



**AGENDA**  
**COMMITTEE-OF-THE-WHOLE MEETING OF COUNCIL**  
**CITY HALL COUNCIL CHAMBERS**  
**TUESDAY, MARCH 10, 2015**  
**4:00 P.M.**

- (1) CALL TO ORDER**
- (2) PUBLIC INPUT PERIOD**
- (3) ADOPTION OF AGENDA**
- (4) BUSINESS**
  - a) Review of Council Priorities for 2015 & Terms of Reference – Management Plan and Rosland Council Plan PowerPoint Presentation**
- (5) CLOSE OF MEETING**

**RESOLVED that** the March 10, 2015 Committee-of-the-Whole Meeting be adjourned.

## Rossland Council Plan – Priorities for 2015

*In its first year, Rossland's newly elected City Council is keen to strengthen its leadership, governance, communication and direction-setting roles. It is also keen to increase public trust by, and accountability to residents. Rossland should be a viable and sustainable city, with high quality services and the leadership needed to support a vibrant local and regional community.*

*This plan includes Council priorities for their first year. This isn't a long-term plan, although one will be in the works during the year. It also isn't a list of all the work done by the City on an ongoing basis. Day to day services for residents and businesses, legally required activities (like financial reports) and other important activities are supported and valued by Council. This is a description of a small number of key priorities that Council will pay attention to.*

*It's recognized that other issues or opportunities may arise over the year which also require special attention.*

Strategic Goal:           Viable, well-governed & well-managed city

Strategic Priorities:

This is the list of priorities Council will pay attention to and work to achieve in 2015. Further in the document is more detail.

1. **Governance:** To ensure effective business, organizational and financial planning to meet fiduciary and good governance responsibilities is in place.
2. **Administration:** To implement the Municipal Auditor Letter of Recommendations and the Auditor General’s recommendations for Rossland.
3. **Human Resources:** To resolve matters related to the Chief Administrative Officer position for the City of Rossland.
4. **City Services - Quality:** To ensure there is a continuous process of improvement in City Services – with residents increasingly pleased with both the quality of services they receive and with the cost to deliver those services.
5. **City Lands and Facilities:** To maximize the benefits of City land and building assets.
6. **Shared Recreation Services:** To provide access for all Rossland residents to the Trail Aquatic Centre at acceptable pricing.
7. **Regional Fire and 911:** To resolve the escalating costs of Rossland’s fire protection and 911 service, provided by Rossland and its six local government partners (Electoral Areas A & B, Warfield, Trail, Montrose and Fruitvale).

## Priority 1: Governance

To ensure effective business, organizational and financial planning to meet fiduciary and good governance responsibilities is in place.

<b>Objectives for 2015</b> (Few key things to accomplish)	<b>Action Steps</b> (To move the objective forward)	<b>By When</b>	<b>Who leads?</b>
Create business plans for large municipal facilities, including arena, Miners Hall and pool.	<ul style="list-style-type: none"> <li>Analyze usage of facilities</li> <li>Consider requirements for cost recovery approach</li> <li>Consider hours of operation</li> <li>Explore obstacles and impediments</li> <li>Explore savings and off-season and other revenue opportunities</li> </ul>	August 1	Darrin, Lois, Recreation
Address competitiveness of City costs and fees (against others in region and of similar size).	<ul style="list-style-type: none"> <li>Do a comparative analysis of Rossland costs and fees</li> <li>Look at cost recovery as a goal</li> <li>Do a tax base analysis</li> </ul>	June 1	Darrin, Lois, Recreation, Administration and Planning
Address the asset management funding gap.	<ul style="list-style-type: none"> <li>Prepare a City Asset Management Plan with a higher level of accuracy and to be prepared for available grants</li> <li>Liaise with Garry at ISL (by June)</li> <li>Pursue grant funding</li> </ul>	Adjust to grant deadlines	Darrin, Lois, ISL, Cynthia

## Priority 2: Administration

To implement the Municipal Auditor Letter of Recommendations and the Auditor General's recommendations for Rossland.

<b>Objectives for 2015</b> (Few key things to accomplish)	<b>Action Steps</b> (To move the objective forward)	<b>By When</b>	<b>Who leads?</b>
Revise the City Procurement Bylaw.	<ul style="list-style-type: none"> <li>Work with BC Procurement Shared Services to put best practices in place for Rossland</li> <li>Involve managers to ensure procedures are realistic, achievable and align with software</li> </ul>	September 1	Lois
Improve project management reporting.	<ul style="list-style-type: none"> <li>Finalize the design of the reporting template</li> <li>Demonstrate it with a project in 2015 (Queen Street retaining wall)</li> </ul>	During project	Lois

<b>Objectives for 2015</b> (Few key things to accomplish)	<b>Action Steps</b> (To move the objective forward)	<b>By When</b>	<b>Who leads?</b>
Seek an external audit to verify compliance and improvement with key recommendations.	<ul style="list-style-type: none"> <li>Conduct a review of City's implementing of recommended improvements (consider adding to the scope of the 2016 City Audit)</li> </ul>	June 1 (commit to process)	Lois

### Priority 3: Human Resources

To resolve matters related to the Chief Administrative Officer position for the City of Rossland.

<b>Objectives for 2015</b> (Few key things to accomplish)	<b>Action Steps</b> (To move the objective forward)	<b>By When</b>	<b>Who leads?</b>
Resolve the CAO issue	<ul style="list-style-type: none"> <li>Resolve the CAO issue</li> </ul>	April 1	Council
Amend Delegation Bylaw.	<ul style="list-style-type: none"> <li>Draft proposed amendments to Delegation Bylaw</li> </ul>	During April	Tracey and Council

### Priority 4: City Services - Quality

To ensure there is a continuous process of improvement in City Services – with residents increasingly pleased with both the quality of services they receive and with the cost to deliver those services.

<b>Objectives for 2015</b> (Few key things to accomplish)	<b>Action Steps</b> (To move the objective forward)	<b>By When</b>	<b>Who leads?</b>
Undertake continuous process improvement projects of selected City services.	<ul style="list-style-type: none"> <li>Demonstrate process improvement on selected processes (review customer/resident needs and satisfaction and efficiency in time and cost for process)</li> <li>Provide coach / facilitator for Department Managers to practice and build into ongoing operations</li> <li>Provide simple report on processes reviewed and measurable impact</li> <li>Prepare business case for LED streetlight conversion. Terms of reference to be discussed with Council.</li> </ul>	September 1	Department Managers
		July 1	Deputy CAO

### Priority 5: City Lands and Facilities

To maximize the benefits from City land and building assets.

<b>Objectives for 2015</b> (Few key things to accomplish)	<b>Action Steps</b> (To move the objective forward)	<b>By When</b>	<b>Who leads?</b>
Prepare a land strategy that can be used as the basis for decisions on: <ul style="list-style-type: none"> <li>· Sale of assets</li> <li>· Acquisition of assets</li> <li>· Retention of assets</li> <li>· Development of assets</li> </ul>	<ul style="list-style-type: none"> <li>· Update the current inventory of City assets</li> <li>· Undertake an analysis of the value of these assets                             <ul style="list-style-type: none"> <li>○ What are they used for?</li> <li>○ What could they be used for differently?</li> <li>○ What are the costs associated with each?</li> <li>○ What is the value of each?</li> </ul> </li> </ul>	May 1  Fall 2015 (for budget discussions)	Stacey Tracey Council

### Priority 6: Shared Recreation Services

To provide access for all Rossland residents to the Trail Aquatic Centre at acceptable pricing.

<b>Objectives for 2015</b> (Few key things to accomplish)	<b>Action Steps</b> (To move the objective forward)	<b>By When</b>	<b>Who leads?</b>
Develop an acceptable arrangement for Rossland residents to access recreation facilities.	<ul style="list-style-type: none"> <li>· Participate in developing shared principles on regional recreation (with all parties in the negotiations)</li> <li>· Develop a draft agreement</li> <li>· Finalize and approve</li> </ul>	April 1	Council and sub-committee

### Priority 7: Regional Fire and 911

To resolve the escalating costs of Rossland's fire protection and 911 service, provided by Rossland and its six local government partners (Electoral Areas A & B, Warfield, Trail, Montrose and Fruitvale).

<b>Objectives for 2015</b> (Few key things to accomplish)	<b>Action Steps</b> (To move the objective forward)	<b>By When</b>	<b>Who leads?</b>

<b>Objectives for 2015</b> (Few key things to accomplish)	<b>Action Steps</b> (To move the objective forward)	<b>By When</b>	<b>Who leads?</b>
Determine and assess viable options for fire and 911 services for Rossland.	<ul style="list-style-type: none"> <li>· Establish a Task Force of experts</li> <li>· Review report on these services by former CAO</li> <li>· Review RDKB fire service report</li> <li>· Consult with other municipalities with local services (e.g. Castlegar)</li> <li>· Consult with existing volunteer fire service in Rossland</li> <li>· Provide options to City Council for review</li> </ul>	June 1 June 1 September November 1  November 1 December 1	Council/Tracey Tracey  Task Force, Council and Tracey  “

## Strategic Targets:

### 2015 Targets:

- Property tax change
- Operating expense target
- Debt target
- Transfer to reserve
- Continuous process improvement target
- Aquatic centre access cost target
- Other

# APPENDIX: Priorities Overview – Rossland Council Plan 2015

Note: The 3 items shown as struck from the list were either underway or not selected as priorities for the plan.

**Critical to address in 2015**

**Important to address in 2015**

**Important to get started in 2015**

Governance and Administrative Priorities	Municipal Services Priorities	Community Leadership Priorities
<p><b>Governance</b> To ensure effective business/organizational &amp; financial planning to meet fiduciary and good governance responsibilities is in place. (Includes \$18million funding gap)</p>	<p><b>Regional Recreation Services</b> To provide access for all Rossland residents to the Trail Aquatic Centre and consider other significant recreation facilities at acceptable pricing</p>	<p><b>Competitiveness</b> <del>To create a competitive investment climate for residential, commercial and other types of capital investment.</del></p>
<p><b>Administrative</b> To implement the Municipal Auditor Letter of Recommendations &amp; Auditor General recommendations.</p>	<p><b>Quality</b> To ensure there is continuous process improvement of City services to improve service quality (effectiveness in eyes of customers) and delivery costs (efficiency for City and taxpayers).</p>	<p><b>Sustainability and Attracting Investment</b> <del>To improve the attractiveness of City for people and investment through partnership with Rossland's Sustainability Commission.</del></p>
<p><b>Human Resources</b> To resolve the CAO matter.</p>	<p><b>Regional Fire and 911 Services</b> To resolve the rapidly escalating costs of Rossland's fire protection and 911 service provided by Rossland and its 6 (Trail, Warfield, Montrose, Fruitvale, Area A, &amp; Area B regional local government partners</p>	<p>.</p>
<p><b>Public Communication</b> <del>To improve the City's two-way communication with the public regarding issues, priorities and change.</del></p>	<p><b>City Lands and Facilities</b> To maximize benefits of City land and building assets</p>	



TERMS OF REFERENCE  
City of Rossland Management Plan  
March 3, 2015

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INTRODUCTION

Successful municipalities will typically prepare a Plan setting out the direction for the organization to address desired changes such as financial viability, service improvements, asset management, human resource management and support for community growth.

Rosslund Council has chosen a slightly different, more expedient planning approach. The City's circumstances have been atypical, partly due to the absence of a full-time CAO to manage the organization and partly because of some serious issues resulting in the public's loss of confidence in both the Council and management. The recently elected Council decided to take public input and information presented by City staff, including an update of the need to deal with unfunded capital works, to identify issues and priorities for change. The Council and staff identified short-term priorities with associated objectives and selected quantitative targets as part of the 2015 strategy for change.

The Council Plan will inform a management plan and detailed other plans including a financial plan. Because of the urgent nature of the Council Plan, it is understood that more detailed, longer-term planning will be undertaken later in 2015 that should result in a Rosslund Strategic Plan setting out Council's direction for 2016 – 2018.



A management plan will not only deal with the Council priorities, but it will also address the ongoing obligations of management that are not included in the Council Plan.

## OBJECTIVES OF MANAGEMENT PLAN

- Implement Council Plan with desired outcomes
- Provide Council and staff with all of the management objectives, tasks, timelines and measures, including Council priorities
- Integrate performance management into the management plan, assigning responsibilities and accountabilities
- Integrate management plan with other plans as applicable, including financial plan, asset management plan, official community plan and service plans

## RESPONSIBILITY FOR PREPARING MANAGEMENT PLAN

The responsibility for preparation of the Management Plan will be Rossland's CAO, who is currently the Deputy CAO.

## SCOPE OF MANAGEMENT PLAN

### 1. Implement Council Plan Priority Objectives

Governance – Ensure effective business, organizational and financial planning to meet fiduciary and good governance responsibilities

- Comparative analysis of Rossland taxes, fees, charges to determine the competitiveness of Rossland relative to peer group municipalities. i.e. municipalities of a comparable number of property tax folios and/or permanent/seasonal population, etc. Comparables are also the same number of services delivered by the City, excluding others, such as regional districts.
- Prepare an asset management plan that describes the proposed projects, rationale, ranking in order of importance (there cannot be two number 1 ranks), costing in current dollars, and others in keeping with good asset management planning principles.
- Prepare business plans for municipal operations including Miners Hall, Arena and Swimming Pool that will increase revenue and reduce costs.

Administration – Implement the municipal auditor's letter of recommendations and the BC Auditor General's recommendations for Rossland

- Prepare a revised or new Procurement Bylaw
- Establish sound project management and project management reporting system and demonstrate with a project in 2015
- In 2015, Council and staff make commitments for an external audit to verify compliance and improvements made by the City of Rossland. This audit to occur in early 2016

Human Resources – Resolve matters regarding Council and CAO authorities

- Amend the existing delegation bylaw to ensure a proper balance between Council and CAO authorities
- Integrate an effective system of performance management with the management plan

City Services – Improve both the effectiveness (in eyes of the users/customers) and efficiency (cost and time) of the delivery of each of the city's services

- Undertake continuous process improvement projects to demonstrate desired outcomes. Outcomes to be tied to Council Plan targets
- Determine the business case for LED streetlight conversion; if positive, Council to approve project. Terms of Reference to be discussed with input from Council.

City Lands & Facilities – Maximize the benefits from City owned lands and facilities

- Prepare a land/facilities strategy

Shared Regional Recreation Services

- Negotiate an acceptable agreement with the City of Trail that will provide all Rossland residents with access to the Trail Aquatic and Leisure Centre

Regional Fire / 911 Service: Resolve the rapidly escalating costs of this regional service

- Determine and access viable options for fire and 911 services; check in with Council regarding extent to which City should apply scarce staff resources to this initiative.

## 2. Implement Non-Council Priority Objectives

The Council priorities are derived from public issues and needs identified by Council, staff and public. The remainder of the management ought to be focused on those management issues that ensure a City organization that will satisfactorily satisfy the needs of users/customers of City services, and ensure the City organization is well governed and well managed, including meeting the statutory requirements.

The design and layout of a management plan should be clear, simple and logical, which is not always easy to accomplish. Therefore, while the general organization of a management plan should typically follow acceptable practices, the CAO or Corporate Planner often has to be creative when producing a Plan that will best guide the City's activities over the prescribed timeframe.

Such a framework would typically have management's activities organized around the following headings:

### Management Plan Outline

#### a) Introduction

- i. Concise summary statement of plan purpose, key challenges to the City, key outcomes that City management wants to accomplish by the end of 2015 and a very brief paragraph summarizing how these accomplishments will be achieved.

#### b) External Operating Environment

- i. Given that the City is influenced by many external forces, provide an overview of these forces that are causing the City organization to adapt to change.
  - ii. External factors include: What are the general changes in the number of users/customers for City services. How is population, both permanent and seasonal population changing.
  - iii. What are other key changes in the operating environment that will include Provincial government regulations, policies, funding, etc.
  - iv. What are changes occurring in other municipalities that will influence the City of Rossland. These changes could be influenced by the broader economic conditions, and more specifically, changing in pricing (taxes), service levels, etc.
  - v. The above information and analyses would also be necessary as inputs for the strategic planning to be undertaken by Council and management later in 2015.
- c) City Management Issues, Objectives, Tasks, Assignments, Timeline, Performance measures, other. These include matters that require management or Council decisions, management allocation of staff and financial resources and management monitoring and evaluation.
  - i. Governance – What activities must management include in its plan to support proper governance of the City organization. The focus is on any activities that must be managed, including change.
  - ii. Administrative – What activities must management include that ensures the organization can meet its statutory and good management obligations.
  - iii. City Services – What management activity needs to identified and pursued for each City service that will ensure customer satisfaction within the organization’s financial and staffing capability. City services is what the City exists to do, therefore, it is this section that will typically be the focus of the management plan. This section would address what city services might be rationalized, how this would be done and when; it might include which city services might be improved and how this might be done; it might include how city services will otherwise be changed and how.
  - iv. Regional Services – Identify, in consultation with the Mayor, who is the City’s regional representative, any City management activities that ought to be included in the management plan.
  - v. Human Resources – Employees are an organization’s most valuable resource in satisfying user/customer needs and managing the organization successfully. Therefore, the management plan would typically address activities that would improve the capacity of its employees through specific employee training. The City of Rossland has such a plan for some staff. This might be expanded to include all staff.

- vi. Communication – Council has prepared a communications plan; however, the management plan should include any communications that are essential to delivering city services.
- vii. Physical Facilities and Lands – While infrastructure such as roads and sub-service pipes, sidewalks, lighting and other engineering works are critically important city services and the management activities are included under the City Services section above, City owned buildings can have an impact on customer satisfaction as well as city financial performance. The Council has identified the need for a well-thought out strategy for these city assets. The management plan would capture this Council priority for 2015.
- viii. Process Management – Identify any management activities that relate to management processes. These appear to include software changes, taxpayer tax payment processes, user payment processes, others ? These are changes that would improve customer service.
- ix. Financial – Management activities that relate to sound financial management of the City, financial strategy that reflects Council direction and priorities over the longer term, and regular relevant financial reporting.

#### TIMELINE – URGENCY IS REQUIRED

Ideally the management plan should be prepared ahead of the financial plan. Given that it may not be possible to complete the management plan, a draft outline should be prepared as soon as possible. This should begin immediately because it is an urgent priority. Council should be apprised of progress at each Council meeting.

Deadline for the draft Management Plan being presented to Council is no later than the April 13, 2015 regularly scheduled Council meeting.





# ROSSLAND COUNCIL PLAN

## Measureable Targets

# Purpose

Establish measurable targets  
to complete Council Plan

## QUESTION FOR YOU

What are the KEY targets that will help Council, staff and public know that we are progressing in the right direction and at the right rate of change ?



# CONTEXT

**We are undergoing the greatest  
economic shift in human history**

(redistribution and expansion of wealth)

Change is  
speeding up in...

- **Technology**
- **Knowledge**
- **Globalization**
- **Demography**

**This “new” world requires  
new types of leaders**

(and changes the way local governments must function  
to be effective in advancing community development)



# Need for Targets

- Targets – essential for effective planning
- Effective planning = good governance, good management, good outcomes
- Council Plan informs management plan / financial plan



# Status of Council Plan



- Council Goal: **Viable, well-governed & well-managed city**
- Council's 2015 strategic priorities for change:
  1. Governance – planning
  2. Administration – audit recommendations
  3. Human Resources – cao
  4. City Services – C.I. quality & cost
  5. Land & Facilities – rationalize
  6. Shared Services – aquatic centre deal, fire/911

# Status of Council Plan

## Council's 2015 Objectives to address Goal:

1. Good planning
  - Competitiveness of taxes, fees
  - Accurate asset management
  - Business plans for revenue facilities (arena, miners, pool..)
2. Audit recommendations
  - Procurement procedure
  - Project management reporting – Queen St Project
  - Commit to expand audit in 2016 re: compliance of above
3. CAO
  - Repeal delegation bylaw
  - Resolve cao issue
4. Improve city services
  - Improve quality and reduce cost of selected services
5. Rationalize city lands & facilities
  - Strategy to develop, sell and/or acquire lands/facilities
6. Aquatic Centre access & rationalize fire/911
  - Aquatic centre deal
  - Rationalize fire/911 services



# 2015 Financial Situation

## Rossland 2015 Financial Summary – Source: Feb 16, 2016 (L. Hunter)

	General Fund	Water Fund	Sewer Fund	Comments
<b>City Operating Revenues</b>				
Taxes	3,990,000			2 % increase
Utilities	119,200			2 % increase
User Fees		529,650	514,200	
Parcel tax		434,650	123,550	
Grants	455,000			
Other	74,100	23,250	5,500	
<b>Total</b>	<b>4,638,300</b>	<b>987,550</b>	<b>643,200</b>	<b>6,269,050</b>
<b>City Operating Expenses</b>				
General admin	(1,255,700)	516,700)	523,550)	exemp 830,100
Com grant	(274,750)			
City com suprt	(57,050)			
Public works	(1,143,100)			exemp 128,600
Prot. plan, eng	(225,200)			exemp 191,800
Recreation	(383,900)			exemp 141,600
Wildfire/emerg	(45,350)			
MH,downtn,parks	(168,900)			exemp 7,000
<b>Total</b>	<b>(3,553,950)</b>	<b>(516,700)</b>	<b>(523,550)</b>	<b>(4,594,200)</b>
<b>Other Expenses</b>				
To Reserves	(221,300)			
Funded Surplus	103,000			
Debt Costs	(315,000)	(253,200)	(20,750)	
Broadband - new debt	186,600			
Capital Projects	(1,752,650)	(179,500)	(72,500)	Include Broadband
Special Projects	(119,700)	(59,000)	(67,000)	
<b>Total</b>	<b>(2,119,050)</b>	<b>(491,700)</b>	<b>(160,250)</b>	
<b>Deficit</b>	<b>(1,034,700)</b>	<b>(20,900)</b>	<b>(40,600)</b>	<b>(1,096,200)</b>
Estimated 2014 Surplus – 210,750				
Total Reserves - ?				



# Identifying & Setting Targets for Desired Change

- Focus on key targets
- Must be easy to measure
- Drive other plans
- Meaningful for management, council and public
- Measures to be reported quarterly



# 2015 Council Plan Target Options

Proposed 2015 Target	Options (* Compulsory)			
	Status Quo 2014	CPI	Competitive	Expenditure Driven
Property tax change *	0%	1%		26 %
Operating expense change*	0%	1%		- 29 %
Debt target*	9%			25 %
Transfer to reserve*	\$ 210,000	\$ 212,500		
Admin:PW:Rec:ComSupport	40:50:3:7	38:52:3:7	35:55:3:7	30:60:3:7
	Other Target Options			
Continuous improvement	\$ 0	\$ 100,000	\$ 250,000	\$ 1,000,000
Reduce capital gap	\$ 0 (defer)			\$ 1,000,000
Aquatic centre access cost	\$ 7,000			\$ 130,000
Rationalize fire/911	\$ 400,000			\$ 350,000
New Revenue	\$ 0			\$ 1,000,000