



CITY OF HAMILTON
PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT
Planning Division

TO:	Chair and Members General Issues Committee
COMMITTEE DATE:	January 13, 2016
SUBJECT/REPORT NO:	Position Vacancies within the Planning Division, Planning and Economic Development Department (PED16029) (City Wide)
WARD(S) AFFECTED:	City Wide
PREPARED BY:	Steve Robichaud Director of Planning and Chief Planner
SUBMITTED BY:	Jason Thorne General Manager Planning and Economic Development Department
SIGNATURE:	

RECOMMENDATION

- (a) That Report PED16029 be received and that Request for a Report on Planning Division, Planning and Economic Development Department position vacancies be removed from the Open for Business Sub-Committee outstanding business list.
- (b) That the Director and Chief Planner, Planning Division, Planning and Economic Development Department be authorized to convert for a two year period the Manager, Zoning By-law position into one Senior Project Manager position, all within the existing Planning Division Operating budget.

EXECUTIVE SUMMARY

This Report is in response to the request by the Open for Business Sub-Committee for an update on staffing vacancies within the Planning Division and the steps / actions being undertaken to fill vacant positions.

In addition, in order to achieve Council's strategic objective to build organizational capacity to ensure the City has a skilled workforce that is capable and enabled to deliver its business objectives, the Planning Division requires an adjustment in the composition of the staffing complement to oversee and provide day-to-day project management of the City's growth management strategy (i.e. GRIDS2). The scope of these changes is within the established Planning Division operating budget.

The Manager position is currently vacant. The position will be funded through the Hamilton Growth Management Review Study capital project funding which was approved in 2015 (Project ID 814555600).

FINANCIAL / STAFFING / LEGAL IMPLICATIONS

Financial: Due to the conversion of the position, there is a net salary decrease of approximately \$10,000. The Manager position is currently vacant. The position will be funded through the approved capital funding for the Hamilton Growth Management Review Study.

Staffing: This Report recommends the conversion of the Manager, Zoning By-law position into one Senior Project Manager Position, all within the existing Planning Division budget. The affected position is currently vacant and is in the Policy Planning and Zoning Reform Section.

Legal: N/A

HISTORICAL BACKGROUND

On September 29, 2015, the Open for Business Sub-Committee approved the following motion:

“That the General Manager of Planning and Economic Development be directed to report to the General Issues Committee on the status of position vacancies within the Planning Division of Planning and Economic Development”.

The motion was approved at the October 21, 2015 General Issues Committee meeting and by Council on October 28, 2015.

Information

The Planning Division is comprised of three sections (Community Planning, Development Planning, Heritage and Design and Policy Planning and Zoning By-law Reform). The approved staff complement is 73.5 Full Time Equivalencies (FTEs). Fourteen positions are capital funded and 59.5 positions are levy funded, with cost recoveries from development applications.

As of December 31, 2015 there were 13 vacancies within the Planning Division. A summary of the positions is attached as Appendix “B”. Of the 13 vacancies, four of the vacancies are related to maternal / parental leaves (four staff on parental leave and one vacancy is due to a staff person backfilling a paternity leave in another Division). Staff will be returning to these positions commencing in Q1/2016. Although the

Administrative Assistant position was occupied at the time of preparation of this Report, the position has been posted as it will become vacant in January, 2016. It is anticipated that the position will be filled in Q1/2016.

In the December, 2014 – December, 2015 time period, there were 20 postings within the Planning Division to fill a total of 28 vacant positions. A summary of the postings is attached as Appendix “C”.

Historically, positions within the Planning Division were held vacant to either maintain the Development Stabilization Reserve Balance at a sustainable level or to assist with balancing the overall Department budget. However, in response to issues relating to workload and the timely completion of the development review function and project related work, the filling of vacant positions has been a Departmental priority in 2015.

As a result of the focus on filling vacant positions within the Planning Division with qualified candidates that align with the Corporate Culture, there has been a significant number of staff changes within the Division. Based on a review of the current staff profile, over 50% of the existing staff complement within the Planning Division are either new to their position, their section, the Division, the Department or the City of Hamilton. Furthermore, the Planning Division has moved through the issue of succession planning in that approximately 75% of the staff complement is under 40 years of age. Therefore, staff training and development will be a high priority for the Division in 2016, with a focus on technical expertise, customer service and file / project management.

2015 Council Approved Staff Enhancement – Status Update

Business Facilitators

As part of the 2015 Budget process, Council approved two additional Business Facilitators within the Planning Division.

Based on the economic growth experienced by the City in both the urban and rural areas and ensuring that the City is prepared for the wave of continued development interest that is coming, appropriate staffing is required. Based on a fast and predictable development approvals process and the activity levels of the two existing Business Facilitators, it was determined that two additional Business Facilitators were needed.

The Business Facilitators report to the Co-ordinator of Business Facilitation. The team is comprised of two “generalist” facilitators, as well as an urban facilitator and a rural facilitator.

Business Facilitators are a central contact person and serve as a “business ambassador” to assist new and growing businesses through the development approval process. The Business Facilitator is responsible for facilitating, coordinating and

providing advice on all development approvals and to recommend changes to processes to improve the City's business environment. As "business ambassadors", they function as the 'go to person' for problem resolution on complex development approvals and issues. In addition, the Business Facilitators develop documents and monitor procedures to streamline the development approvals process.

The business community requires timely and accurate information and the ability of the Business Facilitators to ensure timely development approvals, assist with the resolution of issues/delays and maintain the City's "Open for Business" image. All of the members of the Business Facilitation team assist small business owners, and it is for this reason that the Business Facilitation team is co-located with the Small Business Enterprise Centre and Municipal Licensing staff on the First floor, City Hall.

The focus of the Urban Business Facilitator is to work with the businesses and the investment community within the nodes and corridors areas of the City including the Waterfront and industrial Bayfront areas and the downtowns. Reurbanizations create unique challenges and requires the need to anticipate and develop strategies and solutions to address these challenges. Their role would be to assist with streamlining the approvals process including the Design Review Panel and be a key point of contact for the development approvals process.

The Rural Business Facilitator works to ensure that new and expanding businesses looking to invest within the rural communities of the City have the support that they need to be able to navigate the development approvals process to ensure success. The role of the Rural Business Facilitator has become increasingly important vis-à-vis the new Council adopted Rural Zoning which will permit a broader range of on-farm business opportunities and non-farm related businesses which have either established in the rural area or proposing to establish in the rural area (e.g. agri-business, tradespersons).

As previously discussed, team leaders are directly involved in the hiring process. In April, 2015, the Coordinator of Business Facilitation became vacant due to an internal staffing change (the incumbent accepted the position of Secretary-Treasurer, Committee of Adjustment). This delayed the posting of the two additional Business Facilitator positions until the Coordinator position was filled. The Coordinator position was filled in July, 2015. The two new Business Facilitator positions were subsequently posted and the positions were filled in October, 2015.

Initiatives to Respond to Recruitment and Staff Development

Organizational Structure Realignment (Planning Division)

In April, 2014 a minor restructuring of the Planning Division was received by Council. The restructuring of the Development Planning, Heritage and Design Section was in response to concerns expressed by the client and stakeholder groups that the previous

structure (2 teams (East and West)) did not adequately provide for staff with the knowledge and expertise of the unique geographic areas of the City (especially the rural area). In addition, the Province's Greenbelt Plan and the City's Rural Official Plan have resulted in additional planning approvals required for properties in the rural area, to protect natural heritage features and groundwater.

In response to the above, the two Development Teams were restructured into three Development Teams (Urban, Suburban and Rural). Each of the teams is led by a Senior Project Manager (SPM). Priority was given to filling the SPM positions. This was because as team leaders it is important that the SPMs are directly involved in the hiring process. In addition, the 3 team model reduced the number of staff per team (from 13 per team to 8 – 11 per team). The smaller teams would facilitate the mentoring and coaching of staff to assist in their professional development thereby implementing the Corporate Culture pillars of Engaged, Empowered Employees and Sensational Service.

In 2015 the Friends of the Greenbelt Foundation recognized the 2014 restructuring and realignment of the Planning Division as a "best practice" in the delivery of planning services within the Greenbelt Plan area. The Planning Division was included in their "Local Leadership Matters: Ontario Municipalities Taking Action to Strengthen the Greenbelt" publication. Recognition such as this is important when recruiting to fill positions within the Planning Division. A common theme amongst external applicants is that their reasons for applying for positions with the Planning Division is the complexity and diversity of projects that the Division is currently leading combined with the current Planning Division leadership team.

Hiring Strategy (Planning Division)

The restructuring was developed as a proactive response to the challenge of training, mentoring and developing staff, and in particular the situation of having a significant number of staff that are either new to the organization and/or their position within the organization. Over the course of the last 12 months, the following hiring strategy has been implemented:

- Team Leaders - Given the importance of the Senior Project Managers and the Secretary –Treasurer in staff training (mentoring, coaching) and advancing the Divisional work program, the filling of these positions is a priority;
- "Specialists" - Those positions that are involved with projects (either directly or providing direct input into) that have Divisional and/or Departmental significance were filled (e.g. Cultural Heritage Planner, Urban Designer, GIS Technician, Business Facilitators); and,
- Planning Technicians / Planner II – These positions are often the first point of contact for the Division's customers and are directly involved in the majority of

the Division's core business activities (i.e. Committee of Adjustment applications, inquiries, minor / routine applications).

Historically, the Planning Technician and Planner II positions are often filled by staff that are at the beginning of their planning careers (either recent college/university graduates or have 1-3 years professional experience). As such, these staff initially require more guidance and direction and over time these staff have the opportunity to move into Planner I or Senior Planner positions (especially given the seniority provisions of the Collective Agreement relating to hiring). Furthermore, by filling these positions, files and project work can be assigned to ensure that staff in more senior positions (e.g. Senior Planner) can focus on more complicated development files and/or projects.

Positions that are essential to the completion of project work (e.g. secondary plan, zoning by-law reform) are posted, as required, to ensure the timely completion of this work.

Generic Job Descriptions (Planning Division)

At the present time, the job descriptions for the Senior Planner, Planner I and Planner II positions are unique to the three sections within the Division. As such, to fill a vacancy in one section, it is necessary to post the vacancy, interview applicants and fill the position in accordance with the applicable City of Hamilton policies and provisions of the Collective Agreement. The qualifications for the positions are generally consistent in terms of education, experience and professional membership (i.e. eligible or member of the Ontario Professional Planners Institute (OPPI) and Canadian Institute of Planners (CIP)).

The current process can require 2-3 months to fill a vacancy, even when the successful applicant is doing a lateral move (e.g. moving a Planner I position from Community Planning to a Planner I position in Development Planning).

In response to this, the job descriptions are being harmonized across the three sections. The generic job description would provide the opportunity for staff to broaden their technical skills by gaining experience in policy planning, community planning and development planning, allow for additional short term project related work and reduce the amount of time required for lateral staff movements. Through the annual Performance Accountability and Development (PAD) process, the staff development plan will allow staff with the mechanism to identify preferences with respect to lateral development opportunities and is consistent with the Corporate Culture Pillars of Engaged Empowered Employees and Sensational Service.

Periodic Postings (Planning Division)

A periodic posting is a job posting for all vacancies (typically) that arise in a six month period for a specific job (i.e. Planner I). The periodic posting would be good until the end of the six months, or until the pool of qualified candidates is exhausted (whichever is sooner) and both internal and external (where applicable) would be legible to apply. The use of a periodic posting eliminates the requirement to post a vacancy when a position unexpectedly becomes vacant, or when a job competition was recently completed for the same position. The posting would say “All Vacancies - Permanent and Temporary Full-time”. The posting would specify the timeframe that the pooling is for (i.e. December 15, 2015 - June 15, 2016). This gives the hiring manager time to screen, interview and make job offers. The Collective Agreement, in terms of confirming permanent, would still apply.

External Recruitment (Planning Division and Growth Management)

Depending on the position and the potential pool of qualified internal candidates, job postings may be posted internally or internally and externally.

External postings are through the City of Hamilton website. However, for specialized positions or where there is a limited pool of qualified internal candidates who may be interested in applying for the position, opportunities with the Planning Division have been promoted through professional associations (eg. Ontario Professional Planners Institute (OPPI) or the Canadian Association of Planning Technicians (CAPT) and Municipal World.) In addition, staff utilize networking opportunities at planning related events (eg. OPPI conference) to highlight the professional development opportunities for individuals interested in advancing their planning careers. Current and potential opportunities are highlighted and individuals are encouraged to monitor the City's website and / or the aforementioned websites.

Of the 26 vacant positions filled in 2015 in the Planning Division, ten positions were filled by outside applicants. These positions required either specialized technical skills (e.g. urban design or cultural heritage) and / or a combination of technical and leadership skills (i.e. Senior Project Manager (SPM) in Development Planning).

Staffing Levels – Development Planning, Heritage and Design Section

The approved staff complement for the Development Planning, Heritage and Design Section is 38 FTE's.

At the time of implementation of the three development team concept in November, 2014, there were nine vacant positions within the Development Planning, Heritage and Design Section. Of the nine vacant positions, eight positions were either Planner II, Planner I or Senior Planner positions. These eight positions are directly involved in

receiving, reviewing and preparing recommendations on development applications, and in particular applications for an Official Plan Amendment, Zoning By-law Amendment and / or Approval of a Draft Plan of Subdivision.

Of the 28 positions in the Section that were occupied at the beginning of January, 2015, four positions became vacant in 2015 as a result of employee resignations. These resignations from the City of Hamilton were to pursue career opportunities in another municipality or for personal reasons.

In 2015, a total of seven positions in the Section became vacant due to internal movement within the Division and/or Department. These vacancies arose as individuals either pursued career development opportunities in other parts of the Division or the Department or the individuals were the successful applicants and advanced to a more senior position within the Section.

In addition, there were multiple situations whereby an individual applied for more than one position within the Division and was the successful candidate for two or more positions (including temporary positions). Under this scenario, a Planner II could accept a permanent Planner I position in the Development Planning, Heritage and Design Section and a temporary position in either the Community Planning Section or the Policy Planning and Zoning Reform Section. Therefore, although the position in the Development Planning, Heritage and Design Section was filled, the position became vacant for a temporary period resulting in no net increase in staff within the Section.

In the Q2/2015 – Q3/2015 time period, the number of vacancies within the Development Planning, Heritage and Design Section peaked at approximately one-third of the total number of Planner positions, or the equivalent of one development team. During this time period, the volume of development applications remained constant. As such, the ability of staff to process applications in a timely fashion was impacted.

As discussed below, temporary vacancies have their own challenges. Temporary positions provide for career development opportunities. However, they can be difficult to fill, especially if there are no qualified internal candidates and external candidates are either under qualified or unwilling to accept a temporary position.

Consequently, the number of vacant positions within the Development Planning, Heritage and Design Section remained constant with eight positions still vacant two of which were due to paternity leaves) at the end of December, 2015, despite 12 postings to fill 21 positions.

Within the Development Planning, Heritage and Design Section, approximately 55% of the staff are new to their position and / or the organization. There are direct operational implications of having a significant proportion of the staff new to their position.

On average, managers and supervisors spend 10-15 hours per vacancy to complete the recruitment process. Based on the 21 positions posted in the Development Planning, Heritage and Design Section, this translates into 210-315 hours (30-45 work days out of a total of 220 work days per annum) to complete the recruitment process.

New staff initially requires more guidance and direction and do not have the corporate knowledge and experience that veteran staff have. New staff generally requires additional time to complete tasks until they become knowledgeable and comfortable with established policies and procedures. The cumulative effect of this is that managers and supervisors are required to allocate additional time to coaching and mentoring new staff during the transition period.

POLICY IMPLICATIONS AND LEGISLATED REQUIREMENTS

Budget Complement Control Policy

Council approval is required where it is expected to change the pay band for the new position by more than one band. As the Manager, Strategic Initiatives and the Senior Project Manager are more than one band from the existing pay bands, Council approval is required for the proposed changes.

Organization Restructuring Policy

The proposed changes to the Strategic Planning and Zoning By-law Reform Section represent a "Minor Reorganization" in that the changes are contained within the Planning Division and are within the approved budget.

RELEVANT CONSULTATION

Corporate Services, Finance and Administration Section.

ANALYSIS AND RATIONALE FOR RECOMMENDATION

Rationale for Removing Positions from Capital to Levy

As part of the 2015 Budget process, staff proposed the conversion of three positions from being Capital funded to Levy funded. This request was referred to the 2016 Budget process. While this request will not increase the number of FTE positions within the Planning Division, the change in funding sources will have a net levy impact of approximately \$350,000.

At the present time, all of the Planners and Planning Technicians within the Policy Planning and Zoning By-law Reform section are funded through capital funding.

Staffing based on capital funded positions has significant impacts that not only affect this section but the other sections within the Planning Division. These positions are filled on the basis of funding and are only posted for 18 months at a time since they are 'temporary' jobs.

1. People from outside the corporation are generally not willing to leave a permanent position to go to a temporary position due to uncertainty of employment. As a result, the most qualified applicants do not apply for temporary positions. As such, the City is missing out on planners and technicians that may have valuable experience.
2. For those individuals who do not have a permanent home position, once the person is in a temporary position, he or she is applying for a permanent position which ultimately, for the Policy Planning and Zoning By-law Reform Section, means leaving the section. As a result, there are project delays and a loss of continuity because the job is reposted and additional training is required.
3. Internal staff can apply for jobs in the Policy and Zoning By-law Reform Section, most often they come from another section within the Planning Division. That section is required to backfill and the same issues as identified in points 1 and 2 apply in terms of recruitment and turnover.

In addition, starting on 01 January 2016, after 36 months individuals in a temporary union position will be required to either return to their permanent position or alternatively they will forfeit their permanent "home base" position. Overall, this change is a positive development for the Planning Division in that it is anticipated that this change will provide for more stability in staff positions. However, as it relates to the Policy and Zoning By-law Reform Section, it is anticipated that this change in the Collective Agreement will result in increased staff turnover, as staff will return to their permanent position resulting in the loss of continuity on projects.

Zoning By-law Reform Complement Adjustment

The current staff complement for the Zoning By-law Reform group is comprised of five staff positions. The positions are: Manager, one Senior Planner position, two Planner I positions, one Planner II position and one Planning Technician position.

The Manager position was established prior to the realignment and restructuring of the Planning and Economic Development Department in 2007. Prior to 2007, the Zoning By-law Reform Section was a distinct section within the Policy Division. The Zoning By-law Reform Section is now part of the Planning Division, specifically within the Policy and Zoning By-law Reform Section. All of the staffing positions are funded from capital.

In October 2013, Council received the work programs for the preparation of the new commercial, mixed use, and residential zoning. Based on the Council-approved work programs, the requirement to update the City's growth management strategy (i.e. GRIDS) and the current organizational structure, changes to the staffing complement are required.

City Council approved the first Growth Related Integrated Strategy (GRIDS) in 2006; it included a land use option based on a nodes and corridor strategy, Infrastructure and Water/wastewater Master Plans, a Social Development Strategy, an Economic Development Strategy and a Financial Analysis of the Growth options. This document allocated growth up to 2031. GRIDS has to be updated to allocate the additional jobs and persons beyond 2031 and to determine the impact on the Master Plans.

In 2013, the Province adopted Amendment No. 2 to the Growth Plan for the Greater Golden Horseshoe to include new employment and population forecasts for 2036 and 2041. The forecasts for Hamilton are that there will be an increase of 50,000 jobs and 120,000 people between 2031 and 2041.

Funding for the GRIDS2 work was approved through the 2015 Capital Budget process.

It is proposed to change the vacant Manager position to a Senior Project Manager position to oversee and provide day-to-day project management for the update of the City's Growth Management Strategy to 2041 (i.e. GRIDS2).

The original GRIDS study provided an organization framework for the VISION 2020 renewal process, the development of a new Official Plan (which included undertaking a residential intensification analysis, a commercial needs assessment and employment land needs assessment) the preparation and/or update of three master plans (water and wastewater, stormwater and transportation), master plans and the update of the City of Hamilton Development Charges By-law. Through the GRIDS process, the project team undertook and completed work that had not been previously undertaken (ie commercial inventory, stormwater management master plan). In addition, the introduction of the both the Greenbelt Plan and Growth Plan (Places to Grow) had significant implications for the GRIDS process.

The original GRIDS study design recognized that the original GRIDS project was a significant undertaking and would be a reiterative process. Furthermore, the 2003 staff reports to Council identified the high volume of staff turnover that was occurring had the potential to affect the completion of the GRIDS project in a timely fashion. As such, the January, 2003 staff report noted:

“A designated staff member, the project lead, must be appointed for the two year time frame to oversee all aspects of the project and to act as the liaison between Council and the project team. Given the scope of departments that

will be involved in the project it is suggested that this individual be seconded to the City Manager's Office for the duration of the project."

The original GRIDS study established the framework for guiding growth in the City of Hamilton to 2031. As a result of subsequent work and decisions that have occurred since the adoption of GRIDS in 2006, the focus on GRIDS2 will be on reinforcing the existing balanced growth strategy and to implement Council's 2006 direction to incorporate lands along Twenty Road in the required Official Plan and Master Plan reviews and to implement the 2015 Minutes of Settlement for the AEGD.

The Minutes of Settlement require the City of Hamilton to commence work on a City-wide Municipal Comprehensive Review comprising a review of the City's future employment, commercial, institutional, residential land needs within and beyond the present urban boundary of the City (2031-2041). Furthermore, the Minutes note that:

1. The City of Hamilton will continue to look to the AEGD former study area as its first priority for employment lands;
2. The Elfrida lands are the City's first priority for non-employment lands; and
3. The Twenty Road East, as described in the Minutes of Settlement, are the City's next priority for non-employment lands after the Elfrida lands.

Furthermore, staff are currently involved in multiple projects and initiatives focusing with respect to intensification and redevelopment, including but not limited to the planning review of the Official Plan policies and zoning regulations for properties that front onto the LRT corridor. This work will inform the update of the City's growth management strategy (ie GRIDS2) and in particular the residential intensification strategy.

The focus of GRIDS2 will be on reinforcing the existing balanced growth strategy and updating existing plans and or strategies, combined with the documents and the project will be coordinated through the Planning Division. While a project manager is required for GRIDS2, the work going forward will be closely integrated with both the resolution of outstanding OMB appeals relating to Elfrida, background research and analysis relating to the new commercial, mixed use and residential zones and the LRT corridor work. In addition, GRIDS2 will be required to address the requirements of the AEGD Minutes of Settlement. As such, it is proposed to create a Senior Project Manager position by temporarily converting the existing vacant Manager, Strategic Initiatives position into a Senior Project Manager (SPM) position for a two year period.

Based on the scope of work, it is anticipated that duration of the GRIDS2 will project will be two years. The SPM will report to the Manager, Policy Planning and Strategic Initiatives, Planning Division. The position will be funded from the Council approved capital funding for the Hamilton Growth Management Strategy. At the conclusion of the

GRIDS2 project, the role of this position will be revisited based and any organizational changes will be in accordance with the Council approved Budget Complement Control policy and Organizational Restructuring policy.

ALTERNATIVES FOR CONSIDERATION

N/A

ALIGNMENT TO THE 2012 – 2015 STRATEGIC PLAN:

Strategic Priority #2

Valued & Sustainable Services

WE deliver high quality services that meet citizen needs and expectations, in a cost effective and responsible manner.

Strategic Objective

- 2.1 Implement processes to improve services, leverage technology and validate cost effectiveness and efficiencies across the Corporation.

Strategic Priority #3

Leadership & Governance

WE work together to ensure we are a government that is respectful towards each other and that the community has confidence and trust in.

Strategic Objective

- 3.2 Build organizational capacity to ensure the City has a skilled workforce that is capable and enabled to deliver its business objectives.
- 3.3 Improve employee engagement.
- 3.4 Enhance opportunities for administrative and operational efficiencies.

APPENDICES

Appendix A – Planning Division Organizational Structure

Appendix B – Planning Division Vacancies (December 31, 2015)

Appendix C – Planning Division Recruitment Activity, December, 2014 – December, 2015