

City of St. Albert

Resource Planning Model Review Final Report

July 2025



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1.0 Introduction and Project Background

Project Introduction

In January 2025, MNP was engaged by the City of St. Albert (“the City”) to complete a Resource Planning Model Review. The purpose of the review was to conduct a comprehensive evaluation of the City’s current resource planning model to ensure alignment with strategic goals, operational needs, budgetary constraints, and compliance with City bylaws, policies, and directives.

Project Scope included reviewing/completing:



Current Resource Planning Model | Review to identify strengths and areas for improvement to optimize the model overall.



Stakeholder Engagement | Consult with City departments, Executive and Leadership Teams and departments to better understand their resource planning process.



Non-Permanent Employee Resource Planning Process | City’s reliance on non-permanent employees, criteria for determining when non-permanent employees are required, management of the process, including roles and responsibilities and budget for non-permanent, both planned and actual.



Current State Assessment | Summarizing and documenting findings for the current state of the City.



5-Year Historical Information | Review historical information related to budget for and cost of non-permanent employees, and recruitment statistics over the last 5 years.



Recommendation | Considerations to optimize the resource model based on areas of improvement with considerations to emerging and best practice/proactive practices for resource modelling.



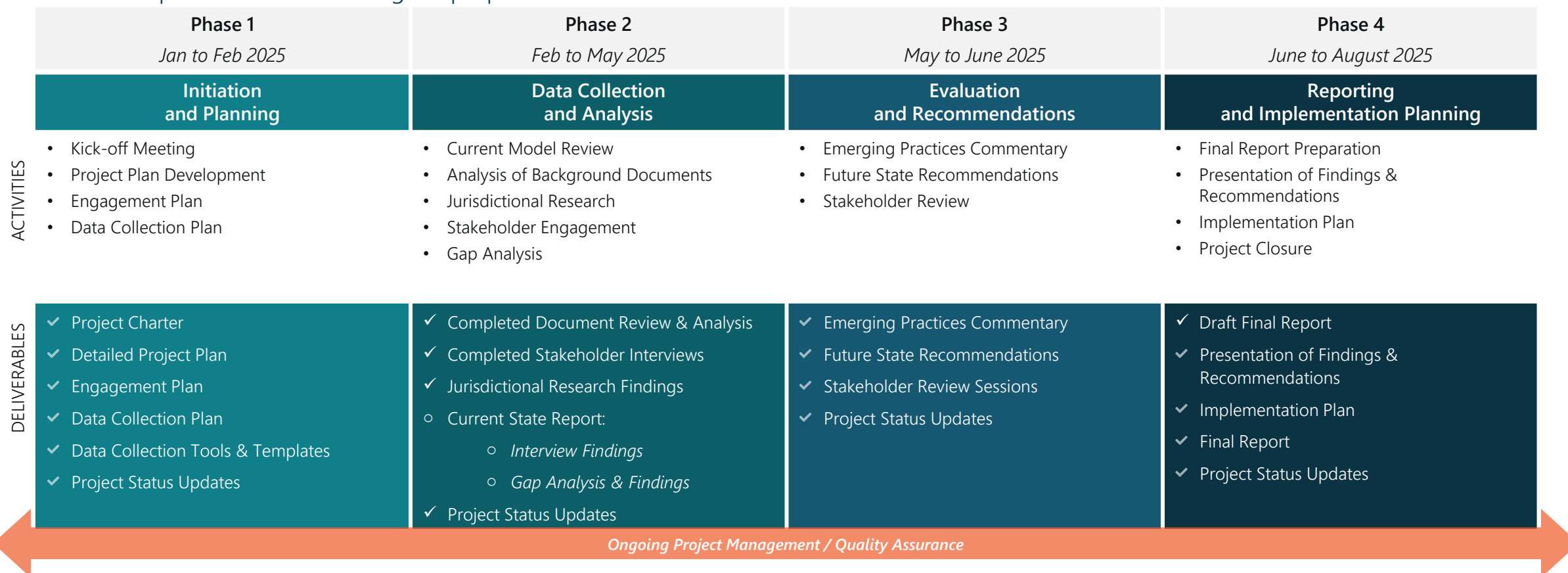
Leading Practices | Consult with comparator organizations to better understand what other municipalities are doing for resource planning.



Final Report | Final Report: summary of current state, gap analysis, summary of leading practices, recommendation to optimize the resource planning model and a prioritized implementation plan.

Project Overview

The chart below illustrates the workplan established to support the Resource Planning Model Review. The Current State Report, completed in Phase 2, provides a clear and detailed picture of the City's existing model. Based on that analysis, the Recommendation Report was developed to trace the path from initial findings to proposed actions.



Workforce Planning and Resource Modeling

This review is being conducted within the context of two clearly defined concepts: workforce planning and resource modeling. These definitions are outlined below.

Workforce Planning

Workforce Planning is a strategic process that plans current and future workforce needs by examining the strategic plan to identify skill gaps.

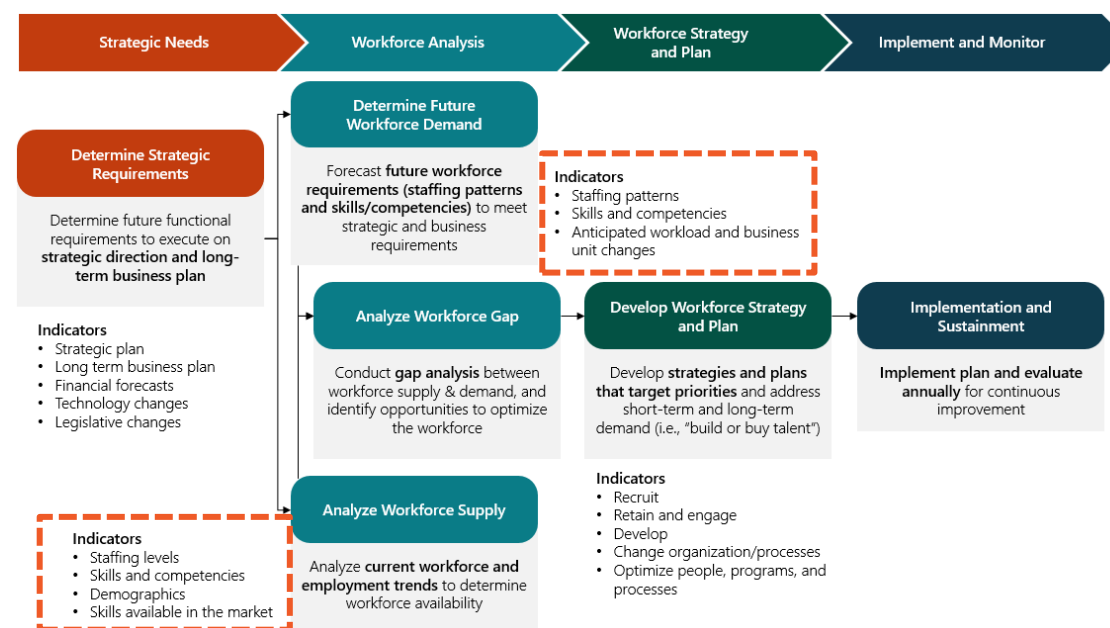
This process includes recruitment, retention, and succession strategies. It considers upcoming retirements, turnover rates, and competency/skills gaps, and implements proactive strategies to address these issues.

Resource Modeling

A resource model identifies resourcing requirements and plans resource availability, including busy times and seasonal needs. It outlines the actual resource requirements for a department, specifying the full-time equivalents (FTEs) and non-permanent staff numbers within each department.

Resource modeling and workforce planning are closely connected, with resource modeling often serving as an essential input to workforce planning.

MNP Workforce Planning Framework



MNP's Workforce Planning Framework is further described on pg. 14

2.0 Organizational Context

Classifications

The City's staffing complement is made of up both permanent and non-permanent employees. Under these two (2) categories, there are several classifications as outlined below.

Permanent		Non-Permanent			
Permanent Full Time	Permanent Part Time	Term	Temporary	Casual	Contract
Non-Unionized full-time employees work at least seventy-two (72) hours in every biweekly period and have been hired with no defined end date to their employment. Related entitlements for unionized employees are governed by their collective agreement. - Defined full-time schedules - Receives pension and benefits	A part-time employee works eighteen (18) hours or less and will have been hired with no defined end date to their employment. No employment benefits will be provided to part-time employees (less than 18 hours per week). - PPT ≥ 18h/wk OTBO - PPT ≥ 18h/wk OTBP	Employees hired into a position for a specified period or limited duration of time [greater than six months] with a termination date. - E.g. Parental leave cover off - Receive benefits - OTBP	Employees hired or extended on a continuous basis to fill a specific position with defined hours and period [less than six months]. Employees may be full-time or part-time. Employment benefits will commence the first of the month following attainment of six months service.	An employee who is hired for a period of less than 12 months. These employees are scheduled as required with no guarantee of hours. No employment benefits will be provided to these employees. The hours of work will, at minimum, follow Alberta Employment Standards.	Third party contractors hired under a legal agreement (contract) between the employee and the employer, detailing the conditions of employment and the responsibility. Not considered a City employee and would be sourced through procurement process.

Permanent and non-permanent union employees are defined and governed by their respective collective bargaining agreements.

Legend

- OTBP - Overtime Bank or Paid
- OTBO - Overtime Bank Only, get benefits and pension
- 0.56 is when an employee receives benefits

Organizational Chart

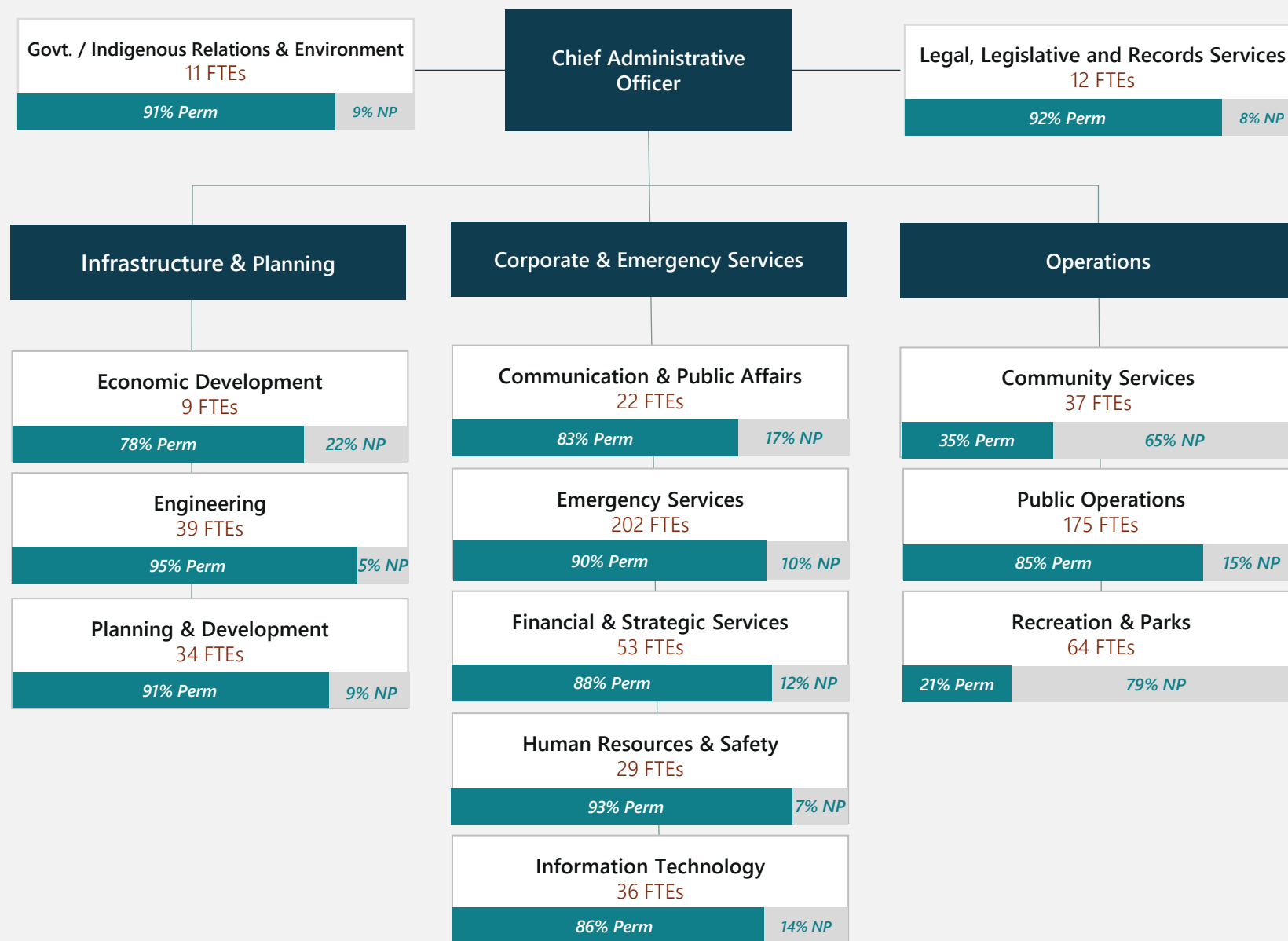
This organizational chart showcases the FTE breakdown within the departments by permanent and non permanent classifications.

This visual captures a point in time (as of **March 27, 2025**) as some departments non-permanent employee complement can shift considerably depending on seasonal demands.

Most of the non-permanent employees reside within the Operations Portfolio.

Legend

FTE: Full Time Equivalent
 Perm: Permanent Employees
 NP: Non-Permanent Employees
 Shift: IAFF shift worker

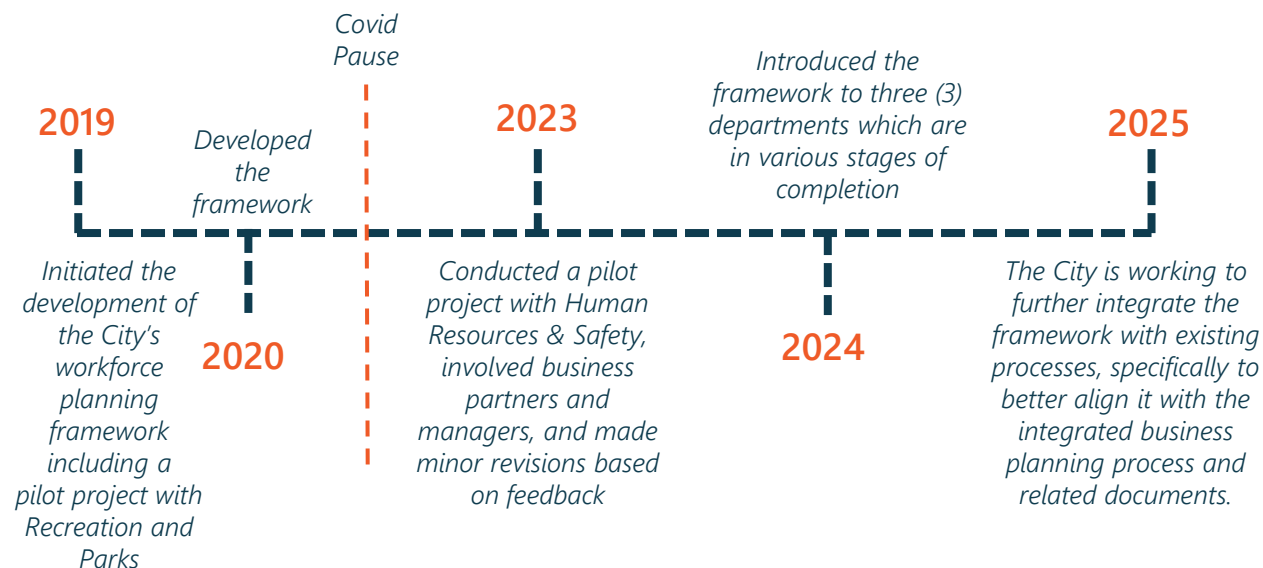


The City's Workforce Planning Framework

The City has recently introduced a Pilot Workforce Planning Framework, which is referenced on the following page. This framework is designed to help the City optimize its workforce—both permanent and non-permanent employees—by enhancing agility and maintaining competitiveness.

As part of the assessment, MNP reviewed the framework and interviewed key stakeholders who had participated in this new process. As of May 2025, five (5) departments have gone through steps of the Workforce Planning Framework. According to discussions with the Human Resources & Safety team ("Human Resources"), the framework remains in a "pilot" phase, with ongoing improvements being made as more departments begin to use it.

Timeline of the Framework Rollout



The following departments have completed some or all steps of the Workforce Planning Framework:

- 1 Communications & Public Affairs
- 2 Legal, Legislative & Records Services
- 3 Economic Development
- 4 Human Resources & Safety
- 5 Recreation & Parks

The City's Workforce Planning Framework

Human Resource Business Partners work with Directors to move through the five (5) steps outlined below:

Step 1	Step 2	Step 3	Step 4	Step 5
Review Business Goals and Determine Workforce Impacts	Workforce Review	Prioritization and Analysis	Assess Workforce Alternatives to Achieve Business Goals	Implement, Monitor and Report Progress
Where are we going and what do we need to do?	Where affects our ability to deliver our business goals?	Where do we focus our efforts to best deliver on our goals?	How do we get what we need to deliver on the workforce priorities?	Have we established a plan to reach our goals? Are adjustments necessary?
1. Review business plans to confirm: - Corporate business plan priorities - Department priorities (MRBP) - Core service delivery expectations - Long range strategy initiatives - Corporate Risk Registry - Other impacts from legislative or policy changes 2. Assess workforce impacts of the plans. Ask: - What MRBP tactics have workforce capacity constraints or needs? - Are we adequately resourced to deliver our core services, now and into the future? - Are we subject to unplanned capacity requests from other departments? - Are there any emergent issues that impact workforce planning? - Engage with team members on their identified impacts.	1. Identify workforce impacts from the MRBP's internal and external scan and problem/risk identification, including data from: - Current structure and organizational restructures - Legislation or policy changes - Program delivery changes - Collective Agreement changes - Employee engagement data - Funding/grant changes - Client Satisfaction - Health and Safety gaps - Workforce trends - Workforce demand and supply - Economic conditions - Technology or automation efficiency opportunities - Emergency Management Plans 2. Assemble and analyze our talent demand and supply data based on position and people factors, including: - Employee demographics - Succession or replacement plans - Forecasting Growth Projections/Service Delivery Impacts and Service Level inventory - Skills/Competencies required now and, in the future, - Workforce Trends	1. Prioritize the workforce needs. Ask: - How can we best resource what we need to accomplish? - Are there talent gaps in what we have vs. what we need? - What are the risks of not addressing the workforce gaps?	1. Determine the workforce alternative(s) to address the workforce priorities: - Buy – to acquire necessary talent externally (e.g., FTE request, recruitment strategy) - Borrow – to contract or outsource the necessary resources for short term projects or goals (e.g., recruitment term/temp, contracting) - Build – to develop internal talent (e.g., training and development, performance management, succession planning, health and safety) - Bounce – to eliminate redundancy, low performance or unproductive roles (e.g., redeployment of resources, performance management) - Bind – to retain key employees and capabilities (succession planning, engagement initiatives, recognition, culture change) - Balance – to blend the above approaches - Organizational Design	1. Determine what tactics to proceed with, who is responsible, and how to measure success. Consider: - Are there impacts on department or individual capacity - Have we considered linkages to performance plans or individual learning plans? - Are there budget and business planning impacts? * How do they align to the MRBP already in place? Are adjustments needed? - Do we need to communicate with other departments that need awareness or action? - Do we need a Change Management Plan? 2. Establish a cycle to review, monitor, measure, and revise: - Did we hit our goals (defined measures)? - Did we meet our deadlines (timelines)? - Were we on budget (cost)? - What was the ROI (value)? - Are customers satisfied (external impact measures)? - Did performance improve (internal impact measures)? - Did engagement or morale improve (quantitative or qualitative)? 3. Incorporate strategies, tactics, and measures in ClearPoint

3.0 Engagement Findings

Engagement Approach

MNP worked closely with the City to identify stakeholders to ensure various perspectives were captured throughout the organization. Identified stakeholders were engaged in both individual interviews and focus groups, conducted virtually from March 2025 – May 2025.



These interviews included diverse perspectives, including engaging:

- Directors whose departments **had** participated in the newly rolled out **Workforce Planning Framework**
- Directors whose departments **had not** participated in the newly rolled out **Workforce Planning Framework**
- Directors who have a **high amount of non-permanent**, casual staff on their team
- Directors who have **few to no non-permanent**, casual staff on their team
- **Executive Leadership** to provide a **strategic perspective**

After completing the initial interviews and focus groups, MNP followed up with individuals as needed to validate and review some of the documented findings.

List of Stakeholder Participants

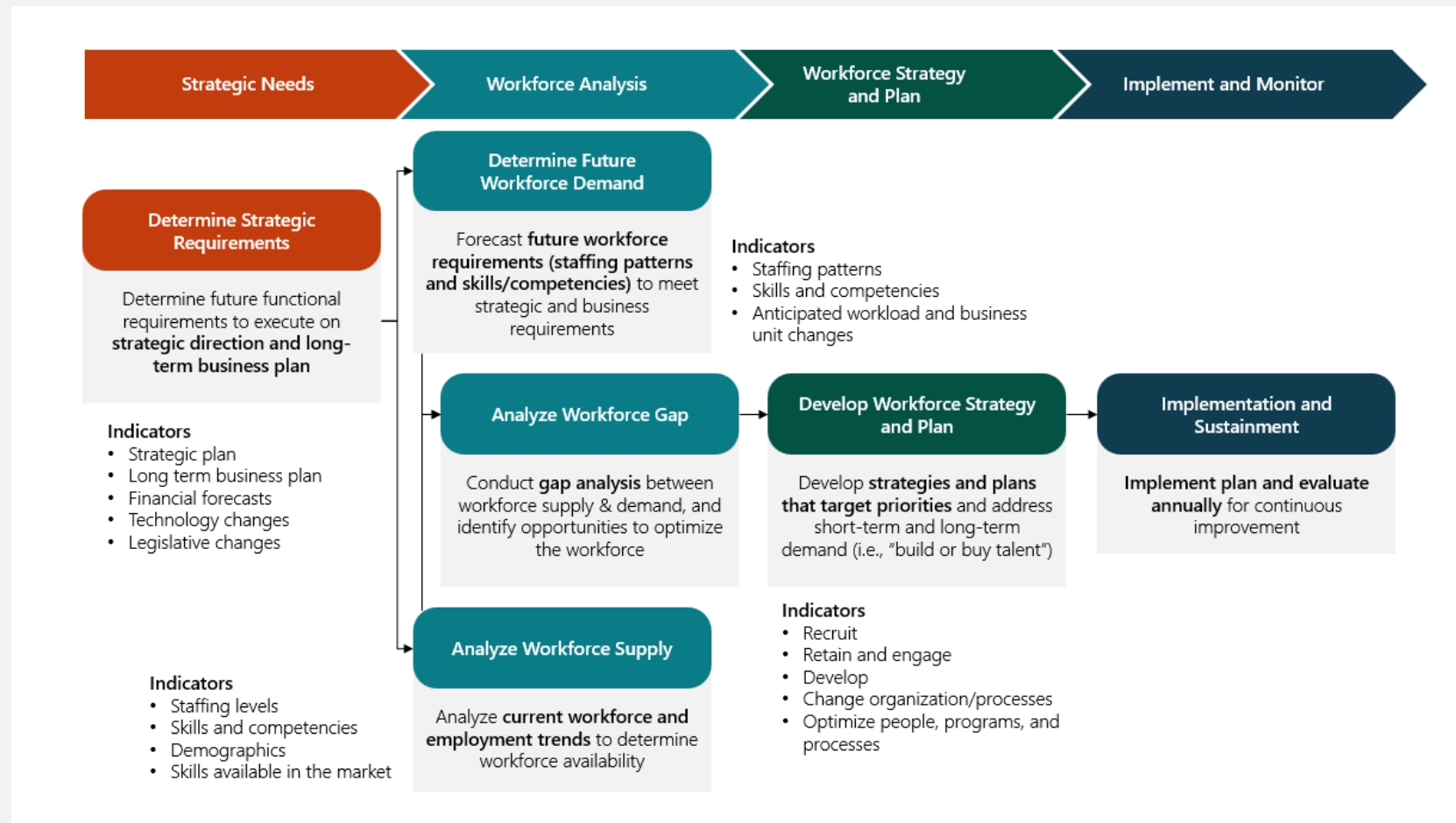
Interview Type	Department
Individual Interview	Director of Human Resources & Safety
Individual Interview	Manager of Strategic Services
Individual Interview	Manager of Financial Services
Focus Group	Executive Leadership
Focus Group	Operations Portfolio
Focus Group	Human Resources & Safety
Individual Interview	Director of Public Operations
Individual Interview	Director of Community Services
Individual Interview	Director of Recreation & Parks
Focus Group	Directors of Legal, Legislative & Records Services, Communications & Public Affairs, Economic Development
Focus Group	Director of Engineering, IT, Planning & Development, Finance & Strategic Services, Government, Indigenous, Environment Relations

MNP's Workforce Planning Model

MNP's Workforce Planning Model, outlines the key areas of workforce planning, including:

- 1) Strategic Needs
- 2) Workforce Analysis
- 3) Workforce Strategy and Plan
- 4) Implement and Monitor

This Model, has been used to **methodically document the observations and findings** of the completed engagement sessions in this section.



3.1 Strategic Needs

Engagement Findings

Strategic Needs - “What we Heard”

Strategic Needs

Workforce Analysis

Workforce Strategy and Plan

Implement and Monitor

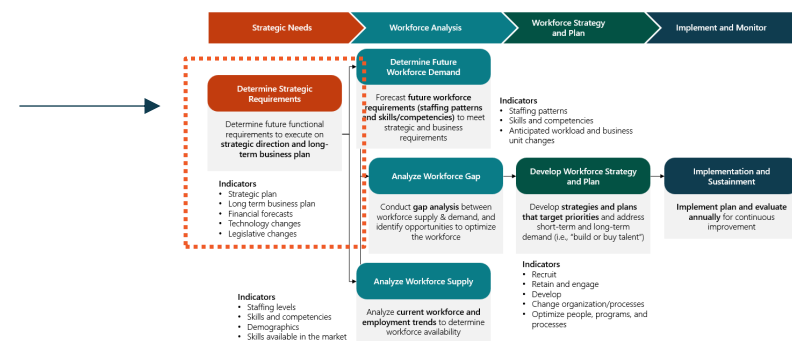
Strategic Needs:

1) Determine Strategic Requirements:

Determine future functional requirements to execute on strategic direction and long-term business plan

Indicators:

- Strategic plan
- Long term business plan
- Financial forecasts
- Technology changes
- Legislative changes



Observations	Findings	Relevant Background Documents
Multiple strategic planning documents in place that have interdependencies on one another • There are multiple long-term strategic plans used to guide department activities: • City of St. Albert Mid-Range Department Plans (3-Year Plan) • City of St. Albert Corporate Business Plan (4-Year Plan) • City of St. Albert Council Strategic Plan (4-Year Plan) • City of St. Albert Long-Range Strategies • City of St. Albert Municipal Development Plan (30-Year Plan)	• These long-term Strategic Plans do not often change, but when they do, they impact Mid-range Department Plans, which in turn would impact workforce planning activities. • The City's is working towards the Mid-range Department Plans as being the “source of truth” as it relates to each department's strategic priorities. • The City is enhancing this “source of truth” by incorporating all technology and resource requirements into the plans on a consistent basis.	• <i>Council Strategic Plan 2022-2025 (pdf)</i> • <i>Corporate Business Plan 2022-2025</i> • <i>Workforce Planning Alternatives Guide “B's and O” (pdf)</i> • <i>City of St. Albert - Workforce Planning - An Overview (pdf)</i> • <i>HR Growth Projections for MNP (xlsx)</i> • <i>Workforce Planning Framework Overview 2024.05 (pdf)</i> • <i>2025 - 2027 Integrated Business Planning and Budgeting Instructions (1) (pdf)</i>

Strategic Needs - “What we Heard”

Strategic Needs

Workforce Analysis

Workforce Strategy and Plan

Implement and Monitor

Observations	Findings	Relevant Background Documents
Based on the City’s new approach to workforce planning, workforce planning will not be a stand-alone process and will integrate into mid-range department planning - The City of St. Albert has identified overlaps between mid-range department planning and workforce planning processes (e.g. the use of SWOT analysis). - To reduce redundancy and improve alignment, workforce planning will be integrated into the mid-range department planning process. - Human Resources Business Partners will now participate directly in these planning sessions. - The integration is intended to produce a unified Mid-range Department Plan that incorporates departmental priorities, workforce resourcing needs, and technology requirements over a three-year period.	- The decision to integrate workforce planning with mid-range department planning reflects a strategic effort to streamline processes and improve cross-functional alignment. - Embedding HR Business Partners in planning sessions is a valuable step toward ensuring that workforce needs are accurately represented and resourced.	<i>Workforce Planning Framework Overview 2024.05 (pdf)</i> <i>Workforce Planning Alternatives Guide “B’s and O” (pdf)</i> <i>City of St. Albert - Workforce Planning - An Overview (pdf)</i> <i>Council Strategic Plan 2022-2025 (pdf)</i> <i>Corporate Business Plan 2022-2025 (pdf)</i>
Council Strategic Plan is developed every four (4) years - The Council’s Strategic Plan is developed on a four-year cycle to define the organization’s strategic direction, which in turn informs the Corporate Business Plan that outlines how this direction will be implemented. - In the past, newly elected Councils initiated entirely new strategic plans, often causing disruptions to continuity and long-term initiatives. - A new approach is being introduced to help with continuity and stability as a new Council is elected by validating and updating the Strategic Plan rather than starting from scratch. This approach aims to promote continuity, strengthen alignment with long-term goals, and provide more stability for corporate and departmental planning. It also supports performance measurement efforts by providing longer-term continuity that enables monitoring of performance measures.	- The introduction of a continuity-based approach to strategic planning—where the incoming Council builds upon and refines the existing strategic plan rather than starting from scratch—represents a positive shift toward long-term alignment and planning stability. - This change also increases the importance of embedding flexibility in workforce and departmental plans, as resource needs may still shift depending on the degree of adjustment made.	<i>Council Strategic Plan 2022-2025 (pdf)</i> <i>Corporate Business Plan 2022-2025 (pdf)</i> <i>2025 - 2027 Integrated Business Planning and Budgeting Instructions (pdf)</i>

Strategic Needs - “What we Heard”

Strategic Needs

Workforce Analysis

Workforce Strategy and Plan

Implement and Monitor

Observations	Findings	Relevant Background Documents
The transition from an annual cycle to a multi-year cycle for resourcing needs is in progress • The organization is transitioning from an annual to a multi-year approach for workforce resourcing. This is largely to match the shift towards a three-year budget cycle. • To match the shift towards multi-year planning and budgeting, departments would develop a rolling three-year list of resourcing requests. • The intent is to streamline the resourcing process, reduce repetitive departmental input requests, and enable more proactive recruitment planning. • Efforts are underway to integrate resourcing requests directly into departmental plans, allowing for automated or simplified data pull.	• The move to a multi-year resourcing cycle supported by a rolling three-year request list is a positive step toward operational efficiency and strategic workforce planning. • This approach has the potential to reduce administrative burden, including streamlining the process for Directors so that there are fewer, more efficient touchpoints, and improve the City’s ability to anticipate and act on future talent needs. • Successful implementation depends on the consistency and quality of department planning inputs. There is a risk that data gaps or misalignment to strategy could limit the effectiveness of this new model.	• <i>City of St. Albert - Workforce Planning - An Overview (pdf)</i> • <i>Workforce Planning Framework Overview 2024.05 (pdf)</i> • <i>Workforce Planning Alternatives Guide "B's and O" (pdf)</i> • <i>2025 - 2027 Integrated Business Planning and Budgeting Instructions (1) (pdf)</i>

3.2 Workforce Analysis

Engagement Findings

Workforce Analysis - "What we Heard"

Strategic Needs

Workforce Analysis

Workforce Strategy and Plan

Implement and Monitor

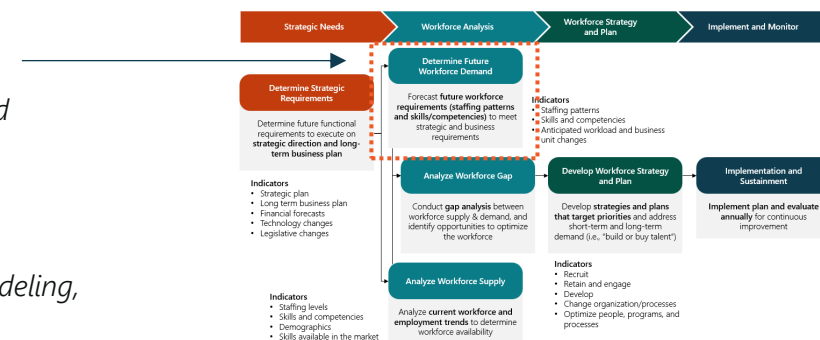
Workforce Analysis

1. Determine Future Workforce Demand

Forecast future workplace requirements (staffing patterns and skills/competencies) to meet strategic and business requirements

Indicators:

- Staffing patterns
- Skills and competencies (future requirements)
- Anticipated workload and business unit changes (strategic initiatives, technology trends, growth modeling, etc.)



Observations	Findings	Relevant Background Documents
Departments independently forecast their workforce needs based on their knowledge • Departments are responsible for forecasting both permanent and non-permanent workforce needs. • Directors perform forecasting by analyzing historical data, assessing service level demands, reviewing capital project plans, and applying departmental knowledge. • Discussions around resourcing often occur during business planning, annual resource request process and budget cycle processes.	• The decentralized, departmental, workforce planning forecasting results in limited visibility across the organization, making it a siloed process. Siloed forecasting limits the City's ability to develop a cohesive workforce strategy. • Directors are using strategic and logical steps to forecast, leveraging data where possible, but without any standardization to the process, it is difficult to roll-out department forecasts to a corporate viewpoint.	• <i>Forecasting documents largely exist as "side of the desk" Excel spreadsheets within each department</i>
There is a formal review process for permanent FTE requests, but not for non-permanent FTE requests • Permanent FTE requests are reviewed during an annual process (tied to the budget cycle) at the corporate level. • New non-permanent requests are not reviewed, but a review of existing temporary employees is completed to see if any should be converted to permanent.	• There is partial organizational oversight relative to strategic workforce planning, but it is limited to permanent roles. The City does not have an organization-wide governance model for managing and integrating both permanent and non-permanent workforce planning.	• <i>Recruitment Approval Process Perm_NewTerm 2023 (pdf)</i> • <i>Hiring Guide - Process for Hiring Non Permanent Employees 2025 (pdf)</i>

Workforce Analysis - “What we Heard”

Strategic Needs

Workforce Analysis

Workforce Strategy and Plan

Implement and Monitor

Observations	Findings	Relevant Background Documents
Non-permanent workforce planning occurs without centralized involvement - Non-permanent forecasting is decentralized and not reviewed from an organization-wide perspective. - Human Resource is not involved in workforce planning for non-permanent employees.	Not having centralized oversight for non-permanent staffing creates risks of inefficient resource allocation, limited transparency, and reduced ability to manage costs or anticipate workforce gaps strategically for the non-permanent employees.	<i>Hiring Guide - Process for Hiring Non-Permanent Employees 2025 (pdf)</i> <i>Recruitment insights 2024 (ppt)</i>
Forecasting is informed by operational data but varies by department Directors are completing permanent employee forecasting by leveraging the data inputs most relevant to their departments.(i.e. <i>external facing departments are looking at population growth etc. internal facing departments are looking at organizational growth, etc.</i>) and key planning documents like the Strategic Plan and Corporate Business Plan .	Data-informed decision-making is occurring within each department (along with “gut feelings” and Director intuition), but without centralized analysis or shared metrics, opportunities for strategic alignment might be missed.	<i>Forecasting documents largely exist as “side of the desk” Excel spreadsheets within each department</i> <i>Council Strategic Plan 2022-2025</i> <i>Corporate Business Plan 2022-2025</i>
Workforce planning and forecasting is conducted by departments who have completed phases of the “Workforce Planning Framework”, but efforts can be discouraging once funding constraints are recognized Departments invest significant time in identifying long-term workforce needs through workforce planning; however, this is viewed as “blue sky planning”, as it is acknowledged that many of these positions will not be funded.	- Strategic planning efforts are undermined by the FTE budget constraints. Demand for FTEs are generally higher than the FTEs that can be supplied (i.e. funds available). - As departments complete their workforce plans, there may be opportunity to continue to align prioritization of resources to the identified corporate priorities.	<i>Workforce Planning Framework Overview 2024.05 (pdf)</i> <i>Workforce Planning Alternatives Guide “B’s and O” (pdf)</i> <i>2025 - 2027 Integrated Business Planning and Budgeting Instructions (1) (pdf)</i>
Data is being used by Directors, but tools and formats are inconsistent - Directors have access to data being tracked by their respective departments and are using it to inform decisions. - Workforce planning data is stored and reviewed in excel spreadsheets. - Data is being stored inconsistently throughout departments.	- While Directors note that “data exists”, it is fragmented, unstandardized, and not aggregated. As a result, the City cannot effectively conduct growth modeling – which requires comprehensive and consistent data. - Lack of centralized, consistent data limits strategic workforce analytics and growth modeling. - Without consistent data storage, there is a risk of losing data. (e.g. if it is housed on local drives or desktops).	<i>Copy of MNP Report - Employee Numbers - FOR MNP (xlsx)</i> <i>HR Growth Projections for MNP (xlsx)</i> <i>Recruitment insights 2024 (ppt)</i>

Workforce Analysis - "What we Heard"

Strategic Needs

Workforce Analysis

Workforce Strategy and Plan

Implement and Monitor

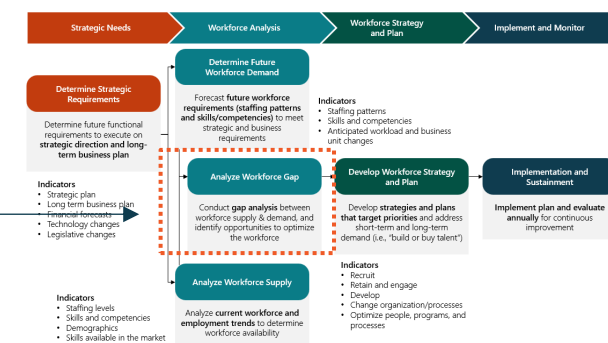
Workforce Analysis

2. Analyze Workforce Gap

Conduct gap analysis between workforce supply and demand and identify opportunities to optimize workforce

Indicators:

- Gap between current and required skills/competencies
- Forecasted surplus or shortage by role/skill
- Metrics (time to fill vacancies, internal mobility or deployment rates, training and development readiness)



Observations	Findings	Relevant Background Documents
Departments not yet involved in the Workforce Planning Model rely on informal and ad hoc internal discussions to assess workforce gaps • These departments must independently determine their current and future workforce needs without the formal Workforce Planning Model Process. • Gap analysis would be conducted without a structured framework. • Planning for the budget cycle (when FTE request are submitted) is completed using available data, which may be incomplete or inconsistent. • Ad hoc conversations happen between some Directors around opportunities to share resources and help fill gaps.	• In the absence of a formal workforce planning approach, departments could face challenges in accurately identifying and addressing workforce gaps. • The lack of structure and consistent data could limit their ability to anticipate staffing needs, align resources strategically, and make evidence-based decisions during the FTE cycle. • Although some informal discussions happen between Directors, many noted that a formal process or platform for these discussions would be helpful.	• <i>Workforce Planning Framework Overview 2024.05 (pdf)</i> • <i>Workforce Planning Alternatives Guide "B's and O" (pdf)</i> • <i>2025 - 2027 Integrated Business Planning and Budgeting Instructions (1) (pdf)</i>
Gap analysis efforts are hindered by inconsistent data, lack of tools, and department specific approaches • Departments attempting to identify workforce gaps rely on their own department specific data, which may be fragmented. • Each department uses different data sources, metrics and formats, making it difficult to align or roll-up information across the City.	• The lack of standardized tools and metrics across departments prevents the City from forming a unified view of workforce needs, making it difficult to assess risk, identify trends, and plan strategically for workforce needs at a City-wide level.	• <i>In the absence of relevant documents, this section is informed solely by stakeholder engagement</i>

Workforce Analysis - "What we Heard"

Strategic Needs

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Workforce Strategy and Plan

Implement and Monitor

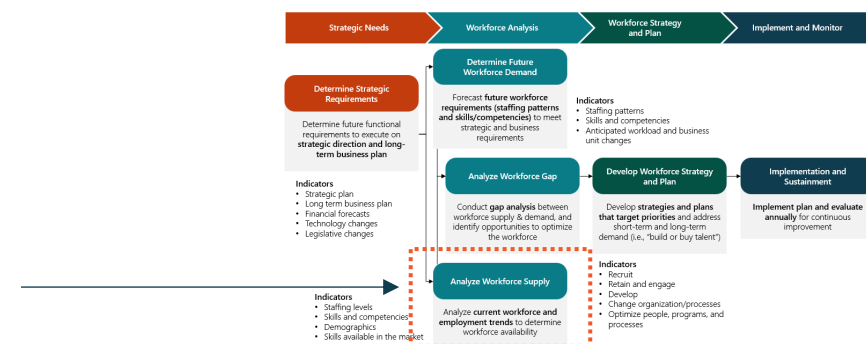
Workforce Analysis

3. Analyze Workforce Supply

Analyze current workforce and employment trends to determine workforce availability

Indicators:

- Current staffing levels
- Skills and competencies (current capabilities)
- Demographics
- Skills available in the market
- Metrics (turnover and retention rates, succession pipeline, etc.)



Observations	Findings	Relevant Background Documents
The systems in HR and Finance, which store permanent FTE information, are not integrated or aligned • On an annual basis, Finance cross-references this data with HR's records. Finance then enters the current rate for each permanent FTE and the projected rate for the following year. After compiling the data, Finance requests departments to review and sign off on the annual report.	• Managing permanent FTE data across two separate systems and relying on departmental sign-offs is time-consuming and introduces significant potential for errors and inefficiencies. • The lack of integration between Finance and HR systems introduces inefficiencies and potential data discrepancies in FTE tracking. While manual reconciliation adds a layer of review, there is also a possibility of human error. As it is less efficient it may not support agile or real-time workforce planning across the organization.	• <i>HRIS System Documents</i>
There is a recruitment policy that outlines the employment timeline for casual unionized employees • This policy results in a practice of routinely "letting go" of casual unionized employees before they reach the two-year mark of employment. Employees are then re-hired (after being officially terminated) to avoid triggering a clause in the collective bargaining agreement that mandates permanent employment starts after a consecutive two-year period.	• Departments appear to use employment timelines as a tool for managing workforce flexibility, which may conflict with the intent of the collective bargaining agreement. • This practice may put the organization at risk of losing these employees if they feel frustrated and seek permanent positions elsewhere.	• <i>CUPE Local 941 – Public Works (pdf)</i> • CUPE 941 CONTRACT 2022 – 2025 - Article 6: Seniority, Promotions, and Staff Changes and Layoffs 6.04 (15)

Workforce Analysis - “What we Heard”

Strategic Needs

Workforce Analysis

Workforce Strategy and Plan

Implement and Monitor

Observations	Findings	Relevant Background Documents
Funding allocation for casual positions follows a ‘pot of money’ approach - Department budgets for casual roles are essentially a ‘pot of money’ managed by the Director. - This discretion in allocating funding to support resource needs enables Directors to respond agilely to fluctuating service demands, particularly during seasonal peaks. - These casual positions include engaging individuals on a contract basis over multiple years.	- The use of a ‘pot of money’ funding model for casual positions limits visibility, prioritization, and control over how resources are allocated and utilized. This makes line of sight to this staffing complement very limited at the corporate level. - This approach limits strategic discussions amongst Directors of their casuals needs, and how their may be over-lap or opportunity to share resources. - The use of a shared funding model for casual and contracted roles, without centralized governance, increases the risk of non-compliance with Canada Revenue Agency (CRA) guidelines.	<i>Casual Wages for last 5 years (xlsx)</i> <i>Hiring Guide - Process for Hiring Non Permanent Employees hiring (pdf)</i>
Engaged Directors expressed concerns related to physical working space - There is a growing awareness that increasing headcount is putting pressure on available physical workspace. - Engaged Directors highlighted the need to proactively align space planning efforts with workforce expansion.	Workforce growth is outpacing current physical infrastructure, indicating a potential gap in integrated workforce and facilities planning.	<i>Recruitment Insights 2024 (xlsx)</i> <i>Annual Recruitment Metrics 2024 (xsl)</i> <i>New Hires Dashboard 2024 (xsl)</i>
Human Resources maintains the records of employee movements using HRIS – VIP - Retirements, resignations, leaves, job changes, etc. are tracked in the HRIS system VIP. - An Excel file is used to track when retirement notice forms were received or terminations forms from clients. - This information is reviewed on a semi-annual basis.	Reliance on spreadsheets to initiate some of the actions manually suggests an opportunity to modernize data management through further utilizing VIP’s functionality (if it exists) or using workforce analytics tools.	<i>Copy of MNP Report - Employee Numbers - FOR MNP (xlsx)</i> <i>HR Growth Projections for MNP (xlsx)</i>

3.3 Workforce Strategy and Plan

Engagement Findings

Workforce Strategy and Plan - "What we Heard"

Strategic Needs

Workforce Analysis

Workforce Strategy and Plan

Implement and Monitor

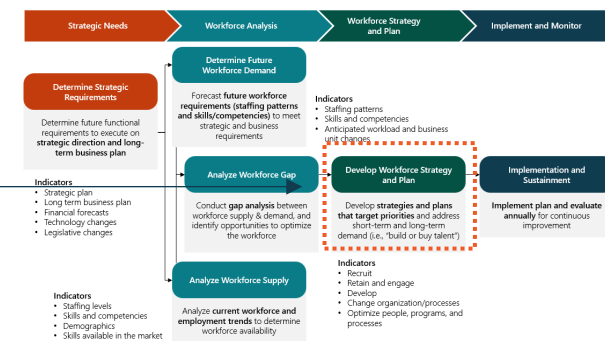
Workforce Strategy and Plan

1. Develop Workforce Strategy or Plan

Develop strategies and plans that target priorities and address short-term and long-term demand (i.e. "build or buy talent")

Indicators:

- Recruit (activities planned to acquire new talent from external market)
- Retain and engage (initiatives to reduce turnover and increase engagement)
- Develop (strategies to upskill or reskill internal talent to meet future demand)
- Change organization / process (redesign structures, workflows, roles to improve alignment with strategic goals)
- Optimize people programs and processes (improve or align HR systems, policies, programs to support workforce effectiveness)



Observations	Findings	Relevant Background Documents
The City's Pilot Workforce Planning Model, introduced in 2024, is still in the early stages of implementation and has not yet been completed across all City departments. • A Workforce Planning Model was developed and rolled out in 2024 by the Human Resources & Safety Team. • Five (5) departments have participated in the workforce planning model framework to-date. • Departments are in varying stages of completion, and experiences with the processes have differed. • The framework covers key areas such as reviewing existing business plans, assessing workforce impacts of business priorities, identifying internal and external workforce drivers, and analyzing talent demand and supply data (based on position and people factors).	• The workforce planning initiative has initiated strategic thinking within departments and supported departments who have participated in identifying workforce gaps. Directors indicated that workforce planning offered great value to their team and to them as leaders. • As this process is still in the pilot phase, there is inconsistent completion at this time which makes it difficult to consolidate departmental plans into a city-wide strategy. • The framework is time-intensive and resource intensive and may be completed on a three-five year cycle. There are capacity concerns regarding what would need to be completed annually to keep these documents up to date. • There has been inconsistent support from HR Business Partners in facilitating the process.	• Copy of MNP Report -Employee Numbers - FOR MNP (xlsx) • HR Growth Projections for MNP (xlsx) • Workforce Planning Framework Overview 2024.05 (pdf) • Workforce Planning Alternatives Guide "B's and O" (pdf) • City of St. Alert - Workforce Planning - An Overview (pdf)

Workforce Strategy and Plan - "What we Heard"

Strategic Needs

Workforce Analysis

Workforce Strategy and Plan

Implement and Monitor

Observations	Findings	Relevant Background Documents
Recruitment of permanent employees is centralized with the Human Resources Team The Human Resource team leads the process of hiring and recruiting for all permanent roles within the organization.	- This enables the team to have clear line of sight and overview of permanent resourcing changes at the City. - All steps that would require specialized knowledge and training are being completed by human resource professionals.	- A-HRS-05.01 Recruitment and Selection (1) (pdf) - Recruitment Process (docx) - Recruitment Approval Process Perm_NewTerm 2023 (pdf) - RECRUITMENT PLAN PERM_TERM 2023 (pdf)
Recruitment of non-permanent employees is decentralized, and is the responsibility of Directors to lead this process within their respective departments - Human Resources team supports key stages of the process like posting the position, signing the employment contract, entering them into the HRIS system, etc. - Steps such as reviewing, interviewing, and selecting applicants are carried out by the respective departments. - Third party consultants have recently been hired to support the reference checks of casual, seasonal hires, mainly made within the Operations portfolio. - The finance system is not integrated with the HRIS, leading to delays in completed stages of the recruitment process.	- Although capacity constraints limit Human Resource's ability to support all recruitment and hiring, decentralizing this function does come with risks including inconsistencies in hiring practices, training, and onboarding processes. - The lack of integration between the two systems creates inefficiencies, increases the risk of errors, and places unnecessary strain on already limited resources.	- A-HRS-05.01 Recruitment and Selection (1) (pdf) - Recruitment Process (docx) - Hiring Guide - Process for Hiring Non Permanent Employees 2025 (pdf)

Workforce Strategy and Plan - "What we Heard"

Strategic Needs

Workforce Analysis

Workforce Strategy and Plan

Implement and Monitor

Observations	Findings	Relevant Background Documents
The labour pool the City competes in is highly competitive - With many neighboring municipalities in proximity, the City competes with numerous organizations to attract and retain talent. 'Culture' was noted as one of the key competitive advantages of the organization, including flexible work arrangement, great team members and meaningful work.	While the City benefits from a large and accessible labour pool, it faces ongoing challenges in remaining competitive, as employees can readily pursue similar opportunities in nearby organizations.	<i>Recruitment Insights 2024 (ppt)</i>
Difficult to retain staff with limited growth opportunities Due to the size and structure of the organization, Directors often feel that employees are being upskilled and 'groomed,' only to leave because, depending on the department, there are limited higher-level roles available for advancement.	Due to the City's size and structure, as well as the close proximity of similar organizations, the ability to retain staff and offer appealing opportunities can be limited.	<i>In the absence of relevant documents, this section is informed solely by stakeholder engagement</i>

3.4 Implement and Monitor

Engagement Findings

Implement and Monitor - “What we Heard”

Strategic Needs

Workforce Analysis

Workforce Strategy and Plan

Implement and Monitor

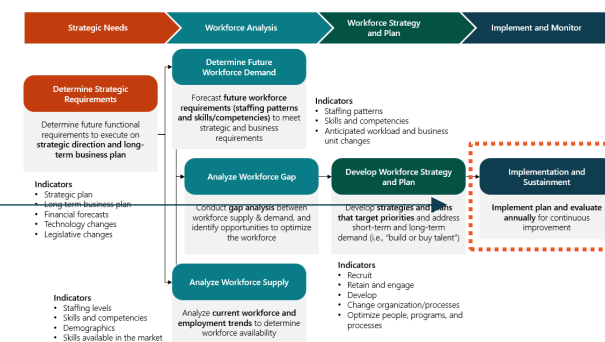
Implement and Monitor

1. Implementation and Sustainment

Implement plan and evaluate annually for continuous improvement

Indicators:

- Annual City of St. Albert FTE Request Process
- Recruitment Process
- Track execution of workforce planning initiatives (recruitment, retention, development, etc.)



Observations	Findings	Relevant Background Documents
Council is indirectly approving permanent FTE requests* • After administration completes processes for reviewing and vetting FTE requests, these requests are outlined in a budget and submitted to Council. Therefore, Council is reviewing FTE requests as part of approving a budget. • This process has created a cultural sentiment of ‘do not even bother to ask (for a permanent FTE).’ • ‘Work around’ processes have developed out of necessity (i.e. when resources are required), which resulted in the resorting to uses of casual and temporary hires to fill gaps in complement (funded by projects).	• The way the budget ask is structured, presents the issue, as it shows the individual FTE request. • Council is operating at a tactical level in reviewing FTE requests and limiting administration's ability to effectively align resources to deliver on Council's Strategic Plan and approved services and service levels inventory. • This process seems to be the root cause of many other pain points and problematic decisions including: • Discouraging Directors, who are fatigued from spending time and effort to complete resource planning, develop a compelling business case for a permanent FTE etc. ultimately to potentially be turned down • Some positions/functions viewed as critical by administration, are being filled using term positions. • As a governing body, Council would have limited understanding of operational needs (i.e. informed by day-to-day operations) to advise on resource decisions. • There is also risk of Council's resource approvals being biased by any “hot button” community issues that they are hearing firsthand from residents, rather than supported by an operational understanding of the organizations needs.	• <i>2025-2027 Integrated Business Planning and Budgeting Instructions (1) (pdf)</i> • <i>City of St. Albert – 9 (2) Chief Administrative Officer Bylaw (pdf)</i> • <i>City Council Policy C-FS-05 s. 13 (pdf)</i>

*Please note there is *additional analysis* on the following page

Council is Indirectly Approving Permanent FTE Requests

Council's role in this process is not in alignment with the Municipal Government Act (MGA).

The Municipal Government Act outlines key responsibilities of Council and for the CAO as follows:

Key Differences between Roles – CAO Handbook ¹ (Condensed version of full chart)	
Council	Chief Administrative Officer
Provides specific directions to the CAO.	Ensures council's decisions are carried out; provides specific directions to other staff members; in charge of personnel.
Ensures the local government continues to meet the community's needs and that administration is providing the public with the service level set by council.	Coordinates / oversees the day-to-day operations and administration of the municipality; responsible for employee professional development training.
Approves the three-year financial plan and five-year capital plan budget for the municipality	Assists council by preparing budget documents and ensures the budget is being properly administered (money is being allocated as per the adopted budget of the municipality).

Examples of Role Confusion – CAO Handbook ² (Condensed version of full chart)	
Becoming involved in the day to day operations of the municipality.	
Hiring and firing employees..	



Province of Alberta

MUNICIPAL GOVERNMENT ACT

Revised Statutes of Alberta 2000
Chapter M-26

Current as of January 1, 2025

The responsibilities of a CAO includes²:

- ensures that the policies and programs of the municipality are implemented;
- advises and informs the council on the operation and affairs of the municipality;
- performs the duties and functions and exercises the powers assigned to a chief administrative officer by this and other enactments or assigned by council;
- **ensuring appropriate staffing is in place.**

“The CAO is the administrative head of the municipality, council's advisor on its operations and affairs [s.207], and is responsible for the administration, operation, financial management, and **human resource management** of a municipality.”⁴

¹ pg. 11 of the CAO handbook – for Alberta Municipal Chief Administrative Officers - [CAO Handbook](#) (supplement to MGA)

² pg. 12 of the CAO handbook – for Alberta Municipal Chief Administrative Officers - [CAO Handbook](#) (supplement to MGA)

³ Government of Alberta – “Roles and Responsibilities of Municipal Officials”- [Roles and responsibilities of municipal officials | Alberta.ca](#)

⁴ pg. 6 of the CAO Handbook – for Alberta Municipal Chief Administrative Officers - [CAO Handbook](#) (supplement to MGA)

Council is Indirectly Approving Permanent FTE Requests

The structure of the budget presented offers details into administrative operations and has resulted in Council functioning beyond a governance role.

Although Council is not directly hiring, they are approving a budget, based on a breakdown of permanent staffing request (see s.13 below). This policy is enabling practices that go beyond a governance role. It also diminishes giving hiring authority to the CAO, in the City Bylaws.

*The Consolidated Version of the Chief Administrative Officer Bylaw¹ for the City of St. Albert outlines **key responsibilities of CAO as follows:***

Responsible for directing the Administration, including the authority to:

- a. establish Administrative policies and procedures and in particular employment policies and procedures including policies and procedures to govern the actions of employees;
- b. **hire, appoint, suspend, remove or terminate any employee from any position in the City;**
- c. direct, supervise and review the performance of the Administration; and
- d. establish the structure of the Administration including creating, eliminating, merging or dividing departments provided that any such reorganization does not result in a decreased level of services to the community.

Policy number C-FS-05: Budget and Taxation Guiding Principles²

New Permanent Staffing Requests (s. 13)

"When a new staffing request is being recommended, a summary statement expressing the requirement for the position will be presented to Council as part of the annual budget process. Only in unique circumstances will such a request be considered during the course of the year. The financial costing relating to a new staffing request shall be based on a start date of April 1 and be budgeted at step three (3) on the appropriate salary grid level or an equivalent as defined within the relevant collective agreement."

¹ pg. 5 of the City of St. Albert – 9 (2) Chief Administrative Officer Bylaw - [Bylaw 13/2002](#)

² pg. 3 Policy C-FS-05 s. 13 (pdf) - [Budget and Taxation Guiding Principles](#)

Implement and Monitor - “What we Heard”

Strategic Needs

Workforce Analysis

Workforce Strategy and Plan

Implement and Monitor

Observations	Findings	Relevant Background Documents
Recruitment of highly specialized, technical or professional roles has proven difficult - Compensation package is not considered competitive or overly appealing to more specialized candidates required by certain departments, which has limited the City’s ability to attract and recruit this type of talent. - The qualifications or baseline experience required has restricted the candidate pool, and exemption approvals are rarely given. - A cumbersome process sometimes results in losing a top choice in candidate within highly specialized or technical roles.	- There is a challenge in balancing the need for consistent standards and policies with the flexibility required to make timely adjustments or exemptions to secure high-quality candidates. - The City Council Policy that outlines the “non-union compensation philosophy”, limits the organizations ability to be flexible in making salary range adjustments.	<i>A-HRS-05.01 Recruitment and Selection (pdf)</i> <i>A-HRS-03.16 Employment Benefit Package (pdf)</i> <i>04. A-HRS-03.07 Non Union Compensation and Salary Administration (pdf)</i> <i>09. A-HRS-09.01 Vacation Leave (pdf)</i> <i>City Council Policy C528-2011</i>
Administration uses a prioritization process to review all FTE requests and decide which fall “above” the line and “below” the cut-off-line of submitted requests - A systematic process where FTE requests are assessed against metrics/measures is used to decide which FTE requests will go from Administration to be submitted for review by Council. - As each department builds an operating budget submission, which when approved become operating business cases. Directors then build business cases for their individual FTE request; it is not felt that there is a “roll up” of these business cases requests to a corporate level viewpoint. - Many noted the benefits of being able to discuss needs and gaps from an organizational level, rather than just seeing an assessment completed with pre-established criteria.	- Evaluation processes appears to be a pain point amongst Directors, and although the Directors made light of the “fight for FTEs”, this process would have impacts on team dynamics and the organization’s culture. - Some feel the assessment favors measures and metrics that are deemed “important by Council”, and therefore roles that will never score high on a metric like “safety” are always going to be a disadvantage to be approved.	<i>Prioritization Criteria (docx)</i> <i>2025 - 2027 Integrated Business Planning and Budgeting Instructions (pdf)</i> <i>City of St. Alert - Workforce Planning - An Overview (pdf)</i>

4.0 Key Findings and Analysis

Current State: Key Findings

MNP identified six (6) key themes that capture the most significant insights from the stakeholder interviews.



1 | Resource Planning is happening at the Department level, in varying levels of sophistication

While Directors are applying logical and systematic approaches to resource planning, these efforts vary significantly across departments. Approaches are not standardized and differ in sophistication—some Directors invest more time and leverage data more extensively than others.



2 | Limited resource planning is taking place at the corporate level

While permanent FTE requests are being assessed at the corporate level, they are assessed with a quantitative scale, as part of the budget cycle, leaving little room for “organizational narrative” to discuss gaps and opportunities. The non-permanent staffing complement is only being assessed at a department level.



3 | The FTE review process lacks the flexibility to support a dynamic resource model.

While Council holds the authority and responsibility for budget oversight, the process of reviewing permanent FTE requests entails operational details that are more thoroughly understood and managed through administrative procedures. Integrating FTE reviews into the budget oversight process is creating challenges and inefficiencies in workforce planning, which requires greater agility and alignment with evolving operational needs.



4 | Limited line of sight or organizational understanding of the “casual” staff complement

With the hiring and recruitment of casual employees decentralized, and a “pot of money” funding approach in place, there is limited corporate visibility into the full scope of this workforce. This lack of centralized oversight hinders the organization's ability to strategically manage resources, identify opportunities for efficiencies, and ensure compliance with employment standards.



5 | Workforce Planning is still in pilot form

As HR works through the process, there is continuous improvement happening in how to best align this process to strategic planning activities, how define the role of the Director and the HR Business Partner in the process, and how to ensure the process can be agile enough to ensure workforce planning needs can be updated/revisited as makes sense.



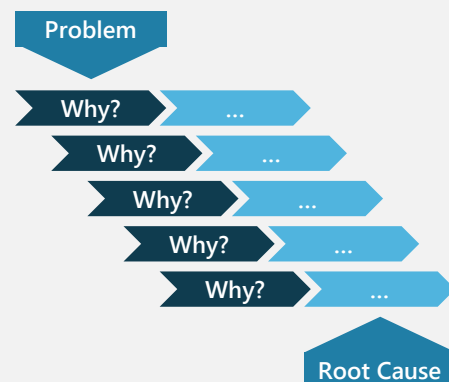
6 | Data is being utilized but is not fully integrated to support decision making

Data exists, however data analytics are not being utilized to their highest potential in decision making. Most data is not consolidated and assessing it is a “side of the desk” project. This requires more time and resource demands to use data for resource planning activities like forecasting.

Root Cause Analysis

The City's resource planning key gaps can all be expressed as a function of the following five (5) root causes.

Root Cause Analysis Approach



Conceived by the pioneers of the Lean philosophy, the **Five (5) Whys** technique is revered as one of the most effective tools for root cause analysis in the Lean management arsenal. The approach is simple: ask why five times whenever a key problem or gap is uncovered – by repeating “why” five times, the nature of the problem as well as its solution becomes clear.

Identified root causes for workforce planning gaps



Inconsistent Foundations

Workforce planning is still in early stages of implementation and standardization.

Although efforts to roll out workforce planning are underway, the absence of a fully embedded and standardized model means departments operate at varying levels of sophistication.



Inefficient Processes

The current FTE approval process presents challenges in agile resource management. A more efficient FTE review process could facilitate a dynamic resource model better suited to evolving organizational needs.



Evolving Systems

Systems are not fully integrated, resulting in inefficient processes that impact workforce planning. The lack of integration between HR and Finance systems results in some manual steps within processes, limits data reliability, and prevents the organization from building a centralized, real-time view of its workforce.



Missing Workforce Visibility

Limited organizational visibility into the full workforce, particularly non-permanent staff. Non-permanent staff are not consistently tracked or included in planning, which leads to incomplete workforce data, under-forecasting, and missed opportunities for optimization.



Insights Gap

Workforce data is available but not integrated or strategically applied across the organization. Data is collected through various methods across departments but is not centralized or standardized, limiting the organization's ability to integrate insights for effective workforce planning decisions.

Addressing the root causes beneath the identified gaps across the City's workforce planning practices will be foundational to achieving the desired future state.

Gap Analysis | Root Cause Descriptions

Root Cause 1: Inconsistent Foundations

Function	Root cause supporting details	Evidence
Purpose	Workforce planning is still in early stages of implementation and standardization	Efforts to roll out workforce planning are underway but not yet fully standardized or embedded.
Process	Departments operate at varying levels of sophistication	Inconsistent practices across departments due to the absence of a fully adopted corporate model.
People	Fragmented workforce planning efforts across departments	Workforce planning is currently in pilot form, leading to inconsistency in execution and maturity.

Root Cause 2: Inefficient Processes

Function	Root cause supporting details	Evidence
Purpose	Current processes are limiting the effectiveness of the resource model	The multi-stage approval process for FTE requests affects the organization's ability to respond swiftly to changing service demands, ultimately limiting its capacity to deliver on strategic priorities.
Process	The existing procedural framework is constraining the adaptability of the resource model	Current policy constraints are limiting administration's ability to respond dynamically and promptly to workforce planning needs. This has also shaped the composition of the staffing complement and influenced how roles are structured within the organization.
People	Administrative knowledge can be leveraged	Administration's deep operational knowledge is underutilized in the current FTE approval process. Despite being well-positioned to assess staffing needs within council's overall budget allowance, administrative input is not embedded in decision-making. This disconnect limits the ability to apply practical, on-the-ground insights, reducing the effectiveness and responsiveness of workforce planning and resource allocation.

Root Cause 3: Evolving Systems

Function	Root cause supporting details	Evidence
Technology	Fragmented HR and Finance systems that's integration is still maturing	HR and Finance systems are not integrated, requiring manual reconciliation of data.
Process	Manual and inconsistent updates of position and rate data for non-permanent employees	Reliance on spreadsheets and siloed systems obstructs workforce planning.
Metrics	Lack of centralized platform for workforce data	No centralized platform for real-time data integration across HR, Finance and department-specific data.

Gap Analysis | Root Cause Descriptions

Root Cause 4: Missing Workforce Visibility

Function	Root cause supporting details	Evidence
Metrics	No comprehensive view of non-permanent staff	Non-permanent staff are not consistently tracked, leading to incomplete workforce data.
Purpose	Non-permanent staffing decisions made in isolation	Non-permanent staffing decisions are not included in broader workforce forecasts, impacting overall planning accuracy.
Process	Inconsistent forecasting for non-permanent staffing	Workforce forecasts are completed differently by different departments, and without standardization it is difficult to review forecasts at an organizational level.

Root Cause 5: Insights Gap

Function	Root cause supporting details	Evidence
Metrics	Inconsistent data collection and lack of standardized frameworks	Data is collected through various methods across departments but is not centralized or standardized.
Purpose	Lack of strategic use of available data	Workforce data exists but is not fully integrated or applied to strategic decision-making.
Process	Departments focus on operational needs rather than strategic workforce analytics	Operational priorities dominate, limiting the capacity to analyze data for workforce planning improvements.

Gap Analysis Methodology and Approach

Conducting a gap assessment requires an honest baselining of how mature the City's workforce planning practices are today, and a practical definition of where the City would like to evolve to, in order to meet its objectives.

Our gap analysis methodology and approach leverages the CMMI* as a foundational framework, assessing each element of the workforce planning model against a consistent standard, allowing us to clearly and concisely assess the current state, future / desired state, and the gaps between them.

During a gap analysis, each workforce planning model element is assessed individually for baseline (current state) maturity using the framework to the right.

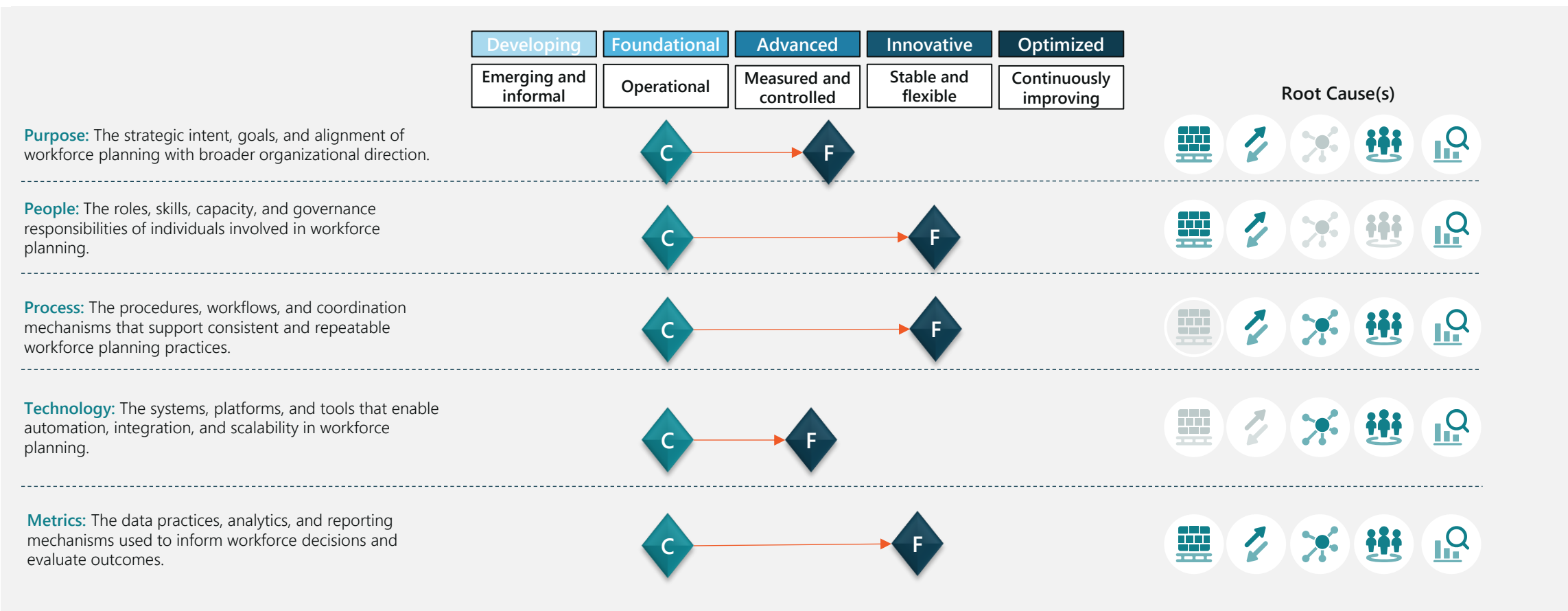
Then, we apply our judgment based on what we've heard and our analysis to date to suggest a target (future state) maturity level that the City needs to aspire to. Finally, gaps between the two states can be easily and consistently defined.

	Developing Level 1	Foundational Level 2	Advanced Level 3	Innovative Level 4	Optimized Level 5
Definition	Emerging and informal	Operational	Measured and controlled	Stable and flexible	Continuously improving
Steps to fulfill					
 Purpose	Workforce planning is informal and reactive, with no clear strategic direction.	The purpose of workforce planning is defined at the department level, though it's more tactical than strategic.	Workforce planning aligns with organizational goals, supporting long-term business strategy and agility.	Workforce planning is highly aligned with strategic objectives, adapting flexibly to future needs.	Workforce planning is integrated into the overall strategy and continuously refined to support organizational transformation.
 People	There are no formal roles or clear accountability for workforce planning; it's managed ad hoc.	Key stakeholders are identified, but roles and responsibilities may not be fully defined or formalized.	Clear ownership of workforce planning with dedicated teams or roles driving the process.	Cross-functional teams actively collaborate, sharing responsibility for workforce planning across departments.	Workforce planning is embedded across all levels, with continuous development and empowerment of staff.
 Processes	Processes are informal, inconsistent, and driven by individual department needs.	Basic, repeatable processes exist but lack full standardization or integration across departments.	Processes are standardized and consistently applied, ensuring alignment across departments.	Processes are adaptable and flexible, allowing for continuous alignment with organizational changes and evolving needs.	Processes are optimized, continuously reviewed, and integrated with all organizational functions, with a focus on improvement and agility.
 Tech	Workforce planning is reliant on manual tools (e.g., spreadsheets) with no system integration.	Basic systems are in place, but they are fragmented and not fully integrated (e.g., HR and finance systems operate independently).	Systems are integrated with some degree of automation, enabling efficient data sharing and analysis.	Fully integrated technology platforms support real-time data, scenario modeling, and data-driven decision-making.	Advanced technology tools are predictive and provide real-time insights, continuously evolving to meet organizational needs.
 Metrics	Metrics are either non-existent or very basic, typically focused only on headcount.	Basic workforce metrics are tracked, such as FTEs and positions, but they are not fully aligned with organizational goals.	Workforce metrics are comprehensive, aligned with strategic objectives, and provide actionable insights.	Metrics are predictive and actionable, supporting workforce planning with a high degree of flexibility and responsiveness.	Metrics are forward-looking, predictive, and continuously refined to optimize workforce performance and alignment with strategic goals.

* Capability Maturity Model Integration

Summary of Gap Analysis

An internal assessment of the City's workforce planning practices has revealed gaps between the current state ("C" diamond) and the desired future state ("F" diamond), highlighting areas where maturity and alignment could improve to support long-term organizational goals



Inconsistent Foundations



Inefficient Processes



Evolving Systems



Missing Workforce Visibility



Insights Gap

5.0 Recommendations

Recommendation Summary

Theme	Recommendation
Resource Planning is happening at the Department level, in varying levels of sophistication	01 Establish a standardized tactical resource planning document across departments
Limited resource planning is taking place at the corporate level	02 Consolidate standardized tactical resource planning documents to support enterprise-wide visibility
Current policy-supported processes limit administration's ability to respond effectively to workforce needs	03 Revise budget policy (C-FS-05 s.13) for improved alignment to the Municipal Government Act and leading practice governance principles
Limited line of sight or organizational understanding of the "casual" staff complement	04 Transfer recruitment responsibilities exclusively to the Human Resources and Safety Team
Workforce Planning is still in pilot form	05 Formalize the scale and collaborative efforts of the workforce strategy
Data is being utilized but is not fully integrated to support decision making	06 Strengthen data integration maturity

Root Causes Identified:



Inconsistent
Foundations



Inefficient
Processes



Evolving
Systems



Missing Workforce
Visibility



Insights Gap



01 | Establish a standardized tactical resource planning document across departments

Theme 1: Resource Planning is happening at the Department level, in varying levels of sophistication

Summary: While Directors are applying logical and systematic approaches to resource planning these efforts vary across departments. For permanent employees, this approach is largely driven by the budget process (including the development of business cases for FTE approvals). For non-permanent employees, this approach varies by department.

Impact of recommendation: Without a standardized resource planning document, departments will utilize various approaches for developing an inventory of classifications, forecasting etc., making it difficult to get an organization-wide view of staffing needs and priorities (beyond information gathered during the budget process).

Standardize Department-Level Planning	Standardize a consistent working document (e.g. excel template) to resource plan for both permanent and non-permanent roles to create consistency and comparability across departments.
Use Living Document	This is a tactical, living document intended to be updated regularly and reviewed on a monthly or quarterly basis to support ongoing operations.
Centralized Storage	Keep all documents in a centralized place for cross-department visibility.
Consistent Use	Training for department leads on consistent application of the document.

Root Causes Identified:





02 | Consolidate standardized tactical resource planning documents to support enterprise-wide visibility

Theme 2: Limited resource planning is taking place at the corporate level (that is not directly tied to the budget process)

Summary: Currently, the organization's assessment of resource needs is primarily budget-driven. There is an opportunity to further assess and understand the permanent and non-permanent workforce from an enterprise level.

Impact of recommendation: Without an enterprise view of resourcing planning, the organization will lack a unified view of staffing needs (specifically within the non-permanent employee complement), leading to siloed decision-making, opportunity to further align strategically, and potential inefficiencies in resource allocation.

Standardize Department-Level Planning

Introduce a standardized document (outlined in recommendation 01).

Centralized Storage

Keep all documents in a centralized place for cross-department visibility.

Leverage Department Documents to Build a City-Wide View

Use the standardized planning document from each department to compile a consolidated, city-wide resource planning overview. This roll-up will help leadership identify trends, gaps, and overlaps in staffing, and support more strategic, data-informed decisions at the corporate level.

Root Causes Identified:



Inconsistent Foundations



Missing Workforce Visibility



Insights Gap



03 | Revise budget policy (*Policy C-FS-05 s.13*) for improved alignment to the Municipal Government Act and leading practices governance principles

Theme 3: Current policy-supported processes limit administration’s ability to respond effectively to workforce needs

Summary: Refining the approach to FTE reviews could enhance flexibility and responsiveness in workforce planning. Streamlining the process would enable Council to maintain strategic oversight, while allowing administration to apply its operational expertise to ensure workforce needs are addressed promptly in support of Council’s strategic objectives.

Impact of recommendation: Without a shift in approach, inefficient processes will continue to restrict the development of a responsive resource model. This could lead to fragmented hiring practices, an imbalanced staffing complement, and reduced effectiveness in administrative leadership.

Review Jurisdictional Research and Leading Practices	Review the jurisdictional research and municipal governance research completed and pursue further analysis or legal consultation as needed to identify leading governance principles in the municipal sector that best enable a responsive and adaptable resource model.
Review and discuss process challenges and opportunities	Clarify the opportunity to improve the process (supported by policy) to streamline operational decisions while ensuring appropriate Council oversight.
Collaborate with Finance and Legal, Legislative and Records Services, Council and Administration Leadership	Review what changes or revisions would need to be made to City Council Policies (Policy C-FS-05 s. 13), and plan to put forward a recommendation to make related changes.

Root Causes Identified:





04 | Transfer recruitment responsibilities exclusively to the Human Resources and Safety Team

Theme 4: Limited line of sight or organizational understanding of the “casual” staff complement

Summary: Currently, departments manage casual hiring independently. This decentralized approach has resulted in limited oversight, and a lack of reliable data on the casual workforce.

Impact of recommendation: Without Human Resources and Safety (“HR”) support in hiring non-permanent employees, departments will continue to operate in silos, increasing the risk of inconsistent hiring practices, and limited organizational insight into the size, cost, and distribution of the casual workforce.

Reduce Organizational Risk	Centralizing HR support ensures consistent hiring practices, compliance with employment standards, and proper documentation—reducing the risk of legal, financial, or reputational issues related to casual staffing.
Requires Investment in HR Capacity	To be effective, this model may require additional HR resources—either through new roles or reallocation of existing capacity—to provide dedicated support for departments and maintain centralized tracking and reporting systems.
Improves Visibility and Oversight	A centralized service enables a clear line of sight into the full casual and non-permanent workforce by consolidating data and processes, allowing leadership to make informed decisions based on accurate, up-to-date staffing information.
Training Program	<i>If additional resources in HR are not available</i> , it is recommended that the City implement a more comprehensive training program for those individuals, outside of HR, who are leading and supporting the hiring process for non-permanent employees.

Root Causes Identified:



Evolving
Systems



Missing Workforce
Visibility



Insights Gap



05 | Formalize the scale and scope of the workforce planning framework

Theme 5: Workforce Planning is still in pilot form

Summary: Currently, workforce planning is still in pilot form, with varying levels of completion and Business Partner support across departments. While Directors have shown interest and support, there are acknowledged areas for improvement—such as reducing duplication with work already undertaken by Strategic Services.

Impact of recommendation: Without scaling and scoping the workforce framework, strategizing efforts will remain inconsistent and potentially overwhelming across departments as the framework continues to be rolled out across the organization.

Clearly Define and Scope the Workforce Framework Outputs	The workforce planning framework is quite comprehensive and is intended to be revisited annually. It supports business planning by prompting Directors to take a long-term view—spanning four (4) years—of their workforce needs, challenges, and capability gaps. The City could further define the scope of this process and confirm the key outputs. The tactical support tool (<i>described in recommendation 01</i>) could be an operational plan or complementary document to the “workforce strategy/plan” that is developed as an output of the framework.
Align with Business Planning	Continue to align planning efforts to avoid duplication of efforts with Strategic Services. This will help clarify the scope of what the workforce planning framework requires from Directors and what inputs already exist and can be leveraged from other business planning discussions.
Role Clarity	Ensure clear roles between the HR Business Partner and the expectations of the Director and Department Team.

Root Causes Identified:





06 | Strengthen data integration maturity

Theme 6: Data is being utilized but is not fully integrated to support decision making

Summary: Currently, aspects of the HR and Finance systems are not integrated and non-permanent employee data lives in “side of the desk” spreadsheets, causing inefficient processes and limited access to reliable data for non-permanent staff.

Impact of recommendation: Without continued enhancement of data integration practices, the City risks inefficiencies and human errors in reliance on manual processes and fragmented data—limiting a comprehensive understanding of workforce needs.

Storage Location and Accessibility	Start to centralize where non-permanent workforce data “lives”. Ensure that data is stored consistently and not locally to desktops but synced via cloud services (.e.g. SharePoint) so documents can be accessed with appropriate permissions by others in the organization.
Continue to Optimize	The City has adopted a range of cloud-based tools (e.g. Sharepoint, ClearPoint), and efforts to fully optimize their use to support planning for the permanent staff complement are still in progress
System Integration Strategy	Continue to plan for the full integration of the finance system (Agresso) with the HR system (VIP), aiming to replace the current middleware setup with a more robust and seamless interface between the two platforms.
Create Governance Policies	Governance for data quality, ownership, and access.

Root Causes Identified:



Evolving
Systems



Insights Gap

6.0 Implementation Plans



01 | Establish a standardized tactical resource planning document across departments

High Level Steps

01 Engage Departments to Identify Current Practices and Gaps

Work with representatives from each department to understand their current resource planning methods, including the tools they rely on and the challenges they encounter. These conversations should evaluate the types of data being tracked such as FTEs, forecasting inputs, and skill gaps while identifying both commonalities and discrepancies across departments. Additionally, gather feedback on what other data could support more informed decision-making. As part of this process, also document where existing data is stored (e.g., HRIS, Finance systems, SharePoint).

02 Centralize and Standardize Resource Planning Data

Acknowledge the need to centralize resource planning data to provide clear line of sight across departments and enable strategic oversight. While the same core data is being consolidated, this step focuses on designing a standardized, living resource planning document that supports consistency. Collaborate with IT to explore solution options that can integrate data from multiple platforms into a unified source. The template should use clear formatting, consistent language, and be structured to support roll-up to a corporate-level view.

03 Integrate the Document into Existing Planning Cycles

Integrate the use of the standardized resource planning document into the City's existing planning and budgeting cycles. Provide clear timelines and expectations for when and how departments should complete and submit the document.

04 Provide Training and Support for Implementation

Offer training sessions for department leads (Directors or a delegate) to ensure they understand how to complete and effectively use the new planning document. Have a key point of contact that is responsible to review the documents and support department leads with any questions.

Resources Required / Utilized

Resource	Description
People	☐ Will require a project lead ☐ Will require IT support
Technology	☐ Will require use of existing platforms

Key Considerations

- *Deliberate thought and care must be given to change management in the successful adoption and sustainment of rolling out the new template, and associated processes.*

Root Causes Addressed



Inconsistent Foundations



Missing Workforce Visibility



Insights Gap



01 | Establish a standardized tactical resource planning document across departments

Sample Content for Standardized Tactical Resource Planning Document

Section	Metrics	Purpose	Where it is documented at the City
Headcount & Composition	• Total FTEs • Headcount by branch • Full-time vs. part-time • Permanent vs. temporary • Union vs. non-union	Understand workforce size and structure	HRIS (like what was pulled for MNP Spreadsheet)
Vacancy & Recruitment	• Number of open positions • Time-to-fill (avg. days) • Positions filled this month • Hard-to-fill roles	Track hiring efficiency and gaps	ATS (Njoyn) Excel tracking
Turnover & Retention	• Monthly exits • Exit reasons (retirement, resignation, promotion etc.) • Voluntary vs. involuntary • Retention rate	Identify attrition trends and risks Track internal mobility and promotion rates	Retirements tracked in spreadsheet & HRIS
Demographics	• Age distribution • Years of service • Gender/diversity breakdown	Support equity and succession planning	Retirements and years of service tracked Workforce Plan HRIS
Workforce Composition and Skills	• Competency maps • Role-specific capabilities • Succession readiness • Gaps in critical skills	Understand/assess skill gaps Understand critical roles and mitigate	InteleX Workforce Plan
Absenteeism & Leave	• Sick days per FTE • Leave of absence count • Top leave types (e.g., parental, medical)	Monitor workforce availability	HRIS



01 | Establish a standardized tactical resource planning document across departments

Sample Content for Standardized Tactical Resource Planning Document Continued

Section	Metrics	Purpose	Where it is documented at the City
Training & Development	• Training hours per employee • % of staff with development plans • Certifications completed	<i>Gauge investment in workforce growth</i> <i>Assess and address skill gaps</i>	<i>Intelix</i>
Forecasting Inputs	• Anticipated retirements • Budgeted vs. actual staffing • Seasonal staffing needs	<i>Prepare for future workforce shifts</i> <i>Assess what FTE requests to submit</i>	<i>Directors "side of the desk" spreadsheets / planning documents</i> <i>Budget - Agresso</i>
Staffing Recommendations	• Adds, reductions, reclassifications • Link to budget • Cost implications	<i>Support the submissions of FTE requests</i>	<i>Is submitted to SharePoint (likely lives in a planning document with the Director prior to submission)</i>
Operational Notes	• Council directives • Policy changes • Service delivery impacts • Seasonal needs • Emerging workforce challenges	<i>Contextualize data with qualitative insights</i> <i>Capture real-time changes/impacts</i> <i>Align staffing levels with operational needs and budget constraints</i>	<i>Mid-Range Business Plan</i> <i>Workforce Plan</i>



02 | Consolidate standardized tactical resource planning documents to support enterprise-wide visibility

High Level Steps... Continuation of Recommendation 01*

01 Roll Up Standardized Departmental Plans to Enable Strategic Oversight

Once departments have completed the standardized resource planning document, consolidate data into a centralized summary that provides a corporate-wide view of workforce needs. Use this consolidated view to generate summary reports that highlight key trends, gaps, and overlaps across departments.

02 Use Consolidated Data to Support Strategic Workforce Discussions

Establish a cadence of meetings to review consolidated document with Directors and Executive Directors. These meetings should focus on identifying cross-departmental trends, shared challenges (e.g., skill shortages, over-reliance on temporary staff), and opportunities for collaboration or reallocation. By grounding these discussions in standardized data, leadership can make more informed, proactive decisions that align with both operational needs and strategic priorities.

03 Align Resource Planning with Budget and Business Planning Cycles

Ensure that the insights from the consolidated planning documents are integrated into the City’s broader planning and budgeting timelines. This includes aligning submission deadlines with key decision points in the budget cycle and ensuring that workforce needs are considered alongside financial constraints and service delivery goals. Embedding this process into existing cycles reinforces its value and ensures it becomes a routine part of planning.

04 Train Staff and Establish Governance for Ongoing Use

Provide training sessions and user guides to ensure all relevant staff understand how to use the standardized documents and digital platform effectively. Establish governance protocols, including clearly defined roles and responsibilities for maintaining and updating the documents, along with a schedule for regular reviews. This ensures consistent usage and accountability for keeping information current and accurate.

Resources Required / Utilized

Resource	Description
People	❑ Will require a project lead ❑ Will require IT support
Technology	❑ Will require use of existing platforms and potentially new platforms to support data consolidation and/or real time data analytics

Root Causes Addressed



Inconsistent Foundations



Missing Workforce Visibility



Insights Gap

Key Considerations

- **Recommendation 2 is dependent on recommendation 1 being implemented.*
- *Longer term: consider how the consolidated data could be utilized to develop a Power BI dashboard, or a similar tool, that delivers real-time insights through key analytics.*



03 | Revise budget policy (Policy C-FS-05 s.13) for improved alignment to the Municipal Government Act and leading practice governance principles

High Level Steps

01

Review Jurisdictional Research and Leading Practices

Review the completed jurisdictional research to inform what similar policies look like with municipal comparators. Provide additional research if desired to consider options of how this policy could provide operational flexibility and process efficiency. Collaborate with City solicitor to understand leading practice governance, based on the Municipal Governance Act.

03

Propose Process Updates

Building on steps 1 and 2, use the gathered information/research, discussions, and feedback to develop alternative approaches for updating the current process. Share these proposals with City leadership and Council for input, revise as needed, and work collaboratively toward a solution that satisfies both parties.

02

Engage Council

Leverage the collaborative working relationship between administration and Council to explore current process limitations and inefficiencies and consider how Council might maintain effective oversight while adapting procedures to enhance operational efficiency. Present information gathered on municipal comparators practices and leading practice research.

04

Update Supporting Documentation and Processes

If policy changes are agreed on and approved, revise all related budget documentation, templates, and internal procedures to reflect the new FTE approval process. Consider conducting a working session or some form of engagement to inform the design of an updated process. Once the process is developed, provide clear guidance to departments on the updated process.

Resources Required / Utilized

Resource	Description
People	☐ Will require a project lead
	☐ Will require support from the City's lawyer
	☐ Will require input/support from the Finance Team
	☐ Will require input/support from the Strategic Services Team
	☐ Will require input/support from Council
	☐ Will require input/support from the HR and Safety Team

Root Causes Addressed



Governance and Operational Misalignment

Key Considerations

- *This recommendation will play a pivotal role in shaping resource planning and will strengthen the City's capacity to adapt more efficiently and effectively to changing service levels and municipal needs.*
- *If this policy is revised, it presents an opportunity to reimagine and redesign the FTE approval process. The City should review leading practices to support a well-informed and strategic design and streamlined implementation of the new approach.*



04 | Transfer recruitment responsibilities exclusively to the Human Resources and Safety Team

High Level Steps

01 Conduct a Comprehensive Role and Responsibility Review

Begin by mapping out all current recruitment-related tasks across departments to identify what is being done, by whom, and how. This includes job postings, candidate screening, interview coordination, and onboarding. Partner with department leads (Directors and HR Business Partners) to gain a clear understanding of the current state, including an estimated breakdown of time spent on these activities, to better inform resource utilization.

02 Assess Capacity and Resourcing Requirements

Leveraging information gathered in step 1, assess if a business case for resources should be submitted. If additional support is required (based on step 1) and the FTE(s) is approved, move on to step 3a, if an FTE request is not made, or not approved, move forward to step 3b.

03a Build Capacity Within the HR and Safety Team

If additional resources are approved, define new roles to support the centralisation of the non-permanent recruitment process. These roles would be responsible for assisting departments with the recruitment and hiring of non-permanent staff, mirroring the support currently provided for permanent hires.

03b Augment Training to Support a Decentralized Model

Using existing training materials as a foundation, develop a more robust training program for employees (hiring managers/department supports) involved in the recruitment and hiring of non-permanent staff. Ensure that only individuals who have completed the training are actively engaged in these processes.

Resources Required / Utilized

Resource	Description
People	☐ Project Lead for 3b
Capital	☐ Potential an FTE request if 3a
Other	☐ Leverage and augment existing training materials (as part of 3b)

Key Considerations

- If the City proceeds with step 03b, two comparator jurisdictions identified during the engagement, both of which have implemented similar training programs, could be consulted to help inform the development of supporting resources and processes

Root Causes
Addressed



Evolving
Systems



Missing Workforce
Visibility



Insights Gap



05 | Formalize the scale and scope of the workforce planning framework

High Level Steps

01 Define and Document the Core Scope and Outputs of the Workforce Planning Framework

Establish a clear definition of what the five (5) year workforce planning strategy includes (i.e. department workforce priorities, etc.). Clarify the expected outputs (e.g., a workforce strategy document) and how they align with business planning cycles and budget cycle. Clearly delineate between the goals of the standardized tactical document (in recommendation 1), and this strategic document.

02 Continue to Align and Integrate with Business Planning to Eliminate Duplication

Continue to work with Strategic Services to understand areas of overlap and identify opportunities for integration. Determine which data, insights, or planning inputs from Strategic Services can be leveraged within the workforce planning process to reduce duplicated work efforts.

03 Clarify Roles and Responsibilities Across Stakeholders

Document clear roles and responsibilities to outline the specific contributions of HR Business Partners, Directors, department teams, and Strategic Services in the workforce planning process. This should include who is responsible for completing jurisdictional research, data gathering, analysis, decision-making, and documentation. Communicate these expectations through training sessions and/or guidance documents to ensure all parties understand their role in delivering a successful.

04 Evolve Past Pilot Project Stage

Continue gathering feedback and lessons learned to transition beyond the pilot phase. Finalize planning with pilot departments, then conduct a debrief to capture insights on the full process. Clarify outputs (Step 1), strengthen alignment (Step 2), define roles (Step 3), incorporate feedback, and proceed with broader departmental rollout.

Resources Required / Utilized

Resource	Description
People	☐ Continue to utilize the resources dedicated to this on-going initiative

Key Considerations

- Successful adoption and long-term sustainment of this framework will require thoughtful change management. Clear and consistent communication will be essential to help users distinguish between the outputs of this document and those outlined in Recommendation 01.
- If Recommendation 03 is implemented, it may trigger several changes to existing processes. To prevent change fatigue, it will be essential to carefully coordinate the timing and rollout of multiple recommendations.

Root Causes
Addressed



Inconsistent
Foundations



Insights Gap



06 | Strengthen data integration maturity

High Level Steps

01 Conduct a Data Storage Review

Launch a cross-departmental review to identify all existing data sources contributing to workforce planning such as HRIS, Agresso, performance management tools, and informal spreadsheets. Catalogue where each dataset is stored to build a clear picture of the current data landscape. This will support the identification of gaps and redundancies, and serve as a foundational map to guide integration priorities and highlight data that is currently not captured on any platform

02 Centralize Non-Permanent Workforce Data Using SharePoint

Transition all non-permanent employee data from decentralized spreadsheets to a centralized, cloud-based platform such as SharePoint. As part of recommendation 1, there will be a standardized template with standardized naming conventions, and folder structures to ensure consistency and ease of use of this information across departments.

03 Continue Exploring System Integration and Enhance Tool Utilization

As part of the organization’s ongoing technology evolution, continue to evaluate whether full integration between HRIS and finance systems are necessary long-term objective. Current processes rely on bridge software to connect platforms for permanent staff planning. As recommendation 01 and 02 will potentially examine how to integrate data from multiple platforms, this could inform some functionality opportunities.

04 Explore Workforce Data Insights

Keep informed of the technology transformation as it relates to workforce data. Once data is consolidated (as part of recommendation 01), focus on how it is leveraged by key decision-makers. Establish mechanisms such as executive dashboards, automated reports, and real-time analytics tools that provide leadership with actionable insights.

Resources Required / Utilized

Resource	Description
People	☐ Will require support from IT team
Capital	☐ Will utilize existing investments made to existing technology transformation

Key Considerations

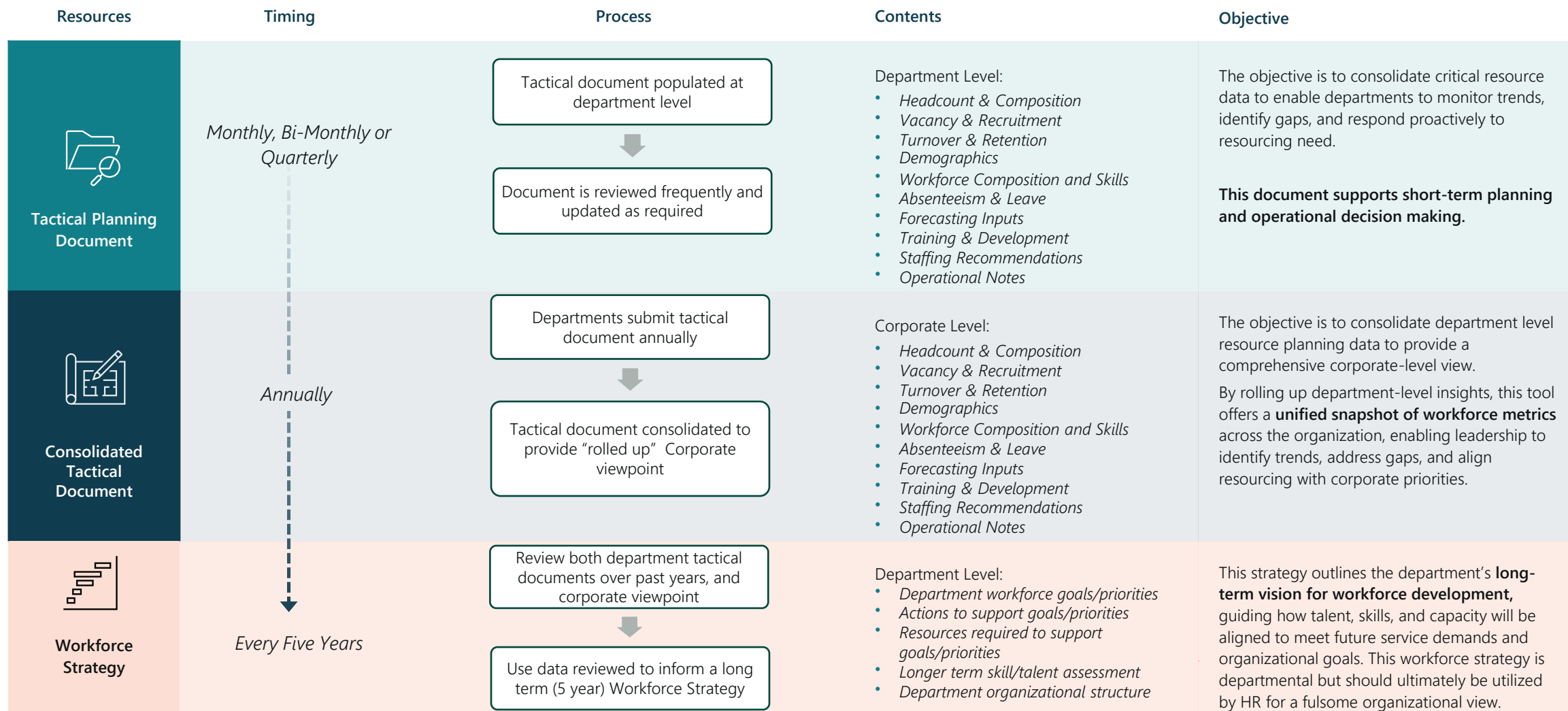
- Workforce data is referenced in multiple recommendations, and the City will have to go through an overarching data journey that evaluates:
 - What workforce data exists?
 - Where is workforce data stored?
 - What workforce data is missing?
 - Is there a way to obtain the missing workforce data?
 - How can we consolidate the workforce data that exists?
 - How can we leverage the workforce data to make informed decisions?



7.0 Resource Planning Model

Proposed Resource Planning Model

Leveraging existing data, resources and platforms, the City can build on existing infrastructure to enhance their resource planning. This visual provides a high-level viewpoint of how the envisioned resources support various aspects of resource planning at the City.





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