- A. Conduct joint strategic planning of library facilities.
- Establish a system-wide understanding of building conditions and start budgeting and account for the total cost of library services.
- C. The Region and the Townships update and agree on the Service Level Agreements (SLAs) for Region of Waterloo Library branches. Continuously monitor and refine SLAs as appropriate.
- Consider feasibility of consolidating ownership, operation and delivery of library facilities at the Region level.

#### **Observations & Challenges**

Stakeholders noted that branch facilities are aging, small, and may not be in ideal locations. As such, community needs are no longer being met.

- A. There is opportunity to engage both tiers of government through a Facilities Steering Committee to draft short-term and long-term capital plans, such as business case for branch expansions or relocations, capital renewal projects, etc. There is a need to also address AODA requirements by 2025.
- B. In addition to the Region's facilities management support, library buildings are managed individually by each Township. Respondents acknowledged the need for a more coherent branch facilities management process. The budgeting and accounting process to record library expenditures is dispersed across five legal entities.
- C. The Region and the Townships have not agreed on the most recent SLAs drafted in 2016 leaving "grey areas' of roles and responsibilities. Both parties recognize this issue, and have been working on clarifying roles and responsibilities.
- D. Provides clarification of responsibilities for library facilities.

The COVID-19 pandemic has demonstrated the need to re-evaluate public places in terms of health and safety measures and interior space design.



#### Opportunity

#### **Observations & Challenges**

With regard to library programs and branch operations; build a coherent approach to service delivery while recognizing unique community needs. Increase use of data analytics to identify trends and improve service delivery.

- A. Branch Operations Continue to analyze patron data to understand demand for operating hours, physical resources, online and contactless services.
- B. Brand Recognition Increase public awareness that Region of Waterloo Library is a township service, delivered in partnership with the Region.
- C. Programming Collaborate with Township Recreation Services to curate programming content that meet community needs while avoid service overlaps.

Branches rely on Township collaboration to maximize efficiency and effectiveness of services. Respondents noted there is a need to improve communication and incorporate more of the Townships' feedback in the service planning process.

- A. The Region has utilized data tools at one branch to better understand community demands and adjusted services accordingly. This data driven approach could be expanded across all branches.
- B. There is still confusion among residents regarding the Region's library services as a whole, specifically the difference between Region of Waterloo Library versus Cambridge Idea Exchange, Kitchener Public Library and Waterloo Public Library.
- C. There has been a trend for municipalities to seek innovative approaches to streamline library and recreation services to optimize use of resources and reduce operational inefficiencies.



## Library Service Delivery Model Analysis

	Resource Sharing Centra		Joint Venture	Outsourcing	
Description	<ul> <li>Create individual library boards at each Township</li> <li>Pool and share library personnel to deliver library services</li> </ul>	<ul> <li>Establish a stand alone Regional Library Board for the Townships of Waterloo Region modelled on Wellington County</li> <li>Appoint a Library CEO reporting to the Board</li> <li>Townships sell library assets to the Region of Waterloo</li> </ul>	Create a separate     Township Library Board     across the four Townships     that delivers library     services at the lower tier     as a whole	<ul> <li>Create a separate Rural Library Board across the four Townships that contracts the Region of Waterloo or City library boards for service delivery</li> </ul>	
Client / Service Level Impact	Expected decrease in service levels across the four Townships from a loss of scale and depth in library operations	Clarifying the decision- making process and communication between stakeholders through a new governance model should result in higher service levels	<ul> <li>The establishment of a Township library board should result in a higher service level that directly meets the service level expectations of the Townships</li> </ul>	<ul> <li>More direct strategic control of operations and services should result in a higher service level</li> </ul>	
Financial Impact	The Townships would lose economies of scale, including the Region's back office support	<ul> <li>Townships will incur appraisal costs on their library assets</li> <li>Potential revenue from sale of library assets to the Region</li> </ul>	<ul> <li>Estimate some start-up, staffing, and back office costs to stand up new Library Board</li> <li>\$3.2M budget becomes responsibility of the Townships</li> </ul>	<ul> <li>Assuming continuation of \$3.2M library spend, the financial impact would be similar to the Joint Venture option</li> </ul>	



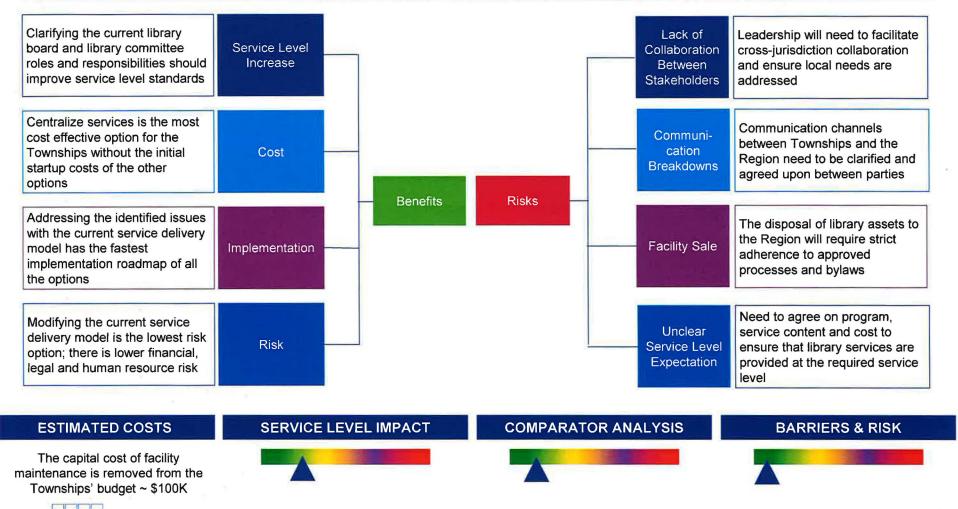
## Library Service Delivery Model Analysis

	Resource Sharing	Centralized Services	Joint Venture	Outsourcing		
Financial Impact (continued)	<ul> <li>A high-priced service delivery model solely supported by the rate payers of each Township.</li> </ul>	<ul> <li>Library operating expenditures continue to be funded by the Regional levy</li> <li>Library capital expenditures become the responsibility of the Region</li> </ul>	<ul> <li>Allocation of \$3.2M across four Townships as per the Region's library levy:</li> <li>North Dumfries ~ \$576K</li> <li>Wilmot ~ \$628K</li> <li>Wellesley ~ \$324K</li> <li>Woolwich ~ \$886K</li> </ul>	<ul> <li>Assuming continuation of \$3.2M library spend, the financial impact would be similar to the Joint Venture option</li> </ul>		
Comparator Analysis	<ul> <li>A common service delivery model in Ontario</li> <li>Public libraries have a culture of co-operation and support across the different Boards</li> </ul>	A common service delivery model in Ontario	<ul> <li>A common service delivery model in Ontario</li> </ul>	Not a common service delivery model for library services in Ontario		
Barriers     Political     Legal     Labour/     Contractual     Cost	<ul> <li>Highest cost model with high labour and political barriers; will require amendment to the Municipal Act</li> </ul>	<ul> <li>Limited barriers to implementation</li> <li>Possible amendment to the <i>Municipal Act</i> may be required</li> </ul>	<ul> <li>Significant legal, political and labour barriers to implementation; some financial risk; will require amendment to the Municipal Act</li> </ul>	Significant legal, political and labour barriers to implementation; some financial risk; will require amendment to the Municipal Act		



## Proposed Model Description with Benefits/ Risks

KPMG proposes the modification of the status quo through a centralized services model similar to the Wellington County model. A stand alone Regional Library Board would be established for the Townships of Waterloo Region with a library CEO reporting directly to the Board. The Board would be composed of elected officials and public appointees from the Townships. The Townships' library assets would be sold to the Region.



## Proposed Model - Comparator Reference Example

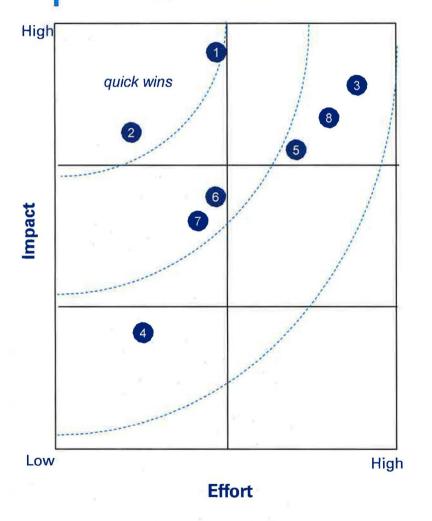
	Wellington County Library				
Governance Structure	The Wellington County Library Board, a separate corporation, has five council members (with the County Warden as of the five members) and four citizen trustees. In practice, the Board chair has been a member of council, but this role could be held by a citizen trustee. Members of Council are appointed for a two-year term; citizens are appointed for the term of Council.				
Organizational Structure and Decision Making	The Library CEO is the CAO of the County. Daily operations are managed by the Chief Librarian who reports both to the Library CEO and the Board. Under the Chief Librarian there is an Assistant Chief Librarian (also known as "Deputy Chief"). The Chief Librarian is also a department head within the County municipal structure. The duties of Board Secretary are held by the County Clerk or their designate; the Board's Treasurer responsibilities are delivered by the County Treasurer. Wellington County Library has just over 100 staff and 14 libraries.				
Process	The Chief Librarian in consultation with the CEO/CAO makes recommendations on library services to the Board for discussion and approval. The Board reports to Council at the monthly council meeting under the Information, Heritage, and Seniors Committee.				
Library services is recognized as a strategic priority in the Wellington County Strategic Action Plan. The branc  Key Priorities facilities in the local downtown areas. The County has invested approximately \$30 million in library facilities sin Significant investment will continue to be made to the library infrastructure to maintain high service delivery sta					
	The County owns 12 of the 14 branches, except for:				
	<ul> <li>The Erin branch - located in a public high school under a 25 year agreement signed in 2000, with a one-time payment, that provides for both a public and a school library.</li> </ul>				
	The Rockwood branch – located in a Guelph-Eramosa Township-owned building under a five year lease agreement.				
	Other notable arrangements include:				
Facilities	The Arthur and Clifford branches have medical centres in them.				
	<ul> <li>The Harriston and Puslinch branches have space rented to local community groups.</li> </ul>				
	<ul> <li>The Aboyne branch shares the building with the County's Early Years Childcare Division.</li> </ul>				
	• Twelve libraries offer public meeting rooms and some small seminar rooms; rental rates are approximately \$60 for 4 hours.				
	<ul> <li>The newest library in Hillsburgh has a commercial kitchen, patio area, and a 40-seat meeting room. All are accessible during and after library hours. The commercial kitchen was planned in partnership with the County's Economic Development Office and is used by food business operators and caterers.</li> </ul>				
Service Levels	The Wellington County Library meets or exceeds the Ontario Public Library guidelines to meet community expectations. No significant changes are contemplated to the current service levels.				



## Proposed Model -Prioritization of Suggested Implementation Initiatives

Library

Suggested actions have been mapped for *impact* vs *effort* to help prioritize activities.



#### Suggested Implementation Initiatives

1	Advise the Region on the Township's preferred option. Solicit Region's input and determine mutual interest and understanding of change initiatives to improve Region of Waterloo Library services.
2	Seek legal opinion on the need to amend the <i>Municipal Act</i> in terms of an independent Library Board governance authority
3	Establish a new Library Board that uses Wellington County as a reference model
4	Obtain appraisals on Township library facilities
5	Negotiate sale of library facility assets
6	Re-establish service levels for library programs and operations
7	Establish system-wide understanding of library service cost and the associated

Transfer Region of Waterloo Library staff to become employees of the Library

Regional library tax levy

Board



## Proposed Model - Suggested Implementation Timeline

Impact to Services:  Timeline for Implementation						
Effort o	of Implementation:	18 months	18-24 n	nonths	24-36 months	
Sugge	sted Implementation Initiatives	Timeline for Imple	ementation			
1	Advise the Region on the Township's preferred option. Solicit Region's input and determine mutual interest and understanding of change initiatives to improve Region of Waterloo Library services.	Impact: H E	Effort: M	Timeline:	12-18 months	
2	Seek legal opinion on the need to amend the Municipal Act in terms of an independent Library Board governance authority	Impact: [H] E	Effort:	Timeline:	12-18 months	
. 3	Establish a new Library Board that uses Wellington County as a reference model	Impact: H	Effort: 📙	Timeline:	24-36 months	
4	Obtain appraisals on Township library facilities	Impact: L E	Effort:	Timeline:	12-18 months	
5	Negotiate sale of library facility assets	Impact: [H] E	Effort:	Timeline:	18-24 months	
6	Re-establish service levels for library programs and operations	Impact: M E	Effort: M	Timeline:	12-18 months	
7	Establish system-wide understanding of library service cost and the associated Regional library tax levy	Impact: M E	Effort: M	Timeline:	12-18 months	
8	Transfer Region of Waterloo Library staff to become employees of the Library Board	Impact: H E	Effort: 🔢	Timeline:	24-36 months	





# Appendix A Benchmarking & Performance Perspectives

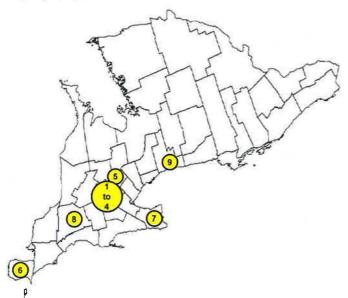
The Townships of Waterloo Region

Joint Service Review

#### Benchmarking & Performance Perspectives

## Comparative Analysis - Why Compare to Other Communities

For the purposes of the project, five comparator communities were selected as municipal comparators based on population growth, urban/ rural characteristics and geography:



Municipality	Upper Tier	Area Square KM <sup>1</sup>	Fire Hall Locations
1. Township of North Dumfries	Waterloo Region	187	Ауг
2. Township of Wellesley	Waterloo Region	278	Linwood, St. Clements, Wellesley
3. Township of Wilmot	Waterloo Region	264	Baden, New Dundee, New Hamburg
4. Township of Woolwich	Waterloo Region	326	Breslau, Conestogo, Elmira, Floradale, Maryhill, St. Jacobs
5. Township of Centre Wellington	Wellington County	408	Elora, Fergus
6. Town of Lakeshore	Essex County	530	Belle River, Comber, Emeryville, Maidstone, Ruscom
7. Town of Lincoln <sup>2</sup>	Niagara Region	163	Beamsville, Campdon, Jordan, Vineland
8. Municipality of Strathroy-Caradoc	Middlesex County	271	Strathroy, Mount Brydges, Melbourne
9. Township of Uxbridge	Durham Region	421	Uxbridge

<sup>&</sup>lt;sup>1</sup> Statistics Canada census profile, 2016 census data

The primary purpose of the comparative analysis is to understand the performance of comparator municipalities and to identify opportunities to change how the Township's organization is aligned to deliver municipal services.

- Communities with similar financial benchmarks/service levels insight into operating efficiencies; and
- Communities with different financial benchmarks/service levels opportunities to change existing organizational structure/processes to reflect common service levels.

Comparative analysis has both benefits and risks:

- Provides insight into affordability issues; what a peer municipality can achieve with the same resources;
- Assumes that all variables are the same (assessment base, non-taxation revenues); and
- Assumes that taxation and service levels in other communities are 'right'.



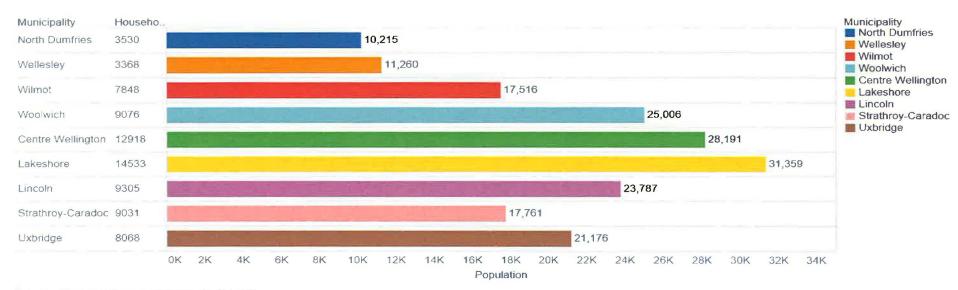
<sup>&</sup>lt;sup>2</sup> No response was received from Lincoln at the date of the Final Report.

## Benchmarking & Performance Perspectives Comparative Analysis

The following comparator group was used for library services analysis. The group represents a snap shot of local and upper tier library services for rural communities with small urban centres.

Municipality	Upper Tier	Library
Waterloo Townships	Region of Waterloo	Region of Waterloo Library
Strathroy-Caradoc	Middlesex County	Middlesex County Library
N/A <sup>3</sup>	Oxford County	Oxford County Library
Centre Wellington	Wellington County	Wellington County Library
Uxbridge	Region of Durham	Uxbridge Public Library
Grimsby	Region of Niagara	Grimsby Public Library

<sup>&</sup>lt;sup>3</sup> Lower tier municipalities within Oxford County are not included in the comparator group for Fire, Emergency Management, Communications, and IT services.



Source: Municipal Financial Information Returns Nr of households and population from Schedule 2







# Fire Service

The Townships of Waterloo Region

Joint Service Review

#### Benchmarking & Performance Perspectives

## Summary of Comparator Consultation

What is the current delivery model employed by your department; what works and what are the main challenges?

Do you have dedicated resources for training, prevention and public education or is it performed by personnel with other functional responsibilities?

#### **Centre Wellington**

## Operate a hybrid composite fire rescue service from 2 stations with a mix of full-time (6) and paid-on-call firefighters (66) utilizing a crew standby system.

Full-time staff look after communication, training, asset management, HR, fire prevention & public education programs, budgets, incident command of major calls.

Current service delivery model is acceptable for the Township.

#### Lakeshore

## Operate from 5 stations using a combination of full-time and part-time firefighters. Full-time staff consist of 6 full-time firefighters and one administrative assistant. There are 96 paid-on-call firefighters per the 2020 budget.

Of the full-time staff, there is one Fire Prevention Officer dedicated to inspections and public education.

The Township has recently undergone a Fire Underwriter Survey. Given the rapid growth of the Township, there are concerns that the current service delivery model may not meet future demands or standards. As a result, the Township is contemplating whether to discontinue delivering certain services, such as ice water rescue.

#### Strathroy-Caradoc

# A hybrid composite fire rescue service is used operating via a crew stand-by system. Staffing consists of one full-time Fire Chief and 75 paid-on-call volunteers operating from 3 stations. A full-time administrative assistant is used as a resource. There is currently no dedicated inhouse resource for training, prevention or public education. These services are completed by volunteer and/or full-time staff.

The Township's fire rescue service does not provide medial assistance. One fire station acts a host for the EMS staging area.

Current service delivery model is acceptable for the Township. There are recruitment and response to daytime calls challenges given the volunteer-based model and outside commitments.

#### **Uxbridge**

Operate a hybrid composite fire rescue service from one station with a mix of full-time (2), part-time (2) and paid-on-call firefighters (40).

Of the paid-on-call firefighters, there is one Training Officer, one Public Education Officer and one Mechanical Officer who work approximately 5-7 hours per week, in addition to their regular suppression duties. All responders are required to perform station duties/vehicle checks every 5<sup>th</sup> weekend and all are required to be on standby for 2 of 10 summer weekends.



## Benchmarking & Performance Perspectives Summary of Comparator Consultation

How is your fire training program delivered? By in-house training officer/resources, outside provider, or joint training with other municipalities?

What training standard or certification is adhered to by your department? With regards to training, what works or what could be improved?

#### **Centre Wellington**

## Training is done in house where the Fire Deputies create a training subject calendar.

Each fire station has three training instructors delivering the content.

One full-time training officer assists all fire departments with training across the county and delivers county-wide recruit training annually. The class sizes are around 25 to 40 participants.

All firefighters are trained to NFPA standards Firefighter Level 1 & 2, Fire Operations 1 & 2, Pump Operations, etc.

#### Lakeshore

## Lakeshore meets FPPA standards for training, including Firefighter Level 1 & 2, Fire Operations 1 & 2, Pump Operations, etc.

Given the Township is in the process of evaluating whether to cease delivery of certain fire services in the future, the corresponding training would be discontinued.

#### Strathroy-Caradoc

## Training is developed by external facilitators based on the OFMEM training standards.

Each station has a training facilitator to schedule and monitor attendance of training sessions.

Training is typically led by the Fire Chief or Fire Deputies. Training occurs twice monthly, with a third session held as a make up opportunity. There is also the option to attend training at the fire college.

All firefighters are trained to NFPA standards Firefighter Level 1 & 2, Fire Operations 1 & 2, Pump Operations, etc.

#### **Uxbridge**

A hybrid form of training is offered by the Township, including in-house under the Training Officer; Ontario Fire College; Eastern Ontario Emergency Training Academy (member); and Base Hospital Program.

Training is delivered once weekly. Given a large number of firefighters are shift-workers, the Township experiences challenges with scheduling "make ups" for training.

The Township offers annual rural water supply training with mutual aid partners, as well as water rescue training. Firefighters are trained to the IFSTA curriculum according to their current rank.



#### Benchmarking & Performance Perspectives

## Summary of Comparator Consultation

What types of public education and fire prevention programs / inspections / community activities are offered by your municipality?

Are inspections proactive or reactive? With regards to fire prevention, what works or what could be improved?

#### **Centre Wellington**

## Full-time staff deliver all public education and fire code inspections. Paid-on-call firefighters may assist with large public education group events.

Centre Wellington performs both proactive inspections and request-based inspections. The fire loss rate is low which indicates the prevention programs are working well.

#### Lakeshore

## Inspections and public education activities are completed by the full-time Fire Prevention Officer.

Lakeshore meets FPPA standards for inspection and public education. However, there are concerns the Township may fall below inspection standards in the future, given the rapid growth of the Township.

#### Strathroy-Caradoc

#### The Township delivers fire awareness programs to schools and the public.

Fire inspections are performed by the Fire Chief and volunteer-based members. The majority of inspections performed are reactive. Some proactive inspections are performed if time permits.

#### **Uxbridge**

Public education and community events are delivered by one full-time and one part-time Fire Prevention Officer. The following events are delivered: annual school programs, seniors program, local radio, print and municipal webpage, "After the Fire" door knock program, Fall Fair and Canada Day displays, station open house, station tours (on request) and other community events.

Proactive inspections are performed for registered vulnerable occupancy, retail, assembly and multi-unit residential. All other inspections are performed on a request/complaint basis. The Township noted an area of improvement would be inspections for second suites, but there is a lack of sufficient resources.



## Benchmarking & Performance Perspectives Fire Workforce

The size of the workforce for fire services is directly related to the organizational structure and number of fire stations within each municipality. The population size and community density impacts the number of fire stations needed in each municipality to meet regulatory requirements.

Woolwich has the largest volunteer workforce due to the number of fire stations within the Township.

Both Centre Wellington and Lakeshore have dedicated Fire Prevention Officers; hence, more full-time positions.

	North Dumfries	Wellesley	Wilmot	Woolwich	Centre Wellington	Lakeshore	Strathroy- Caradoc	Uxbridge
Full-time positions	1	1.5	3	2	6	6	2	2
Part-time positions	10		0	6	** ***	<u> </u>		2
On-call positions	24	65	80	160	66	96	75	40
Total Positions	35	66.5	83	168	72	102	77	44
Number of Stations	1	3	3	6	2	5	3	1

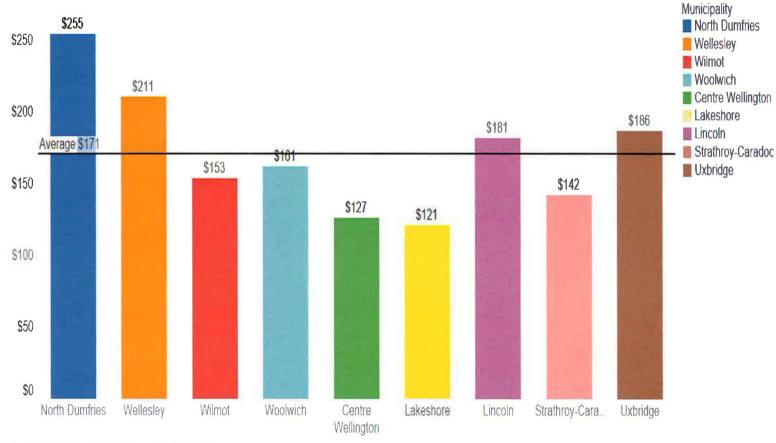
**Note:** Positions for North Dumfries, Wellesley, Wilmot and Woolwich are based on our discussions from Stakeholder Consultations and review of organization charts. Positions for Centre Wellington, Lakeshore, Strathroy-Caradoc and Uxbridge are based on comparator interview responses.



## Fire Services Cost per Household (2018)

The 2018 FIR fire expense per household averages \$171 per household with North Dumfries at the highest of \$255 and Lakeshore at the lowest \$121 per household.

The diagram coincides with the number of households within each municipality. Expenses are spread across a smaller number of households resulting in a higher cost per household for North Dumfries and Wellesley.



Source: Municipal Financial Information Returns

Total expense: Total Expenses Before Adjustments net of Amortization from

Schedule 40, line 0410

Nr of households from Schedule 2

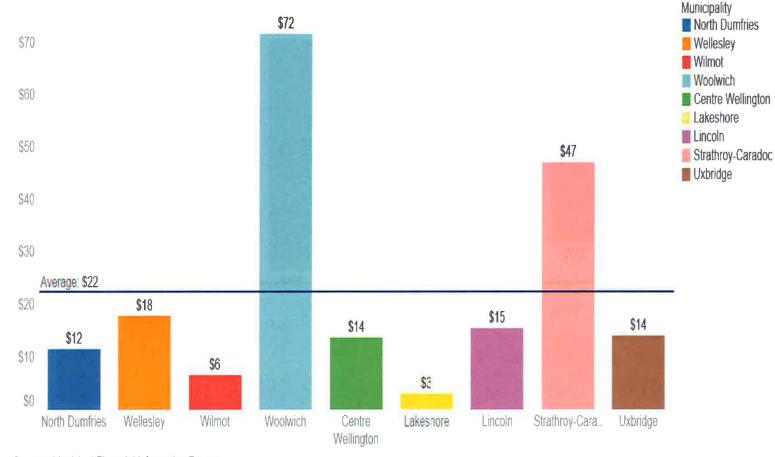


## Fire Services Revenue per Household (2018)

2018 FIR Fire Revenue per Household averages \$22 per household with Woolwich at the highest of \$72 and Lakeshore at the lowest \$3 per household.

The primary source of revenue for fire services are from other municipalities for providing mutual aid support, including amounts received for tangible capital assets; and user fees / service charges, such as permits and inspections.

Woolwich has established several mutual aid support agreements with neighbouring municipalities. Projected revenue in 2020 will decrease with the end of Guelph-Eramosa mutual aid support.





Total revenue: Schedule 12 line 0410 Nr of households from Schedule 2

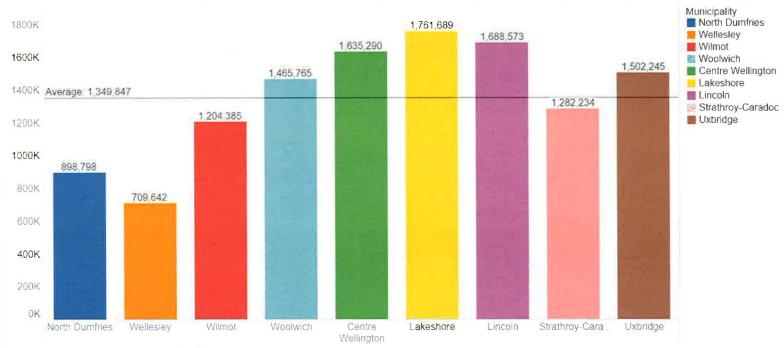


## Fire Services - Total Expenses (2018)

Looking at incurred expense amounts reported to the Province, Wellesley reported the lowest amount of total fire expenses (\$709,642) in the 2018 FIR.

Wages and benefits are a reflection of the fire workforce size and composition of each municipality; where North Dumfries has the smallest workforce.

A significant portion of North Dumfries and Uxbridge fire expense relates to contracted services where both municipalities have fire service contracts with neighbouring municipalities to supplement their main fire station.



Source: Municipal Financial Information Returns

Total expense: Total Expenses Before Adjustments net of Amortization from

Schedule 40 tine 041

Schedule 40 tine 0410									
	North Dumfries	Wellesley	Wilmot	Woolwich	Centre Wellington	Lakeshore	Lincoln	Strathroy- Caradoc	Uxbridge
Wages and Benefits	\$374,025	\$425,532	\$859,233	\$1,009,100	\$1,377,568	\$1,163,444	\$1,161,062	\$866,966	\$966,141
Materials	\$97,630	\$284,110	\$259,093	\$426,568	\$257,722	\$502,661	\$438,762	\$390,691	\$185,112
Contracted Services & Other Exp	\$427,143	\$0	\$86,059	\$30,097	\$0	\$95,584	\$88,749	\$24,577	\$350,992
Total Expenses	\$898,798	\$709,642	\$1,204,385	\$1,465,765	\$1,635,290	\$1,761,689	\$1,688,573	\$1,282,234	\$1,502,245

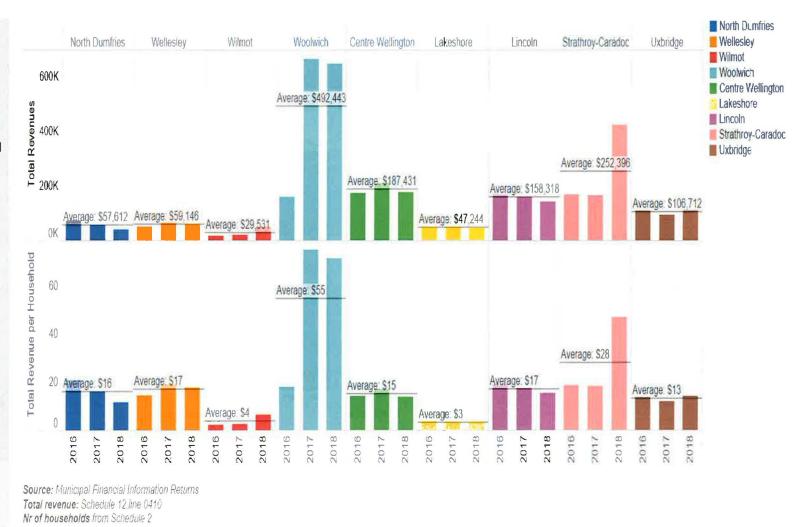


## Fire Services Revenue (2016 - 2018)

Woolwich generated approximately \$508K in revenue from 2016 to 2017. Increase in revenue was mainly attributed to mutual aid response of accident calls.

Strathroy-Caradoc reported an increase of around \$261K in revenue from 2017 to 2018.

The historical three year trend (2016, 2017, and 2018) of total fire revenue and fire revenue per household remains relatively constant for all the other municipalities.

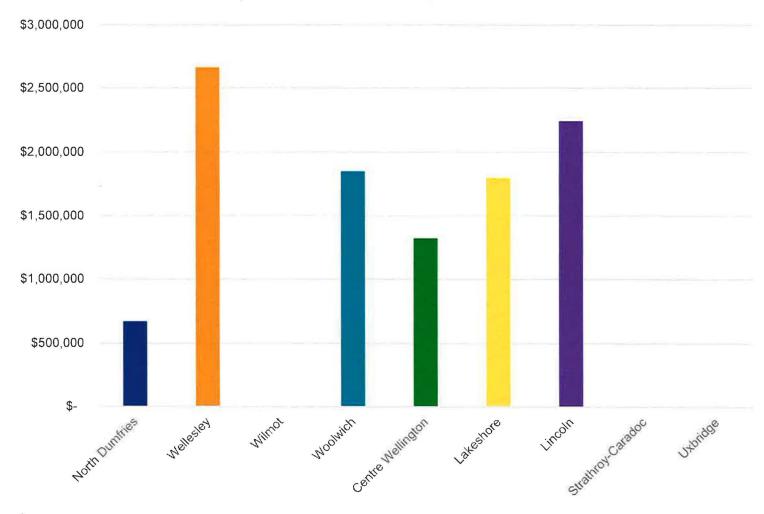




## Losses Due to Structural Fires (2016 - 2018)

Wellesley reported the highest amount of estimated dollar loss due to structural fires during 2016 to 2018. Wilmot, Strathroy-Caradoc and Uxbridge did not report any losses for 2016 – 2018.

Estimated dollar loss is defined as the cost of actual damage to property and property contents. This amount includes direct losses resulting from fire, explosion, smoke, water or other destruction associated with firefighting operations.



Source:

2018 FIR, Schedule 80A, Line 1510, Losses due to structural fires, averaged over 3 years (2016-2018)







# Emergency Management

The Townships of Waterloo Region

Joint Service Review

## Summary of Comparator Consultation

What is the current delivery model for emergency management? Is it performed by dedicated resources or performed by personnel with other functional responsibilities? With regards to emergency management; what works and what could be improved?

### **Centre Wellington**

The Township's emergency management division is led by the County's Emergency Manager. The County provides support and assistance to the seven local municipalities in developing emergency management plans, annual updates, annual training exercises, and ongoing training. The Township has an Emergency Management Committee. There are two CEMCs, who are existing staff in the organization. The advantage of the Committee structure is that it mirrors the Senior Management team, so roles and responsibilities are known during an emergency.

### Lakeshore

Emergency management services provided by the Township are compliant with provincial legislation.

The Township is minimally staffed for emergency management. CEMC responsibilities are performed by the Fire Chief.

### Strathroy-Caradoc

There is currently no dedicated resource for emergency management. The Fire Chief performs CEMC responsibilities, with the Township CAO acting as the alternate.

The Township has an Emergency Management Committee consisting of the Fire Chief, CAO, Council, City Hall personnel and Strathroy police. A "table top exercise" is performed twice yearly for emergency management.

### **Uxbridge**

The Fire Chief performs CEMC responsibilities for the Township. There is currently no dedicated resource for emergency management.

The Emergency Planning Program Committee for the Township meets quarterly. It is comprised of department heads, with the CEMC as the committee chair. The committee structure is a legacy of the 2012 version of the Emergency Plan. The Township will complete transition to IMS in Q2 2020.

There is ongoing emergency management training and exercises with the Region of Durham.

Challenges include raising awareness of non-site specific emergencies, as well as increasing emergency management resources (staff capacity currently at maximum).



## Benchmarking & Performance Perspectives Summary of Comparator Consultation

### How many emergency incidents occurred in 2017, 2018 and 2019, if any? What was the nature of these incidents?

### **Centre Wellington**

# In 2019, one emergency incident occurred because of heavy rainfall, causing several roads and bridges to be washed out. There was no major damage and work to rebuild washed out areas was covered by the Township. There have been no other emergency incidents in recent years.

### Lakeshore

There have been no state of emergencies declared in recent years.

Due to the Town's geographic

Due to the Town's geographic location, the Town works with the Essex Region Conservation Authority for flood watch and issues flood warnings to the community for emergency preparedness.

### Strathroy-Caradoc

There have been no state of emergencies declared in recent years.

Past situations that triggered emergency management involvement from the community include a rail line derailment and a significant winter event, however, these were not declared states of Township emergencies.

### **Uxbridge**

There have been no state of emergencies declared in recent years.



## Community Emergency Management Coordinator (CEMC) Workforce

Of the comparator group, Woolwich and Centre Wellington have CEMC positions at the Township. The CEMC responsibilities are performed by the Fire Chief for all the other municipalities.

An estimated 10% of the Fire Chief's time is dedicated to CEMC activities for those municipalities where the Fire Chief acts as CEMC.

Woolwich's emergency management position provides additional administration and IT support to the Fire Software system.



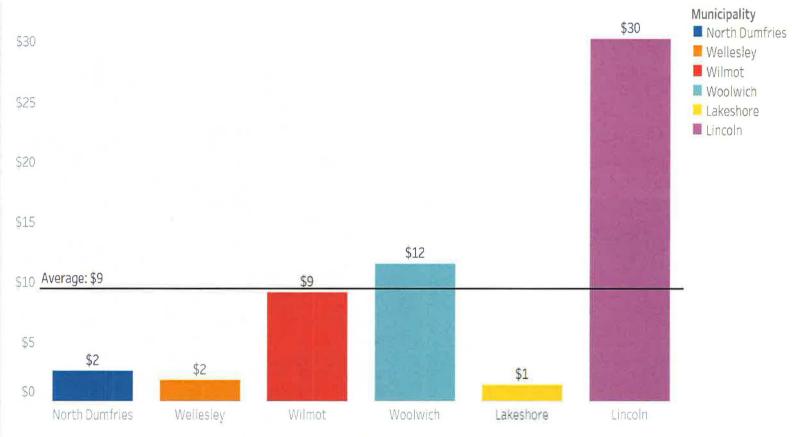
Source: Municipal interviewed response of Community Emergency Management Coordinator (CEMC) workforce.



## Emergency Measures Expense per Household (2018)

North Dumfries and Wellesley emergency measures expenses are below the comparator group average of \$9 per household. Wilmot's emergency measures expenses is on par with the average, and Woolwich is slightly above. Lincoln has the highest emergency measures expense per household at \$30 per household.

[Note: Centre Wellington, Strathroy-Caradoc and Uxbridge did not report emergency measures expense in the 2018 FIR; as such, were not included in this diagram. Reporting of this expense type is subject to whether the municipality's accounting records separately trace and record such costs, specifically administrative costs associated with emergency measures.]



Source for all except Wilmot and Woolwich: Municipal Financial Information Returns

Total expense: Total Expenses Before Adjustments net of Amortization from

Schedule 40 line 0450

Nr of households from Schedule 2

Source for Wilmot and Woolwich: Information for Wilmot and Woolwich provided by municipal staff since not reported in 2018 FIR.







# Corporate Communications

The Townships of Waterloo Region

Joint Service Review

## Benchmarking & Performance Perspectives Summary of Comparator Consultation

How is corporate communications managed and delivered by your municipality? By individual departments, by central communications specialists, or through contracted services? What are your strengths and what could be improved?

### **Centre Wellington**

The Township has one full-time Communication Coordinator and one part-time Digital Media Specialist (2-year contract). This Specialist is also dedicated to Tourism and Culture communications. Communications oversees the public communications, the Township website, and promotes the Township to support economic development activities.

The Township has challenges maintaining the flow of information from front-line staff to the Communications team. Another challenge is negative social media comments from specific individuals in the community.

### Lakeshore

The Town has one Manager of Communications and Strategic Initiatives within the Community and Development Services department.

The Manager oversees strategic branding and manages the Town's public communications; each department is responsible for generating and maintaining its own website content.

The Town is in the process of reassessing whether this position should remain within Community and Development Services since its corporate mandate has evolved over the years.

### Strathroy-Caradoc

The Township's communications are managed on a part-time basis by a Communications Coordinator. This position also performs the duties of a Deputy Clerk. The Communications Coordinator possesses a background in journalism which assists the Township in communications.

Other individuals supporting the communications include two other Deputy Clerks. This current staffing level is meets the Township's service delivery requirements.

### Uxbridge

The Township has a Communications Officer that is dedicated 2 days per week to Corporate Communications. The Communications Officer vets material prepared by the Township's departments prior to being published. Some information is directly prepared by the Communications Officer.

The Township notes that it would be beneficial to have more time dedicated to this position. The Township is currently developing a Communications strategic plan.



## Summary of Comparator Consultation

Does your municipality produce regular communications? If so, what is the frequency (monthly, weekly) and what tools do you use (Mailchimp, etc.)?

How many social media accounts does the municipality have, and which ones in particular? (Twitter, Facebook, YouTube, etc.) How many followers are there per account, number of views/tweets/likes, etc.?

### **Centre Wellington**

The Township has several channels for communications. For Township residents, there is a corporate website; one official Facebook account (3,681 followers); and one Twitter account (2,685 follower). For tourism purposes, there is a tourism Webpage, one Facebook account and one Instagram account. Recently, the Township implemented new social media channels for the Fergus Grand Theatre, including Facebook and Instagram accounts.

The Township also has a dedicated communication electronic tool called "CW Connect" from Bang Your Table. Here they post projects and allow comments from individuals on these projects. An opportunity was identified to use this tool more effectively.

### Lakeshore

The Town is currently conducting a citizen survey to find out what type of communication tools, frequency and forums the community prefers.

The Town's website serves as the main channel for informing citizens of municipal news. Each department is responsible for posting and responding to social media for topics specific to their services.

### Strathroy-Caradoc

Channels of communication include the Township website, two municipal newsletters, one official Facebook account and one Twitter account.

The website serves to post official notices, notes and agendas from Council meetings, as well as other Township information.

There are 1,533 Twitter and 3,280 Facebook followers. Township alerts are also circulated via these social media accounts.

### **Uxbridge**

The Township has a significant social media presence, producing communications on a weekly basis. There are various content owners. including the Township, Recreation & Camps, Library, Animal Shelter, Town Trails, Tourism (Discover Uxbridge) and Uxbridge Historic Centre. Each of these content owners have various channels of communication, including Facebook. Twitter, Instragram, YouTube, etc. For the Township, there is one official Facebook account with 1.620 followers: one official Twitter account with 2,017 followers; one official Instagram account with 204 followers: and one YouTube account with 59 subscribers.

The Township also communicates through a corporate website and occasionally uses Mailchimp.



## Benchmarking & Performance Perspectives Summary of Comparator Consultation

Does your muni	cipality do any graphic design work? If	so, how (contracted, in house, pre-pu	rchased templates)?
Centre Wellington	Lakeshore	Strathroy-Caradoc	Uxbridge
The Town contracts out its graphic design work.	The Town contracts out its graphic design work.	Graphic design work is performed solely in-house by the Communications Coordinator.	The Township performs most graphic design work in-house. An outside consultant is used for some projects.

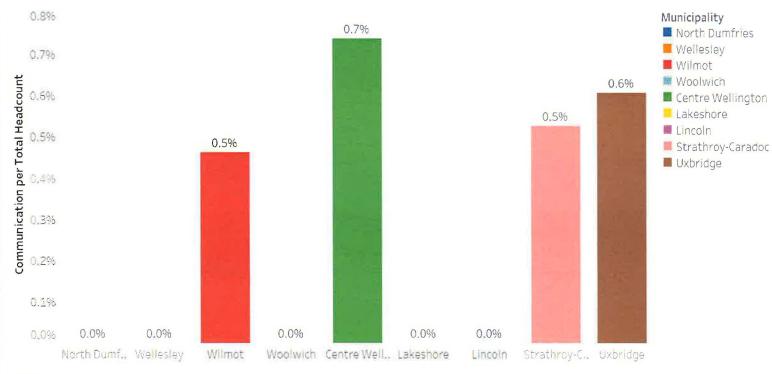


## Corporate Communication Positions per Total Headcount

Traditionally, municipalities have viewed corporate communications as non-essential that could be delivered by existing functional personnel.

Citizen engagement through various communication channels (other than print media) has become the new communication standard. Municipalities are increasingly identifying corporate communications as a priority for their operations.

Currently, only Wilmot has a dedicated corporate communication specialist. This position was appointed a full-time position in 2020. Communication services for Wellesley and Woolwich are performed by the Clerks department; for North **Dumfries communications** services are performed by the Clerks (media releases, website, and public advisors) and Recreation (social media and e-blasts). There is no dedicated resource within the three Townships.



#### Source:

- Municipal interviewed response of Corporate Communications workfoce.
- Financial Information Returns, Schedule 80A for total workforce of full-time funded, part-time funded and seasonal positions.

	North Dumfries	Wellesley	Wilmot	Woolwich	Centre Wellington	Lakeshore	Lincoln	Strathroy- Caradoc	Uxbridge
Responsible Department	Clerks	Clerks	Clerks	Clerks	Office of the CAO	Community Development	Office of the CAO	Clerks	Clerks
Communication positions	0	0	1	0	2	0	0	1	1

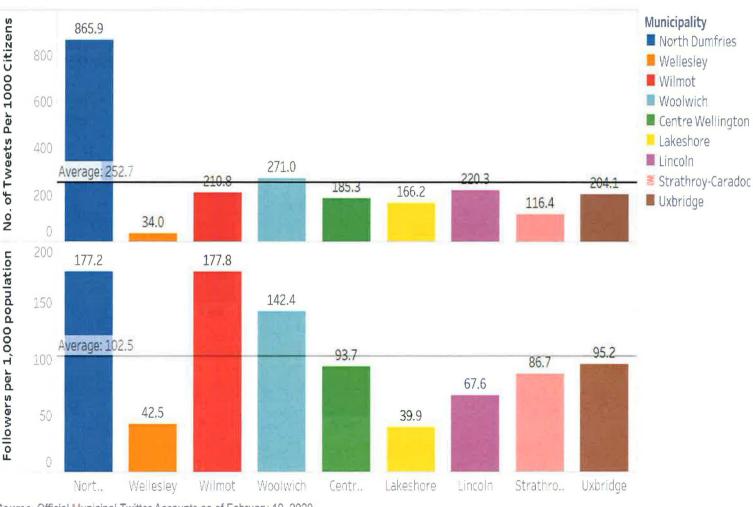


### Citizen Engagement - Twitter

In addition to the Municipal websites, Twitter has become the leading channel to provide real-time updates of municipal news and activities, including emergency and safety messages.

North Dumfries is most active in engaging the community through its municipal Twitter account.

Since Twitter is a highly interactive social media channel, it requires resources (time and effort) to monitor and respond to tweets.





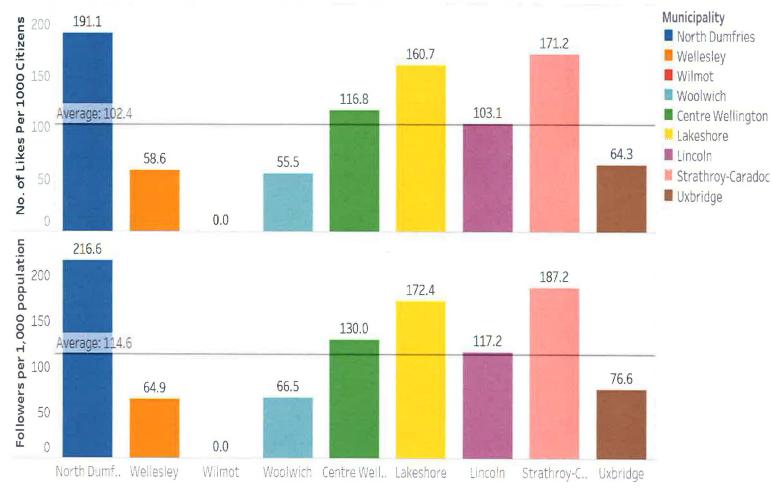


## Citizen Engagement - Facebook

Facebook is another popular social media channel used by municipalities to engage its community, especially for events and programs.

Again, North Dumfries has the highest amount of followers from its community following the municipal Facebook account.

Wilmot currently does not have an official municipal Facebook account.



Source: Official Municipal Facebook Accounts as of February 27, 2020

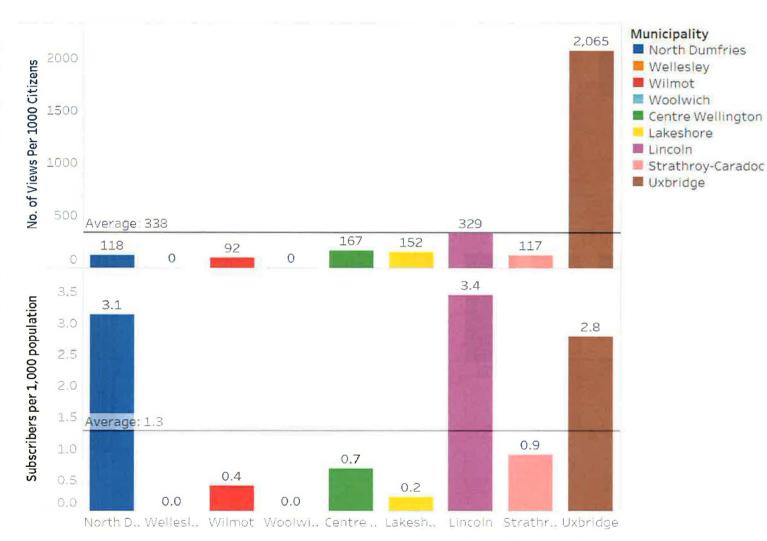


## Citizen Engagement - YouTube

YouTube channels provide a platform for video content and is another avenue to communicate and explain municipal affairs. Creating video content is a less traditional way of communication for municipal government.

The municipal YouTube accounts are less active when compared to Twitter and Facebook accounts.

Currently, among the Waterloo Townships, only North Dumfries and Wilmot have an official municipal YouTube account.



**Source**: Official Municipal Youtube Accounts as of February 27, 2020 for all Townships, except North Dumfries, which is as of September 30, 2020.







# Information Technology

The Townships of Waterloo Region

Joint Service Review

## Benchmarking & Performance Perspectives Summary of Comparator Consultation

What are your main concerns in terms of your IT capabilities (i.e. personnel skill sets, technology upgrades, cyber security, meeting citizen expectations, etc.)? What are your strengths and what could be improved?

### **Centre Wellington**

## The IT Division reports to the Managing Director of Corporate Services and consists of the following full-time staff: one Manger of IT, one Supervisor of IT, one System Analyst and one Application Support Analyst.

The Township is in the process of completing an IT Service Review with the County and 6 other local municipalities to explore the possibility of shared resources. The Township is also considering providing IT support to other municipalities and/or an organization. The Township is implementing the same Asset Management Planning (AMP) software across all 7 local municipalities and the County.

The biggest concern is cybersecurity – this is actively being monitored and training is provided to staff.

### Lakeshore

# IT staffing for the Township consists of one manager, two technical analysts and two GIS analysts. The IT team provides IT support for the Township, as well as facilities security. All IT support is performed in-house.

The Township is in the process of updating several technologies, including transitioning from landlines to VoIP. The IT staffing level is sufficient to meet service demands.

### Strathroy-Caradoc

# The Township's IT department consists of one full-time staff, one part-time staff and one contractor. They are responsible for providing end-to-end IT support to the Township's employees internally. The department does not provide IT support for the Township's citizens.

Some software used by the Township is cloud-based. The Township maintains their own servers.

Current service delivery model is working well for the Township. In general, employees are comfortable using the Township's technology.

### Uxbridge

The Township contracts out IT services rather than performing IT duties in-house. The IT service provider reports to the Treasury Department, and provides a contractor on site at the Township two days per week.

IT challenges experienced by the Township include the age of server hardware and older operating systems; use of terminal services; email exchange hosted on-premises rather than in Office 365; and cybersecurity awareness. The Township's IT strengths include robust backup/disaster recovery plan; restrictive firewall policies; and use of third-party e-mail spam/malware filter. The Township is currently reviewing their IT strategic plan. Plans include to upgrade hardware and establish upgrade cycles; use cloud services; and improve the alignment of IT with Regional standards.



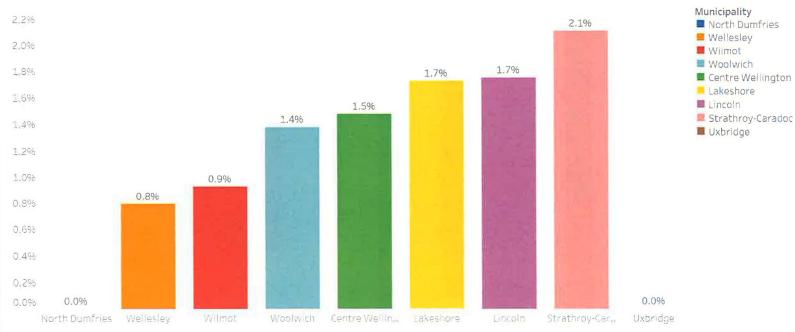
### IT Positions per Total Headcount

Both North Dumfries and Uxbridge outsource its information technology needs to a 3<sup>rd</sup> party IT professional provider.

Wellesley has a dedicated IT coordinator. Planning personnel provide support for the GIS system. The Clerk manages the IT department and covers in the IT coordinator's absence.

Wilmot is looking into adding another IT resource to deliver and meet project needs.

The other municipalities within the comparator group deploy dedicated inhouse resources where an IT manager leads several IT analysts in different types of disciplines (i.e. help desk, network & system administration, etc.).



#### Source:

- Municipal interviewed response of IT workforce
- Financial Information Return, Schedule 80A for total municipal workforce of full-time funded, part-time funded and seasonal positions.

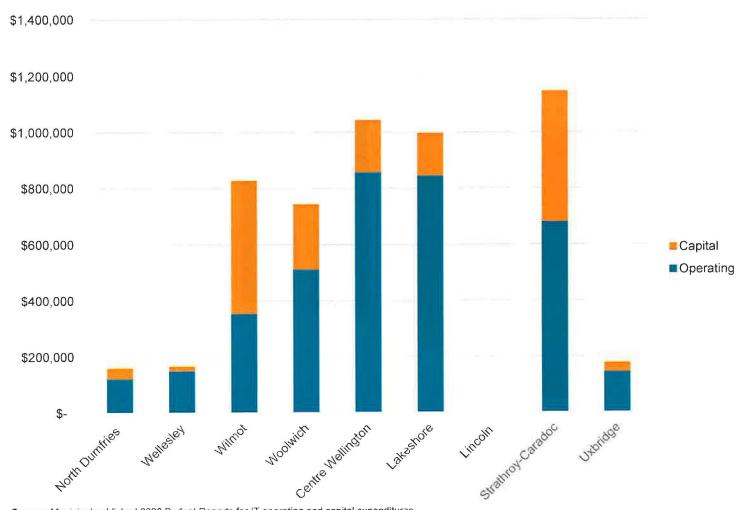
	North Dumfries	Wellesley	Wilmot	Woolwich	Centre Wellington	Lakeshore	Lincoln	Strathroy- Caradoc	Uxbridge
In-house vs. Outsource	Outsource	In-house	In-house	In-house	In-house	In-house	In-house	In-house	Outsource
IT positions	0	1	2	3	4	5	4	4	0



## Benchmarking & Performance Perspectives IT Budget (2020)

This chart presents the 2020 IT operating and capital budget published by each municipality.





**Source:** Municipal published 2020 Budget Reports for IT operating and capital expenditures. **Note:** Lincoln IT operating budget not separately reported in the published budget documents.

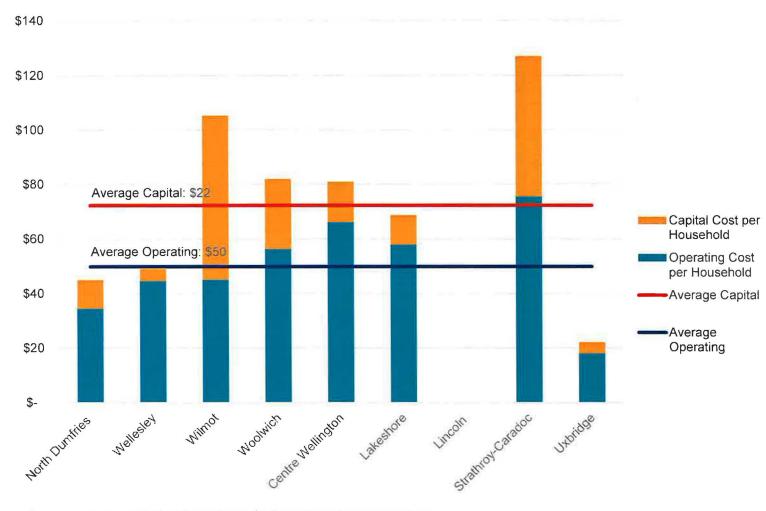
## IT Budget per Household (2020)

The average IT operating budget per household is \$50 per household, and the average IT capital budget per household is \$22 per household.

For the operating budget, North Dumfries is below the average at \$35 per household. Wellesley and Wilmot are at par with the average IT operating budget. Woolwich is slightly above average at \$56 per household.

Capital budgets fluctuate year over year depending on the specific equipment replacement cycles, system and application updates, and planned IT projects for a given year. Wilmot has the highest capital budget per household of \$60 planned in 2020.

[Note: Average calculation excludes Lincoln.]



Source: Municipal published 2020 Budget Reports for IT operating and capital expenditures.

Note: Lincoln IT operating budget not separately reported in the published budget documents; average calculation excludes Lincoln.



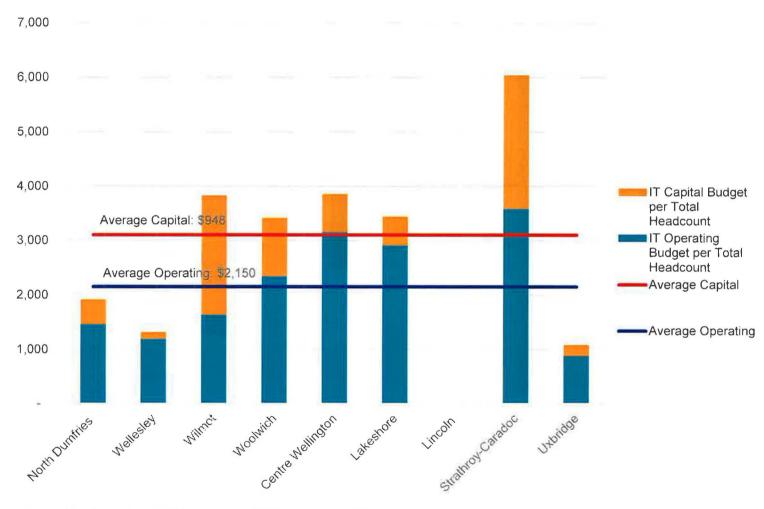
## IT Budget per Total Headcount

The budgeted IT operating and capital expense per municipal position averages at \$3,098 as a whole with Strathroy-Caradoc at the highest at \$6,024 per position, and Uxbridge at the lowest at \$1,070 per position.

For operating budget, North Dumfries, Wellesley and Wilmot budgeted expense level is below the average of \$2,150 per position. Woolwich is slightly above average at \$2,349 per position.

Among the Waterloo Townships, Wilmot has the highest capital budget per position planned in 2020.

[Note: Average calculation excludes Lincoln.]



Source: Municipal published 2020 Budget Reports for IT operating and capital expenditures.

Headcount – Financial Information Returns, Schedule 80A for total workforce of full-time funded, part-time funded and seasonal positions.

Note: Lincoln IT operating budget not separately reported in the published budget documents; average calculation excludes Lincoln.



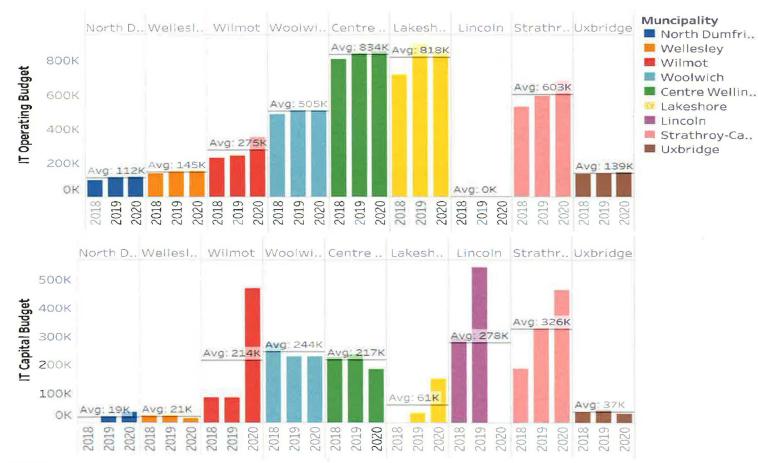
## IT Budget (2018 - 2020)

The historical three year budget trend (2018, 2019, and 2020) of IT operating budgeted expenditures remains relatively constant for all the municipalities.

Wilmot has planned significant increase in capital expenditure for 2020.

Strathroy-Caradoc reported steady increases in capital budgets from \$186K in 2018 to \$463K in 2020.

In 2019, Lincoln had the highest capital investment of \$541K.



#### Source:

- Municipal published 2018, 2019, 2020 Budget Reports for IT operating and capital budget expenditures.

#### Notes:

- Lincoln IT operating budget is not separately reported in the 2018, 2019, 2020 published budget documents.



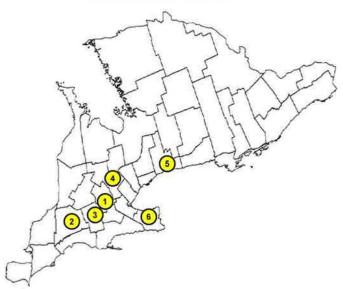


## keme Library

The Townships of Waterloo Region Joint Service Review

### Comparative Analysis - Why Compare to Other Communities

The following comparator groups was used for library services analysis. The group represents a snap shot of local and upper tier library services for rural communities with small urban centres.



Municipality	Upper Tier	Library
1. Waterloo Townships	Region of Waterloo	Region of Waterloo Library
2. Strathroy-Caradoc	Middlesex County <sup>1</sup>	Middlesex County Library
3. N/A	Oxford County	Oxford County Library
4. Centre Wellington	Wellington County	Wellington County Library
5. Uxbridge	Region of Durham	Uxbridge Public Library
6. Grimsby	Region of Niagara	Grimsby Public Library

<sup>&</sup>lt;sup>1</sup> No response was received from Middlesex at the date of the Final Report.

The primary purpose of the comparative analysis is to understand the performance of comparator municipalities and to identify opportunities to change how the Township's organization is aligned to deliver municipal services.

- Communities with similar financial benchmarks/service levels insight into operating efficiencies
- Communities with different financial benchmarks/service levels opportunities to change existing organizational structure/processes to reflect common service levels

Comparative analysis has both benefits and risks

- Provides insight into affordability issues; what a peer municipality can achieve with the same resources
- Assumes that all variables are the same (assessment base, non-taxation revenues)
- Assumes that taxation and service levels in other communities are 'right'



## Summary of Comparator Consultation

Council.

### What is the governance structure and decision making process of library services?

#### Oxford

governed by a 7 person Library Board

Councillors and 3 members being

recommends the annual Business

Plan and Budget to County Council

citizen appointees. The Board

for approval, and approves all

policies.

The Oxford County Library is

- 4 members being County

# The Wellington County Library Board have five council members and four citizen trustees. The County Warden is always one of the five members of Council that sits on the board. The Board chair has been a member of council, but this role could be held by a citizen trustee. Members of Council are appointed for a two year term; citizens are appointed for the term of

A monthly public meeting is held September through June. The Board reports to Council at the monthly council meeting under the Information, Heritage, and Seniors Committee. The Chief Librarian in consultation with the CAO makes recommendations on library services to the Board for discussion and approval.

### Wellington Uxbridge

The Library Board is appointed by Council with the authority to make policy and to govern the library's affairs under the Public Libraries Act. There are currently 9 board members.

### Grimsby

The Grimsby Public Library is overseen by the Grimsby Public Library Board composed of 2 Town Councillors and 8 Community representatives appointed by Town Council.



### Summary of Comparator Consultation

What is the reporting structure of the Chief Librarian? The Chief Librarian reports directly to the Library Board or to senior management at the municipality?

Oxford

Wellington

**Uxbridge** 

Grimsby

The CEO reports directly to the Library Board. However, there is a "broken line" reporting relationship with the Director of Corporate Services. Library employees are County employees and the Library utilizes the services of several County departments, including Finance, Facilities, and Human Resources.

As per the requirements of the Public Libraries Act – the Board has its own CEO, which is also the CAO of the County. Daily operations are managed by the Chief Librarian who reports both to the Library CEO and the Board. Under the Chief Librarian there is an Assistant Chief Librarian (in other municipalities known as "Deputy Chief").

The Chief Librarian is also a department head within the County municipal structure. The duties of Board Secretary are held by the County Clerk or their designate; the Board's Treasurer responsibilities are delivered by the County Treasurer.

Wellington County Library has just over 100 staff and 14 libraries.

The Chief Librarian reports directly to the Library Board. The Chief Librarian also sits at the table with Senior management to ensure all HR policies are in line with the Township's HR policies. The Chief Librarian also reports to the CAO so there is a direct/indirect reporting relationship.

CEO/Chief Librarian reports directly to the Grimsby Public Library Board.



## Benchmarking & Performance Perspectives Summary of Comparator Consultation

Do you think that library services are performing against its key priorities and objectives? What are the constraints that keep you from reaching these objectives?

Oxford

Wellington

Uxbridge

Grimsby

Because the Oxford library system is a decentralized, multi-branch system there are challenges for staff coordination and resources (programming, staffing, collections). Wellington County Library is well resourced and supported by both the public, library board and County Council. The buildings are all accessible, modern, and well furnished. The County has invested approximately \$30 million on libraries since 2000. Library services are well-regarded by library members and local residents.

The Library balances its key priorities and objectives with budget realities. Although the Library Board governs the libraries affairs, Council/ the municipality provides the majority of Library funding. This is an issue that the Library is trying to improve.

The limited government funding (Provincial Operating Grant) has remained unchanged for the last 20 years. Any service expansion is financed by the tax levy. Reduced Provincial funding for inter-library loans has affected the Township because it is a critical program for small rural libraries.

The former Grimsby Public Library Board created a Strategic Plan that is still in place. This is the final year of the current plan and work will be underway this year by the new board to renew this plan.

Priorities and objectives established within this plan are used to guide all library services, collections, programs and projects. The constraints that exist are budgetary and human resources; specifically the number of staff available and the skill sets of staff.



## Summary of Comparator Consultation

Who owns the library facilities? If the buildings are owned by a different party (i.e. lower tier municipality or private ownership), are there service level agreements / rental agreements that clearly establishes the roles and responsibilities for maintaining library facilities?

Oxford

Wellington

**Uxbridge** 

Grimsby

Many variations. The County owns two of its branch facilities (Norwich and Tillsonburg) and assumes 100% of building costs. Ingersoll and Thamesford are jointly owned by the County and the respective township with costs shared on a square footage occupancy basis under joint use agreements.

For small branches, there are township-owned facilities operated by third party non-profits (Community Hall Boards and Museums). There are also privately-owned facilities where the Township provides 40% of the rent.

For medium branches – there is a privately-owned facility with a lease agreement and a combined school/public library operating with separate collections.

The County owns 12 of the 14 branches. Erin branch is within a public high school. A 25 year agreement was signed in 2000, with a one-time payment, that provides for both a public and a school library. The agreement will be reviewed and assessed starting in 2021. The Rockwood branch is in a township owned building with a five year lease agreement. The Arthur and Clifford branches also have medical centres in them. The Harriston and Puslinch branches have space rented to local community groups. The Aboyne branch shares the building with the County's Early Years Childcare Division.

Overall, buildings are well maintained and considered community hubs and tourist attractions. The investment reflects well on both levels of government and library services is viewed as a significant cultural asset.

The Township of Uxbridge owns the Library facility. It is the Chief Librarian's responsibility to maintain the facility although this is not a core competency for librarians. The Library is looking at re-organizing this model.

There are no agreements or service level agreements.

Grimsby has one main library. The library is in a shared facility owned by the Town of Grimsby. The facility houses both the Grimsby Public Library and the Grimsby Public Art Gallery. Currently, there are no formal service level agreements in place. The library does not pay rent.



## Summary of Comparator Consultation

Looking at library services, library programs, and library facilities – do you think the service level standards are appropriate given the needs of the community and its resource capabilities? Are there opportunities to change the service delivery model for more efficiency and effectiveness?

Do you offer any ancillary services/concessions at library locations (e.g. cafes)?

#### Oxford

Operates under a three-tier service

provide a base level of library

services and programs. Medium

those levels. Large branches (2)

The Library will be conducting an

open hours survey to see if small

branches warrant additional open

also like to explore being able to

more viable as well as providing

experience at different types of

utilize staff members in more than

hours based on usage trends. Would

one branch, making their work hours

and daily technical help.

delivery system. Small branches (8)

branches (4) build upon and enhance

provide full service, more open hours,

larger collections, more programming,

# Wellington meets or exceeds the Ontario Public Library guidelines with strong support from residents and local decision makers. No significant changes are contemplated to the current service delivery model.

Wellington

Twelve libraries offer public meeting rooms and some small seminar rooms; these are heavily used. Rental rates are approximately \$60 for 4 hours.

The newest library in Hillsburgh has a commercial kitchen, patio area, and a 40 seat meeting room. All are accessible during and after library hours. The commercial kitchen was planned in partnership with our Economic Development Office and is used by food business operators and caterers.

### **Uxbridge**

### Grimsby

he The service level standards are es with appropriate and meet the needs of the community.

ificant he Currently the Township performs al

Currently the Township performs all the accounting and payroll functions for the Library. The Library is undertaking a review of IT services to see if these services can be provided by the Township to improve service levels and reduce costs. Programs have been reviewed to ensure Library programming aligns with that offered by the Township.

The Library has completed a Library Building Audit Plan so it has a good understanding of future repairs and upgrades. It is now integrating this into a financial plan.

The Library is currently looking at opportunities to change its service delivery model and is undertaking a re-organization of its staffing structure to be more efficient and effective.

The current library space is not sufficient to accommodate the increasing number of programs that are offered to the community. The studio/meeting room space is small and is shared between the library and art gallery. The library currently offers programming in open spaces within the library that are not designated program spaces. Implementing a service delivery agreement is something that Grimsby Public Library has considered but haven't moved forward on to this point.

No other ancillary services or concessions offered at the library.

Currently, there are no concerns about the efficiency of Oxford's service delivery model.

The Library does have weekly drop-in employment counselling at four branches.



branches.

## Summary of Comparator Consultation

### Do you have any other unique features or comments you would like to share?

### Oxford

### Wellington

### Uxbridge

### Grimsby

Eliminated all overdue fines in 2018.

Instituted a Mobile Outreach Service in 2019, which will continue in 2020 during the summer months.

Operates a Kitchen Lending Library, and a Seed Library.

The libraries are part of the cultural fabric of Wellington County and provide a tangible return for residents. A steady and planned investment in library facilities since 2000 has provide many towns with the first modern public facilities and have acted as a catalyst for other local investments. The libraries often are anchor facilities in the downtowns drawing people to village cores and near commercial enterprises without competing for actual local business.

The current interim CEO was appointed to assist with a 10 year capital plan. The interim CEO is still appointed by the Library Board and reports to the Library Board but has Senior Management experience with the Municipality. The hope is to better align the two entities.

The Library is located in a heritage building so there are issues related to aging infrastructure.

There is a second branch in Zephyr (20 – 25 min away from the main branch) that has limited hours. It is a challenge to keep open due to the limited hours and the operational and capital costs associated with an aging building.

The library has beautiful outside spaces on the property.

The "Grimsby Grows" patio space offers seating for those who would like to enjoy the library outside. Many vegetables are grown in the garden space and seeds are harvested and offered to the community in the seed library each year.

The second outdoor space is a patio/garden space with seating for anyone in the community to enjoy.

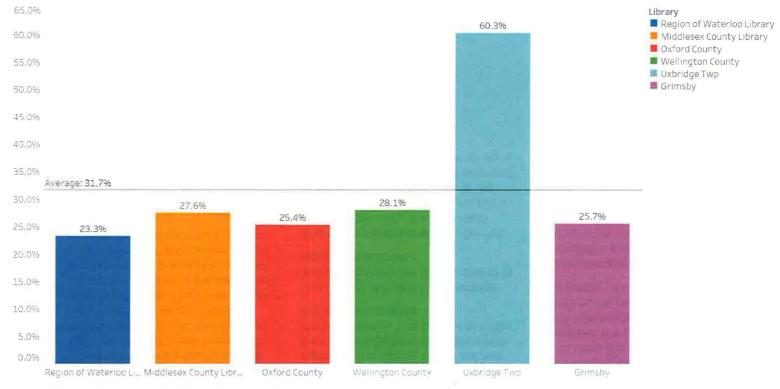
Programming is offered in the warm weather months in both of these spaces.



## Percentage of Active Cardholders (2018)

Uxbridge Public Library has the highest percentage of active cardholders within its community.

The Region of Waterloo Library has the lowest participation of its residents among the comparator group.



Source: Ontario Ministry of Heritage, Sport, Tourism and Culture Industries
Public Library Statistics http://www.mtc.gov.on.ca/en/libraries/statistics.shtml

Library	Number of Active Cardholders	Resident Population Served	Number of Library Branches Including Main Library
Region of Waterl	15,731	67,572	10
Middlesex Count	20,563	74,579	15
Oxford County	17,049	67,124	14
Wellington Coun	27,381	97,610	14
Uxbridge Twp	12,767	21,176	2
Grimsby	7,010	27,314	1



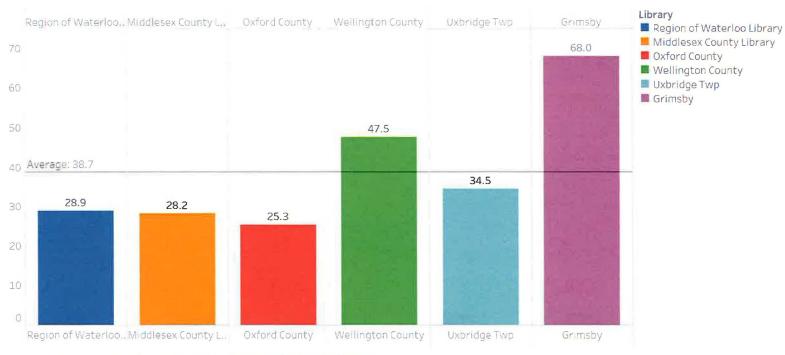
## Weekly Hours of Operations per Branch (2018)

The weekly hours of operation per branch for each library averages 38.7 hours per week with Grimsby at the highest (68 hours) and Oxford at the lowest (25.3 hours).

Service points include main libraries, library branches, deposit stations and bookmobile stops.

In 2018, the Region of Waterloo Library's service points included 10 branches, 4 pop-ups and 6 deposit collection stations.

[Note: The St. Agatha popup is no longer active in 2019.]



Source: Ontario Ministry of Heritage, Sport, Tourism and Culture Industries
Public Library Statistics http://www.mtc.gov.on.ca/en/libraries/statistics.shtml

Library	Number of Library Branches Including Main Library	Number of Service Points	Total Weekly Hours of Operation	Number of Public Computer Workstations with Internet Access
Region of Waterlo	10	20	289	38
Middlesex County	15	15	423	131
Oxford County	14	14	354	83
Wellington County	14	14	665	261
Uxbridge Twp	2	2	69	19
Grimsby	1	1	68	14

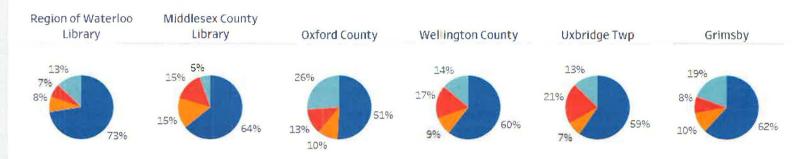


## Library Operating Expense (2018)

The Region of Waterloo Library has the highest percentage of staffing expenditures of the comparator group at 72.5%, and the lowest percentage of facilities/ utilities expenditures at 6.9%. Reported staffing costs do not include Region allocation of overhead staff (i.e. cost associated with the Commissioner office).

	Total Paid Staff	Staff per Branch
RWL	43	4
Middlesex	35	2
Oxford	33	2
Wellington	59	4
Uxbridge	13	7
Grimsby	11	11

[Other Expenses include computer & equipment, contract payments, debt charges & transfers, and other miscellaneous expense categories.]



Me	asure Names
1	Staff %
	Materials %
	Facilities/Utilities %
N.	Other Expenses %
	The state of the s

Library Name	Staffing Cost	Materials	Facilities/Utilities	Other Expenses	Total Expenditues
Region of Waterl	\$2,134K	\$228K	\$204K	\$375K	\$2,942K
Middlesex Count	\$2,762K	\$667K	\$646K	\$234K	\$4,309K
Oxford County	\$2,265K	\$449K	\$574K	\$1,163K	\$4,452K
Wellington Coun	\$4,306K	\$642K	\$1,199K	\$985K	\$7,132K
Uxbridge Twp	\$550K	\$67K	\$192K	\$116K	\$925K
Grimsby	\$701K	\$119K	\$94K	\$221K	\$1,135K
Average	\$2,120K	\$362K	\$485K	\$516K	\$3,482K

Note: Region of Waterloo Library reported figures do not include Township expenses. As such, Township facility operating expenses are not included in the Facilities/Utilities costs above. Wellington County Library owns the library buildings; hence, facility operating expenses are included in Wellington's reported figures. A significant portion of Oxford's Other Expenses is debt charges.



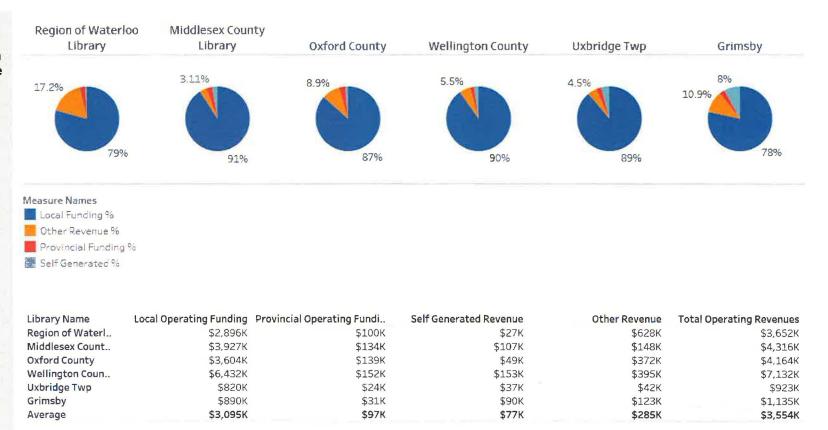
### Benchmarking & Performance Perspectives

# Library Operating Revenue and Funding (2018)

Local funding represents the highest funding source for all libraries. The Region of Waterloo Library has the lowest percentage of self generated revenue among the comparator group at 0.7% of total revenue and funding.

A significant portion of the Region of Waterloo Library's funding is from debt services and reserve funds (approximately \$585K in 2018).

[Note: Other Revenue includes contract revenue, reserves, project grants, donations, and other operating revenue.]





### Benchmarking & Performance Perspectives

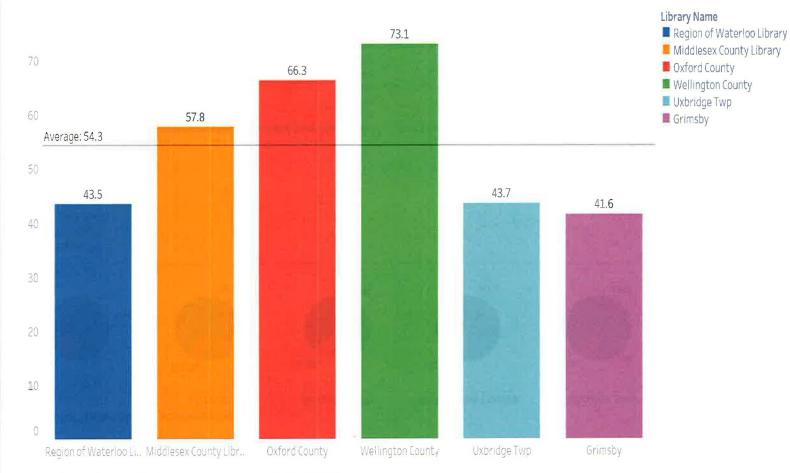
# Total Operating Expense per Capita (2018)

The Region of Waterloo Library has the lowest operating expense per capita as an upper tier service delivery model.

The spending level is similar to Uxbridge and Grimsby which are lower tier libraries.

[Note: Region of Waterloo Library reported figures do not include Township expenses. As such, Township facility expenses are not included in the total operating expense per capita calculation.

Operating expense per capita calculation used total resident population served. For RWL, this represents 67,572; an aggregate of the four Townships population.]



**Source:** Ontario Ministry of Heritage. Sport, Tourism and Culture Industries Public Library Statistics http://www.mtc.gov.on.ca/en/libraries/statistics.shtml

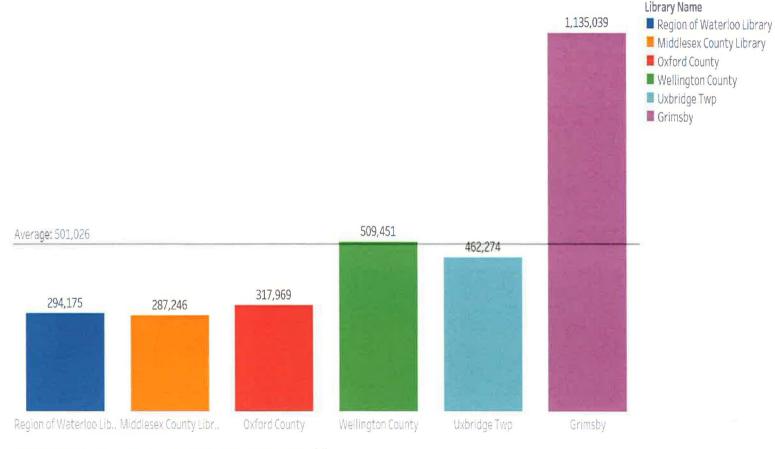


### Benchmarking & Performance Perspectives

# Total Operating Expense per Branch (2018)

The Region of Waterloo Library has the second lowest total operating expense per branch amongst the comparator group. The Region of Waterloo Library has 10 branches.

Grimsby has only one branch, which contributes to a significantly higher total operating expense per branch.



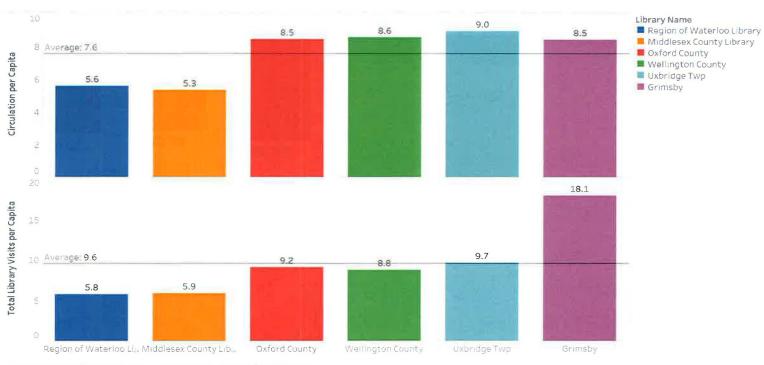
**Source**: Ontario Ministry of Heritage, Sport, Tourism and Culture Industries
Public Library Statistics http://www.mtc.gov.on.ca/en/libraries/statistics.shtml



# Benchmarking & Performance Perspectives Library Activities (2018)

Circulation per capita for the Region of Waterloo Library is lower than the average of 7.6 per capita.

The Region of Waterloo Library also has the lowest library visits per capita amongst the comparator group.



Source: Ontario Ministry of Heritage, Sport, Tourism and Culture industries
Public Library Statistics http://www.mtcigov.pn.ca/en/libraries/statistics.shtml

Library Name	Annual Circulation	Annual Library Transactions	Annual Program Attendance	Programs Held Annually	Library Visits Made in E Person	lectronic Visits to the Library Website	Social Media visits
Region of Waterlo							
Middlesex County	398,518	563,868	46,111	3,114	256,800	166,972	17,056
Oxford County	568,233	680,307	31,901	3,379	288,300	291,564	34,216
Wellington County	837,757	1,031,307	49,773	3,250	646,050	164,892	47,840
Uxbridge Twp	190,093	211,743	8,617	569	140,100	16,016	48,620
Grimsby	231,183	267,981	17,298	857	140,550	306,800	46,488
Average	445,157	551,041	30,740	2,234	294,360	189,249	38,844





# Appendix B Service Profiles

The Townships of Waterloo Region

Joint Service Review



KPMG

# The Township of North Dumfries

The Townships of Waterloo Region
Joint Service Review

# Service Profile Fire Services - North Dumfries

### **Program**

**Public Safety** 

### Department

Fire

### Service Type

Internal / External

### **Budget (\$,000s)**

406

1,277

38

0

60

98

and Benefits	
Material,	612
Operating and	
Other cost	
01-1	050

Capital	259
•	

## Total Cost User Fees and

Recoveries

Compensation

Transfers, Grants, Other Funding Source Capital Funding

**Total Revenue** 

Net Levy 1,179

FTEs 1 FT 10 PT 24 on-

24 oncall

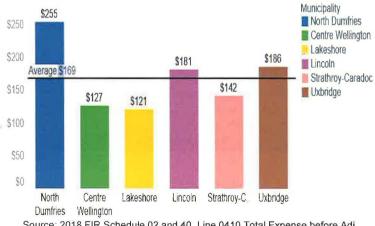
### Service Description

The Township's Fire Services provides fire suppression, medical aid, auto extrication, first responder hazardous materials events, carbon monoxide alarms, industrial & farm related accidents, fire prevention and fire safety education.

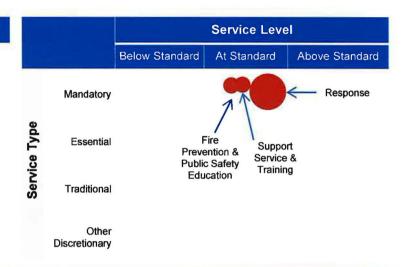
Current staffing is comprised of 1 full-time position, 10 part-time positions and 24 volunteer paid-on-call firefighters operating from one station. This station provides response services to the Western part of the Township. There is a contract in place with Cambridge to provide response services to the Eastern part of the Township.

### Performance & Benchmarking

Fire expense per household of \$255 is the highest among the comparator group as the Township has the lowest number of households.



Source: 2018 FIR Schedule 02 and 40, Line 0410 Total Expense before Adj. net Amortization



- Fire Services is a mandatory service under the Fire Protection and Prevention Act, 1997.
- Township By-law 2608-14 outlines the standards to establish, maintain and operate the fire department.
- The service level is generally at standard for a volunteerbased delivery model.

# Service Profile Fire Services - North Dumfries

Sub-Services									
Subservice Name & Description	Costs (\$000's)		Revenues (\$000's)	yr	Service Level & Source	Service Type	FTEs		Notes
Support Services and Training Overall management and administration of Fire services.  Develop, deliver and coordinate all training programs and activities for the Fire Department.	Compensation and Benefits  Material, Operating and Other cost  Capital	17	User Fees and Recoveries Transfers, Grants, Other Funding Source Capital Funding Levy	0 0 17 17	Standard Legislated	Essential Internal	1 FT 1 PT	٠	All fire staff are certified or grandfathered to meet NFPA 1001, Standard for Fire Fighter Professional Qualifications, level 1 and 2 requirements.
Fire Prevention & Public Safety Education  Fire prevention includes fire investigations and fire inspections on a complaint basis. Proactive inspections are completed for higher-risk infrastructure only, including manufacturers and farms.  Public fire safety education is directed to school age children.	Compensation and Benefits  Material, Operating and Other cost Capital	3	User Fees and Recoveries Transfers, Grants, Other Funding Source Capital Funding Levy	0 0 3 3	Standard Legislated	Mandatory External	1 PT		Fire safety education and inspection are mandatory services under the Fire Protection and Prevention Act.  The Office of the Fire Marshal, Ontario (OFM) outlines the minimum requirements for the community fire safety program.



# Service Profile Fire Services - North Dumfries

Sub-Services Sub-Services								
Subservice Name & Description	Costs (\$000's	)	Revenues (\$00	0's)	Service Level & Source	Service Type	FTEs	Notes
Response Emergency response to fire	Compensation and Benefits	406	User Fees and Recoveries	38	Standard	Mandatory	10 PT	The Township responds to medical calls most frequently. The remaining
calls, medical incidents and car accidents. City of Kitchener provides dispatch services for	Material, Operating and Other cost	592	Transfers, Grants, Other Funding Source	0	Legislated	External	24 Volunteers	calls include structure fires, other fires, and other incidents.
the Township.	Capital	259	Capital Funding	60				
			Levy	1,159				
	Total	1,257	Total	1,257				



# Service Profile Emergency Management - North Dumfries

### **Program** Service Description **Public Safety** The Township's Emergency Management facilitates the effective coordination of human and physical resources, Department services and activities required to: Protect and preserve life and property; Fire Minimize and/or mitigate the effects of the emergency on Service Type the residents and physical infrastructure; and Quickly and efficiently enable the recovery and restoration Internal / External of normal services. **Budget (\$,000s)** Requests for assistance may be made by the Township for support from the Region of Waterloo, provincially or federally Compensation 0 in order to help successfully respond to an emergency and Benefits situation. 4 Material. Operating and Performance & Benchmarking Other cost Emergency measures expense per household is higher than 0 Capital Lakeshore but lower than Lincoln. Not all municipalities separately track and report emergency measure from fire **Total Cost** Municipality User Fees and 0 \$30 North Dumfries Recoveries Lincoln I akeshore 0 Transfers. Grants, Other \$20 **Funding Source** Capital Funding 0 **Total Revenue** 0

North Dumfnes



### Rationale For Service Level Assessment & Service Type

- The service level is being delivered slightly above standard due to the Township's usage of advanced zone mapping technology.
- The Township currently has no full-time or dedicated CEMC.
   This is the responsibility of the full-time Fire Chief with four alternates.
- Emergency Management is a mandatory service under the provincial legislation "The Emergency Management and Civil Protection Act" (R.S.O. 1990). Regulation 380/04 outlines mandated services to be provided including: Community Emergency Management Coordinator (CEMC); Emergency Operations Centre; Hazard Identification and Risk Assessment; Exercise and training; Emergency Response Plan; Critical Infrastructure list; Public Education.
- Township By-law 2909-17 outlines the standards for the emergency management program. Enables efficient acministration, coordination and implementation of extraordinary arrangements and response measures to protect the health, safety and welfare of residents.



**Net Levy** 

**FTEs** 

Source: 2018 FIR Schedule 02 and 40, Line 0450 Total Expense before Adj. net Amortization

Lakeshore

Lincoln

# Service Profile Corporate Communications - North Dumfries

### **Program**

Corporate Services

### Department

Office of the CAO

### Service Type

Internal / External

### **Budget (\$.000s)**

Compensation 0 and Benefits

Material. 0

Material, Operating and Other cost

Capital

0

0

0

0

0

### **Total Cost**

User Fees and Recoveries

Transfers, Grants, Other Funding Source

Capital Funding

**Total Revenue** 

**Net Levy** 

FTEs

### Service Description

Corporate Communications works to inform the public and employees on Township matters. The Township engages in various methods of communication, including the Township website, e-blasts, social media accounts etc.

The Township website provides information for living, exploring, doing business and Township services. The Township releases a bi-weekly e-blast containing updates and news in the Township. The Township's social media accounts include one official Facebook account and one Twitter account.

### Performance & Benchmarking

North Dumfries Twitter presence is above the average of its comparators both in terms of number of tweets and followers.

Municipality	Population	No. of Tweets Per 1000 Citizens	Followers per 1,000 population
North Dumfries	10,215	866	177
Centre Wellington	28,191	185	94
Lakeshore	31,359	166	40
Lincoln	23,787	220	68
Strathroy-Caradoc	17,761	116	87
Uxbridge	21,176	204	95
Average	22,082	293	93

Population source: 2018 FIR Schedule 02

Source: Official Municipal Twitter Accounts as of February 19, 2020



- Corporate Communications is an essential service to inform the public of Township activities.
- Service level standards traditionally have been based on Council and management direction. The service level is generally at standard.
- The Township currently has no full-time or dedicated communications staff. Communications responsibilities are shared between staff across different departments informally, including staff from Recreation to manage social media and websites. Individual departments are responsible for writing their own content for the website.
   Communications related cost are currently covered in other department budgets.



# Service Profile Information Technology - North Dumfries

### **Program**

Corporate Services

### Department

Corporate Services

### Service Type

Internal

### **Budget (\$,000s)**

Compensation 0 and Benefits

Material, 122 Operating and Other cost

Capital 36

Total Cost 158

0

10

28

38

User Fees and Recoveries
Transfers.

Grants, Other Funding Source

Capital Funding

Total Revenue

Net Levy 120

FTEs 0

Special projects support; and

Monthly maintenance.

24/7 Help Desk;

provider offers the following:

Hardware and software support:

The Treasurer/Director of Corporate of Finance currently manages the IT contract and oversees the vendor's performance.

Security support (including Cloud backup);

Service Description

The Township contracts an Information Technology service provider rather than managing IT in-house. The IT service

### Performance & Benchmarking

The Township's budgeted IT operating cost per household of \$35 is below the average of \$51 among the comparator group.

Municipality	Operating Expense Budget	Number of Households	IT Operating Cost
North Dumfries	121,850	3,530	35
Centre Wellington	856,137	12,918	66
Lakeshore	844,254	14,533	58
Lincoln *		9,305	0
Strathroy-Caradoc	681,835	9,031	75
Uxbridge	146,575	8,068	18
Average	530,130	9,564	51

\* IT budget not separately reported in the published budget documents and excluded from average calculation

Source: Municipal published 2020 Budget Reports



- Information Technology services are essential to manage the for the Township's information management and business operations.
- The service level is being delivered slightly above standard due to the strong performance of the IT service provider and usage of the Cloud.





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# The Township of Wellesley

The Townships of Waterloo Region
Joint Service Review

# Service Profile Fire Services - Wellesley

### **Program**

**Public Safety** 

### Department

Fire

### Service Type

Internal / External

### **Budget (\$,000s)**

Compensation and Benefits	407
Material, Operating and Other cost	417
Capital	803

Total Cost 1.627

User Fees and Recoveries	70
Transfers, Grants, Other	0
Funding Source	

Capital Funding 340

Total Revenue 410

Net Levy 1,217

FTEs 1.5 FT

65 oncall

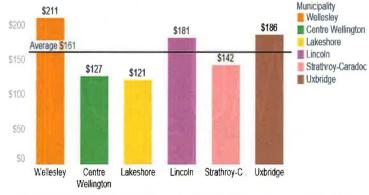
### **Service Description**

The Township's Fire Services provides public education & prevention, fire safety standards & enforcement and emergency response.

Current staffing is comprised of 1 full-time position and 65 volunteer paid-on-call firefighters operating from three stations. Additionally, a full-time Administrative Assistant is shared between Fire and Recreation to support administration and reporting needs; as such, this position is considered 0.5 FT for the fire department.

### Performance & Benchmarking

Fire expense per household of \$211 is above the average of \$161 among the comparator group. The Township's number of households is smaller than the comparator group.



Source: 2018 FIR Schedule 02 and 40, Line 0410 Total Expense before Adjunct Amortization



- Fire Services is a mandatory service under the Fire Protection and Prevention Act, 1997.
- Township By-law 46-2017 outlines the standards to establish, maintain and operate the fire department.
- The service level is generally at standard for a volunteerbased delivery model.



# Service Profile Fire Services - Wellesley

	Sub-Services								
Subservice Name & Description	Costs (\$000's)		Revenues (\$000'	s)	Service Level & Source	Service Type	FTEs		Notes
Support Services and Training	Compensation and Benefits	172	User Fees and Recoveries	8	Standard	Essential	1.5 FT	•	All fire staff are certified, grandfathered or in progress to
Overall management and administration of Fire services.	Material, Operating and Other cost	178	Transfers, Grants, Other Funding Source	0	Legislated	Internal	1 PT		meet NFPA 1001, Standard for Fire Fighter Professional Qualifications, level 1 and 2
Develop, deliver and coordinate all training programs and activities for the Fire	Capital	81	Capital Funding Levy	40 383					requirements.
Department.	Total	431	Total	431					
Fire Prevention & Public Safety Education	Compensation and Benefits	0	User Fees and Recoveries	12	Standard	Mandatory	1 PT		Fire safety education and inspection are mandatory services
Fire prevention includes fire investigations; fire inspections on a request or complaint	Material, Operating and Other cost	8	Transfers, Grants, Other Funding Source	0	Legislated	External		ui P in in pi 24	under the Fire Protection and Prevention Act. The Township also implemented inspections for
basis; smoke alarm program; distribution of safety information; and a simplified	Capital	0	Capital Funding	0					industrial and high risk commercial properties 2 years ago. Since then
risk assessment of the community fire profile.			Levy	(4)					240 inspections have been performed.
	Total	8	Total	8				•	The Office of the Fire Marshal, Ontario (OFM) outlines the minimum requirements for the community fire safety program.



# Service Profile Fire Services - Wellesley

Sub-Services Sub-Services									
Subservice Name & Description	Costs (\$000's	<b>;</b> )	Revenues (\$000	0's)	Service Level & Source	Service Type	FTEs		Notes
Response Emergency response to fire	Compensation and Benefits	235	User Fees and Recoveries	50	Standard	Mandatory	65 Volunteers	•	The Township responds to medical calls most frequently. The
calls, medical incidents and car accidents. City of Kitchener provides dispatch services for the Township.	Material, Operating and Other cost	231	Transfers, Grants, Other Funding Source	0	Legislated	External		remaining fires, othe	remaining calls include structure fires, other fires, and other incidents.
	Capital	722	Capital Funding	300					
			Levy	838					
	Total	1,188	Total	1,188					



# Service Profile Emergency Management - Wellesley

### **Program**

**Public Safety** 

### Department

Fire

### Service Type

Internal / External

### **Budget (\$,000s)**

Compensation 0 and Benefits

5

0

5

0

0

0

0

Material, Operating and Other cost

Capital

### **Total Cost**

User Fees and Recoveries

Transfers, Grants, Other Funding Source

Capital Funding

**Total Revenue** 

**Net Levy** 

**FTEs** 

### Service Description

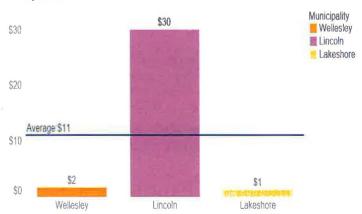
The Township's Emergency Management aims to provide the structure for implementation, coordination and administration of extraordinary actions taken by the Township in order to:

- Protect the life, health and safety, welfare and property of residents and visitors to the Township in the event of an emergency;
- To mitigate the impact of an emergency; and
- To guide recovery efforts from an emergency.

Also collaborates with the Region of Waterloo and other lower tier municipalities in coordinating emergency management efforts.

### Performance & Benchmarking

Emergency measures expense per household is higher than Lakeshore but lower than Lincoln. Not all municipalities separately track and report emergency measure from fire expense.



Source: 2018 FIR Schedule 02 and 40, Line 0450 Total Expense before Adj. net Amortization



- Emergency Management is a mandatory service under the provincial legislation "The Emergency Management and Civil Protection Act" (R.S.O. 1990).
- Regulation 380/04 outlines mandated services to be provided including: Community Emergency Management Coordinator (CEMC); Emergency Operations Centre; Hazard Identification and Risk Assessment; Exercise and training; Emergency Response Plan; Critical Infrastructure list; Public Education.
- Township By-law 1/2018 outlines the standards for the emergency management program.
- The service level is being delivered at standard.
- The Township currently has no full-time or dedicated CEMC. This is the responsibility of the full-time Fire Chief in their existing role.



# Service Profile Corporate Communications - Wellesley

### **Program**

Corporate Services

### Department

Clerks

### **Service Type**

Internal / External

### **Budget (\$,000s)**

Compensation 0 and Benefits

Material, Operating and Other cost

Capital 0

8

0

0

0

0

8

0

### **Total Cost**

User Fees and Recoveries

Transfers, Grants, Other Funding Source

Capital Funding

**Total Revenue** 

**Net Levy** 

**FTEs** 

### **Service Description**

Corporate Communications informs the community and Township employees of various Township business activities. Methods of communication include the Township website; print advertising; social media accounts; and media relations etc.

The Township website currently serves as the core resource for Township business information. Print forms of communication include flyers for the Mennonite community and paid advertising in the Township newspaper. Social media accounts includes one official Facebook account and one Twitter account. The Township relies on community groups to host community events rather than hosting themselves.

### Performance & Benchmarking

Wellesley's Twitter presence is below the average of its comparators both in terms of number of tweets and followers

Municipality	Population	No. of Tweets Per 1000 Citizens	Followers per 1,000 population
Wellesley	11,260	34	43
Centre Wellington	28,191	185	94
Lakeshore	31,359	166	40
Lincoln	23,787	220	68
Strathroy-Caradoc	17,761	116	87
Uxbridge	21,176	204	95
Average	22,256	154	71

Population source: 2018 FIR Schedule 02

Source: Official Municipal Twitter Accounts as of February 19, 2020



- Corporate Communications is an essential service to inform the public of Township activities.
- Service level standards traditionally have been based on Council and management direction. The service level is slightly below standard due to the lack of a Communications Strategic plan and limited staff capacity to engage more with the community.
- The Township currently has no full-time or dedicated communications staff and communications responsibilities are shared between staff across different departments informally. For the Township website, IT is responsible for managing the homepage and individual departments are responsible for managing their own pages.



# Service Profile Information Technology - Wellesley

### **Program**

Corporate Services

### Department

Clerks

### Service Type

Internal

### **Budget (\$,000s)**

Compensation 91 and Benefits

Material, 60 Operating and

Other cost
Capital

### Total Cost 151

14

0

0

14

14

User Fees and Recoveries

Transfers, Grants, Other Funding Source

Capital Funding

Total Revenue

Net Levy 137

FTEs 1.0

### Service Description

The Township's Information Technology department is responsible for managing the Township's security (including cybersecurity), devices, software, networks and internet connectivity, data warehouse, databases, servers, telecommunications, back up and recovery services, email and messaging. The IT department provides Help Desk support to employees, some Council members and the Township's community.

Current staffing is comprised of one full-time IT project coordinator.

### Performance & Benchmarking

The Township's budgeted IT operating cost per household of \$45 is below the average among the comparator group.

Municipality	Operating Expense Budget	Number of Households	IT Operating Cost per Household
Wellesley	150,546	3,368	45
Centre Wellington	856,137	12,918	66
Lakeshore	844,254	14,533	58
Lincoln *		9,305	0
Strathroy-Caradoc	681,835	9,031	75
Uxbridge	146,575	8,068	18
Average	535,869	9,537	53

Source: Municipal published 2020 Budget Reports

and excluded from average calculation



- Information Technology services are essential to provide information management for the Township's data and technology and to support operational processes and business decisions.
- The service level is being delivered slightly below standard due to the challenges of internet connectivity in the Township's location including the administration office.





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# The Township of Wilmot

The Townships of Waterloo Region Joint Service Review

## Service Profile Fire Services - Wilmot

999

6

### **Program**

**Public Safety** 

### Department

Fire

### Service Type

Internal / External

### **Budget (\$,000s)**

Compensation

Total Cook

Recoveries

and Benefits	
Material, Operating and Other cost	367

Capital	1,109

<b>Total Cost</b>	2,475
User Fees and	57

Transfers. Grants, Other Funding Source

Capital Funding 363

**Total Revenue** 426

**Net Levy** 2,049 **FTEs** 3 FT

80 oncall

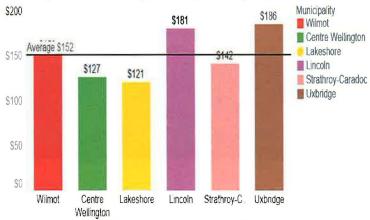
### **Service Description**

The Township's Fire Services is organized into the following functions to provide services to the Township: emergency operations; training and staff development; technical maintenance: fire prevention and administration and support services.

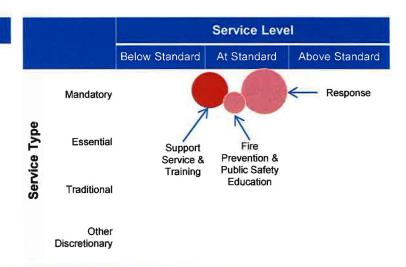
Current staffing is comprised of three full-time positions, one part-time position and 80 volunteer paid-on-call firefighters operating from three stations. Of the full-time personnel, one is a full-time Administrative Assistant to support administration and reporting needs.

## Performance & Benchmarking

Fire expense per household of \$153 is in line with the average of \$152 among the comparator group.



Source: 2018 FIR Schedule 02 and 40, Line 0410 Total Expense before Adj. net Amortization



- Fire Services is a mandatory service under the Fire Protection and Prevention Act, 1997.
- Township By-law 2011-15 outlines the standards to establish, maintain and operate the fire department.
- The service level is generally at standard for a volunteerbased delivery model.



# Service Profile Fire Services - Wilmot

			Su	b-Sei	vices			
Subservice Name & Description	Costs (\$000's)		Revenues (\$000'	s)	Service Level & Source	Service Type	FTEs	Notes
Support Services and Training Overall management and administration of Fire services.	Compensation and Benefits Material, Operating and Other cost	587 104	User Fees and Recoveries Transfers, Grants, Other Funding Source	0	Standard Legislated	Essential Internal	2 FT	<ul> <li>All general volunteer firefighters are certified, grandfathered, or in process of meeting NFPA 1001, Standard for Fire Fighter</li> </ul>
Develop, deliver and coordinate all training programs and activities for the Fire Department.	Capital			0 854 <b>855</b>				Professional Qualifications, level 1 and 2 requirements. Positions above general firefighters (e.g. Fire Chief and Fire Prevention Officer) are certified in additional disciplines.
								<ul> <li>One full-time Fire Chief and one full-time Administrative Assistant.</li> </ul>
Fire Prevention & Public Safety Education	Compensation and Benefits	95	User Fees and Recoveries	4	Standard	Mandatory	1 FT 2 PT	<ul> <li>Fire safety education and inspection are mandatory services under the</li> </ul>
Fire prevention includes home escape planning and fire	Material, Operating and Other cost	8	Transfers, Grants, Other Funding Source	0	Legislated	Exte <sup>-</sup> nal		<ul><li>Fire Protection and Prevention Act.</li><li>The Office of the Fire Marshal,</li></ul>
inspections on a request or complaint basis.	Capital	60	Capital Funding	60				Ontario (OFM) outlines the minimum requirements for the community fire safety program.
Public fire safety education includes the following:  - Smoke Alarm Program  - Safety Village School Program directed to elementary school children  - Presentations to seniors' homes	Total	163	Levy Total	99 <b>163</b>				Shared between one full-time Fire Chief, one full-time Fire Prevention Officer and one full-time Administrative Assistant.



# Service Profile Fire Services - Wilmot

Sub-Services											
Subservice Name & Description	Costs (\$000's	s)	Revenues (\$00	)0's)	Service Level & Source	Service Type	FTEs		Notes		
Response Emergency response to fire	Compensation and Benefits	317	User Fees and Recoveries	53	Standard	Mandatory	80 Volunteers	Fire call volu	me, by ir	ncident t	
calls, medical incidents, car accidents and hazardous	Material, Operating and Other cost	255	Transfers, Grants, Other Funding Source	5	Legislated	External		False calls <sup>1</sup>	2017	2018	2019
materials incidents. City of Kitchener provides dispatch services for the Township.	Capital	885	Capital Funding	303				Medical assistance	326	360	336
Kitchener is also responsible for activating the paging			Levy	1,096				Motor vehicle accident <sup>2</sup>	73	77	72
system to alert volunteer firefighters to respond.	Total	1,457	Total	1,457				Fire <sup>3</sup> Other	23 285	22 294	31 284
o.gco.co.pea.		.,		,,				Total	762	817	789
								Note 1: Includes a malfunction or acc intent, perceived e alarm; Public Haze alarm; other false i Note 2: Vehicle ex Note 3: Fire, explo	idental activa mergency, ac ard call false a fire call. traction and t	tion; human ccidental; CC alarm; medic vehicle collis	) false al false



# Service Profile Emergency Management - Wilmot

# Program Public Safety

Department

Fire

### **Service Type**

Internal / External

### **Budget (\$,000s)**

0

1

0

1

0

0

0

0

0

Compensation and Benefits

Material, Operating and Other cost

Capital

### **Total Cost**

User Fees and Recoveries Transfers, Grants, Other

Funding Source

Capital Funding

Total Revenue

Net Levy

**FTEs** 

### **Service Description**

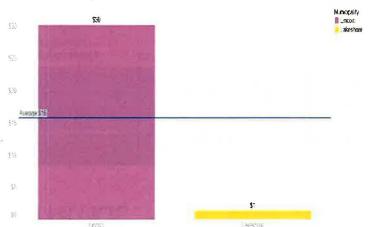
The Township's Emergency Management aims to provide efficient deployment and coordination of the Township's services, agencies and personnel to provide the earliest possible response in order to:

- · Protect and preserve life, property and the environment;
- Assist the Region of Waterloo and other lower municipalities in coordinating emergency management efforts; and
- Restore essential services.

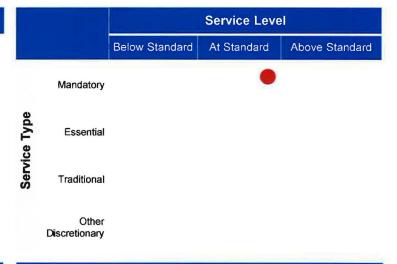
Also collaborates with the Region of Waterloo and other lower tier municipalities in coordinating emergency management efforts.

### Performance & Benchmarking

The Township did not separately report emergency measures expense in the FIR.



Source: 2018 FIR Schedule 02 and 40, Line 0450 Total Expense before Adj. net Amortization



- Emergency Management is a mandatory service under the provincial legislation "The Emergency Management and Civil Protection Act" (R.S.O. 1990). Regulation 380/04 outlines mandated services to be provided including: Community Emergency Management Coordinator (CEMC); Emergency Operations Centre; Hazard Identification and Risk Assessment; Exercise and training; Emergency Response Plan.
- Township By-law 2016-53 outlines the standards for the emergency management program.
- The service level is being delivered slightly above standard due to the Township's usage of advanced zone mapping technology.
- The Township currently has no full-time or dedicated CEMC. This is the responsibility of the part-time Training Officer/Public Educator CEMC.



# Service Profile Corporate Communications - Wilmot

### **Program**

Corporate Services

### Department

Information and Legislative Services

### Service Type

Internal / External

### **Budget (\$,000s)**

Compensation 46 and Benefits

Material, 4 Operating and Other cost

Capital 40

90

0

0

40

0.6

User Fees and

**Total Cost** 

Recoveries

Transfers, Grants, Other Funding Source

Capital Funding

Total Revenue 40

Net Levy 50

FTEs

### **Service Description**

Corporate Communications informs the community and Township employees of various Township business activities. Methods of communication include the Township website; print advertising; social media accounts; and media relations etc.

There is currently one part-time Communication Specialist in place (full-time as of April 2020). Two other Information and Legislative Services roles support the position.

		Service Level					
		Below Standard	At Standard	Above Standard			
	Mandatory						
Service Type	Essential						
Servic	Traditional						
	Other Discretionary						

### Performance & Benchmarking

Wilmot's Twitter presence is above the average of its comparators both in terms of number of tweets and followers.

Municipality	Population	No. of Tweets Per 1000 Citizens	Followers per 1,000 population
Wilmot	17,516	211	178
Centre Wellington	28,191	185	94
Lakeshore	31,359	166	40
Lincoln	23,787	220	68
Strathroy-Caradoc	17,761	116	87
Uxbridge	21,176	204	95
Average	23,298	184	93

Population source: 2018 FIR Schedule 02

Source: Official Municipal Twitter Accounts as of February 19, 2020

- Corporate Communications is an essential service supported by Council (Report CL 2018-21) to inform the public of Township activities. The Communication Specialist supports enhancing the Township's service deliveries and meeting strategic goals.
- The service levels in the past were based on Council and Management Team direction and was at standard compared to other member municipalities with a Social Media Policy. With the hiring of the Communications Specialist, service levels are now considered above standard by providing (through several significant projects) proactive and professional citizen engagement, leveraging industry trends and marketing methodologies to advance this service level.



# Service Profile Information Technology - Wilmot

### **Program**

Corporate Services

### Department

Finance

### Service Type

Internal

### Budget (\$,000s)

Compensation 153 and Benefits

Material, 278 Operating and Other cost

Capital 470

Total Cost 901

User Fees and 76 Recoveries Transfers. 270

Grants, Other Funding Source

Capital Funding

50

Total Revenue 396

Net Levy 505

FTEs 2.0

### **Service Description**

The Township's Information Technology department is responsible for delivering secure and strategic technology services across the Township. The IT department provides support for software, hardware and Help Desk at the Township office. The IT department also provides support to ten sites, including recreation centers, throughout the Township. These areas of support include internet connectivity and electronic signage.

Current staffing is comprised of one full-time Township staff dedicated to IT, supported by two other individuals in Finance that provide ad-hoc IT assistance.

### Performance & Benchmarking

The budgeted IT cost per household of \$45 is below the average of \$53 among the comparator group.

Municipality	Operating Expense Budget	Number of Households	IT Operating Cost per Household
Wilmot	354,500	7,848	45
Centre Wellington	856,137	12,918	66
Lakeshore	844,254	14,533	58
Lincoln *	-	9,305	0
Strathroy-Caradoc	681,835	9,031	75
Uxbridge	146,575	8,068	18
Average	576,660	10,284	53

\* IT budget not separately reported in the published budget documents and excluded from average calculation

Source: Municipal published 2020 Budget Reports



- Information Technology services are essential to manage the Township's vast information resources and support business processes.
- The service level is generally at standard compared to other member municipalities.





KPMG

# The Township of Woolwich

The Townships of Waterloo Region

Joint Service Review

## Service Profile Fire Services - Woolwich

### **Program**

**Public Safety** 

### Department

Fire

### Service Type

Internal / External

### **Budget (\$,000s)**

Compensation and Benefits	1,090
Material, Operating and Other cost	818
Capital	1,255
Total Cost	3.163

User Fees and	69
Recoveries	

Transfers,	
Grants, Other	
Funding Source	

Capital Funding	655

Total Revenue 829

Net Levy 2,334

FTES 2 FT 6 PT 160 on-

160 oncall

105

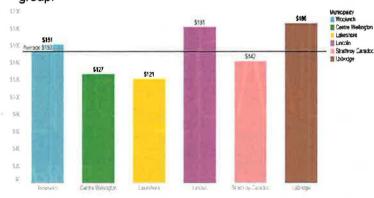
### **Service Description**

The Township's Fire Services provides fire suppression, medical aid, auto extrication, emergency rescue, and fire safety education.

Current staffing is comprised of 1 full-time Fire Chief, 1 full-time Deputy Fire Chief, 1 part-time Training Officer, 5 District Fire Chiefs and approximately 160 volunteer paid-on-call firefighters operating from six stations. Additionally, a part-time Administrative Assistant is shared between Fire and Recreation to support administration and reporting needs.

### Performance & Benchmarking

Fire expense per household of \$161 is slightly above the average of \$153 among the comparator group. Woolwich has 6 fire stations, which is the highest among the comparator group.



Source: 2018 FIR Schedule 02 and 40, Line 0410 Total Expense before Adj. net Amortization



### Rationale For Service Level Assessment & Service Type

- Fire Services is a mandatory service under the Fire Protection and Prevention Act, 1997.
- Township By-law 24-2016 outlines the standards to establish, maintain and operate the fire department.
- The service level is generally at standard for a volunteerbased delivery model.

net Amortiza

# Service Profile Fire Services - Woolwich

			Su	b-Ser	vices						
Subservice Name & Description	Costs (\$000's)		Revenues (\$000'	s)	Service Level & Source	Service Type	FTEs		Notes		
Support Services and Training Overall management and administration of Fire services.	and Benefits  Material,  Operating and	372 601	User Fees and Recoveries Transfers, Grants, Other Funding	69 105	Standard Legislated	Essential Internal	2 FT 6 PT	•	All fire staff are certified or grandfathered to meet NFPA 1001, Standard for Fire Fighter Professional Qualifications, level 1		
Develop, deliver and coordinate all training programs and activities for the Fire Department.	Other cost Capital Total	0 <b>973</b>	Source Capital Funding Levy Total	0 799 <b>973</b>				and 2 requirements.	and 2 requirements.		
Fire Prevention & Public Safety Education	Compensation and Benefits	27	User Fees and Recoveries	0	Standard Legislated	Mandatory	6 Volunteers		Fire safety education and inspection are mandatory services		
Fire prevention includes fire escape planning for single and multi-unit residential buildings;	Material, Operating and Other cost	22	Transfers, Grants, Other Funding Source	0	Logiciatos	ZXIOTTIGI					under the Fire Protection and Prevention Act.
and fire inspections on a request or complaint basis.	Capital	0	Capital Funding	0 49							Ontario (OFM) outlines the minimum requirements for t
Public fire safety education is directed to groups in the community, including preschool/school age children and adults (i.e. seniors and special interest groups).	Total	49	Total	49					community fire safety program.		



# Service Profile Fire Services - Woolwich

Sub-Services											
Subservice Name & Description	n Costs (\$000's)		Revenues (\$000's)		Service Level & Service Typ	Service Type	FTEs	Notes			
Response Emergency response to fire	Compensation and Benefits	691	User Fees and Recoveries	0	Standard	Mandatory	160 Volunteers	Fire call volume	e, by inci	dent typ	e:
calls, medical incidents and car accidents. City of Kitchener provides dispatch services for	Material, Operating and Other cost	195	Transfers, Grants, Other Funding Source	0	Legislated	External		Alarms/false alarms	2017 108	133	110
the Township.	Capital	1,255	Capital Funding	655				Medical assistance	60	58	67
			Levy	1,486				Motor vehicle accident	122	125	133
	Total	2,141	Total	2,141				Fires/ Pre-fire conditions	43	54	52
		_,		_,				Rescues	8	7	19
								CO present calls	8	3	12
								Outdoor fires/burn complaints	16	25	19
								Cancelled/aid not required	23	16	18
								Assist another agency	10	2	10
								Miscellaneous calls	92	53	49
								Total	490	476	489



# Service Profile Emergency Management - Woolwich

# Program Public Safety Department Fire Service Type Internal / External Budget (\$,000s) Compensation 97 and Benefits

Material, Operating and

Capital

Other cost

**Total Costs** 

Recoveries

Transfers.

Total

**FTEs** 

Revenues

**Net Levy** 

User Fees and

Grants, Other

Funding Source

Capital Funding

16

0

0

0

0

0

113

1.0

net Amortization

113

### **Service Description**

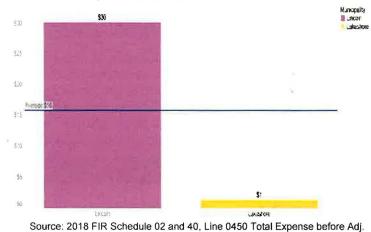
The Township's Emergency Management aims to address public safety risks within the community by developing and improving emergency management programs, business continuity, and coordination of emergency response in order to:

- Protect and preserve life, property and the environment;
- Minimize effects of the emergency; and
- Restore essential services.

Also collaborates with the Region of Waterloo, other lower tier municipalities and other organizations (GRCA), in coordinating emergency management efforts.

## Performance & Benchmarking

The Township did not separately report emergency measures expense in the FIR.





- Emergency Management is a mandatory service under the provincial legislation "The Emergency Management and Civil Protection Act" (R.S.O. 1990).
- Regulation 380/04 outlines mandated services to be provided including: Community Emergency Management Coordinator (CEMC); Emergency Operations Centre; Hazard Identification and Risk Assessment; Exercise and training; Emergency Response Plan; Critical Infrastructure list; Public Education.
- Enables organizations and communities in the Township to respond promptly, efficiently and effectively to an emergency in the Township.
- · The service level is being delivered at standard.



# Service Profile Corporate Communications - Woolwich

### **Program**

Corporate Services

### Department

Corporate Services

### Service Type

Internal / External

### **Budget (\$.000s)**

Compensation 0 and Benefits

0

0

0

0

Material, Operating and Other cost

Capital 0

### Total Costs

User Fees and Recoveries

Transfers, Grants, Other Funding Source

Capital Funding

Total Revenues

Net Levy (

FTEs 0.2

### **Service Description**

Corporate Communications provides engagement with the public and internally to employees regarding Township business activities. Communication channels include the Township website, e-newsletters, social media accounts and media relations etc. Also provides design support regarding the creation of marketing and publication material.

The Township website currently serves as the central hub of Township business information, such as Council activities, recreation programs and special events, emergency notices, etc. The e-newsletters provide periodic communication of specific Township news. Social media accounts include one official Facebook account and one Twitter account.

### Performance & Benchmarking

Woolwich's Twitter presence is above the average of its comparators both in terms of number of tweets and followers

Municipality	Population	No. of Tweets Per 1000 Citizens	Followers per 1,000 population
Woolwich	25,006	271	142
Centre Wellington	28,191	185	94
Lakeshore	31,359	166	40
Lincoln	23,787	220	68
Strathroy-Caradoc	17,761	116	87
Uxbridge	21,176	204	95
Average	24,547	194	88

Population source: 2018 FIR Schedule 02

Source: Official Municipal Twitter Accounts as of February 19, 2020



- Corporate Communications is an essential service to inform the public of Township activities. Service levels traditionally are based on Council and management direction. The service level is slightly below standard due to the lack of a Communications Strategic plan and limited staff capacity to engage more with the community.
- The Township currently has no full-time or dedicated communications staff and communications responsibilities are shared between staff across different departments informally (i.e. 0.2 FTE staff). Communications related cost of \$57K are currently covered in other departments budgets.
- Corporate Communications was assumed by the Corporate Services department as recommended by the 2018 KPMG Service Delivery Review. Staff have implemented the Staff Communications Working Group to assess communications activities, but no major staffing or budget resources will be requested until the outcome of the current Joint Services Review.



# Service Profile Information Technology - Woolwich

### **Program**

Corporate Services

### Department

Corporate Services

### Service Type

Internal

### **Budget (\$,000s)**

Compensation and Benefits	238
Material, Operating and Other cost	220
Capital	274
<b>Total Costs</b>	732
User Fees and Recoveries	0

205

206

526

2.8

### **Service Description**

The Township's Information Technology department is responsible for providing, managing and supporting robust, reliable and secure IT systems and infrastructure to enable all Township departments to achieve their strategic goals and objectives. Specific focuses include:

- Coordinating technology and telecommunication systems, including applications and online services;
- Managing network infrastructure, including hardware support; and
- · Cyber security and data privacy.

Current staffing is comprised of one manager, one 0.8 FTE IT project coordinator and one Help Desk technician (18-month contract).

### Performance & Benchmarking

The Township's budgeted IT cost per household is below the average of \$54 among the comparator group.

Municipality	Operating Expense Budget	Number of Households	IT Operating Cost per Household
Woolwich	458,399	9,076	51
Centre Wellington	856,137	12,918	66
Lakeshore	844,254	14,533	58
Lincoln *		9,305	C
Strathroy-Caradoc	681,835	9,031	75
Uxbridge	146,575	8,068	18
Average	597,440	10,489	54

Source: Municipal published 2020 Budget Reports



### Rationale For Service Level Assessment & Service Type

- Information Technology services are essential to manage the Township's information resources and support business processes.
- The service level is generally at standard compared to other member municipalities.



Capital Funding

Total

**FTEs** 

Revenues

**Net Levy** 



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