

To: City Council

From: Stephanie Sinnott, Commissioner,
Corporate and Finance Services Department

Report Number: CNCL-25-19

Date of Report: March 26, 2025

Date of Meeting: March 31, 2025

Subject: Strategic Workforce Planning - 2026 - 2029 Staff Resourcing
Forecast Phase II

Ward: All Wards

File: 03-05

1.0 Purpose

The purpose of this Report is to present the City of Oshawa Strategic Workforce Planning – 2026-2028 Resourcing Forecast Phase II report prepared by J. Macpherson and Associates.

Attachment 1 is the City of Oshawa Strategic Workforce Planning: 2026-2029 Staff Resourcing Forecast Phase II.

2.0 Recommendation

It is recommended to City Council:

1. That in accordance with Report CNCL-25-19, dated March 26, 2025, the Strategic Workforce Planning: 2026-2029 Staff Resourcing Forecast Phase II (“the Plan”), as outlined in Attachment 1, be approved in principle; and
2. That the future staffing positions as outlined in the Plan be presented, when appropriate, through future budget submissions as part of the City’s regular budget planning process or separate reports as appropriate; and
3. That the Growth Related Operations Facility Needs Assessment (G.R.O.F.N.A.) study be updated; and
4. That staff engage a consultant to perform a service level review to ensure City services are being delivered in the most fiscally responsible manner and are in alignment with the objectives of the Oshawa Strategic Plan.

3.0 Input From Other Sources

J. Macpherson and Associates was retained by the City in 2024 to develop Phase II of the Strategic Workforce Plan that was originally approved by Council in 2021.

Members of Council, the Corporate Leadership Team, Directors, staff, and union executives have all provided input into the development of the Plan.

4.0 Analysis

4.1 Background

In 2021, J. Macpherson and Associates prepared the City's initial Strategic Workforce Plan. At that time, it was recognized that the City of Oshawa staffing growth was considerably less than comparable local municipalities and did not keep pace with population growth. A 'staffing deficit' of 70 full-time equivalents (FTE) had accumulated over the past decade, with 97 new positions identified for the period of 2022-2025.

The 2021 Strategic Workforce Plan contained seven recommendations, of which five have been completed and two are in progress. Details of these recommendations can be found Table 2 on pages 10-12 of the Plan. In addition, the City's current practice best fit on level two of the Workforce Maturity Level with a traditional budget planning approach focused on the next financial year.

In April 2024, through CNCL-24-38, Council approved the single source award to J. Macpherson and Associates to prepare an update to the Workforce Strategy Plan. The goal of the project was to:

- Assess progress made on advancing workforce planning and addressing the 'staffing deficit' identified in the 2021 report and recommendations;
- Develop a formula to estimate future staffing growth based on anticipated population growth and needs of the community;
- Build a 2026-2029 staff forecast that is guided by Phase One project work;
- Develop criteria and a process for reviewing and ranking future new position requests; and,
- Identify improvement opportunities.

Throughout late 2024 and early 2025, J. Macpherson and Associates has been gathering data, meeting with stakeholders, and performing an analysis of the City's growth in population versus its staffing.

4.2 2024 Current State Assessment

The 2024 state assessment found that the City is still at level two of the Workforce Maturity Model but has made progress towards transitioning to level three by developing a four-year staffing forecast and implementing a multi-year budgeting process. To fully shift to multi-year operational workforce planning will require developing a stronger connection between service expectations and required staff resource, developing business unit multi-

year business plans to accompany the new multi-year budget process, and establishing more robust business unit key performance indicators and metrics.

An analysis of current staffing levels found that the significant investment by Council in new positions since 2022 has eliminated the 2021 'staffing deficit' of 70 positions as well as increased the staffing levels through the approval of many new positions required to meet the demands related to growth. Council approved 159 new positions from 2022 to 2025.

Table 5, shown on pages 13-14 of the Plan, reflects the growth in staffing from 2021-2025.

4.3 Growing City and Future Staffing Implications

An analysis was conducted to identify a reasonable full-time staff growth rate based on projected population growth. The current Oshawa staff to population rate of approximately five full-time FTEs per 1,000 population is like various benchmark municipalities and is reasonable to estimate future annual FTE growth. The benchmark municipalities for the review included Ajax, Barrie, Guelph, Kitchener, London, Markham, Mississauga, Richmond Hill, Pickering, Vaughan and Whitby. The benchmark municipal average for this group was 5.15 FTEs per 1,000. This means that the City FTE to 1,000 population of approximately 5 FTEs per 1,000 population is comparable to the municipal benchmark average.

To avoid a staffing deficit in the future, it is recommended that approximately 19 FTE's should be hired each year to address the growing needs of the city. However, this should be used as a guide and not an absolute as population growth can vary and other factors can influence staffing needs during a particular year, such as the opening of a facility/ park, change in service levels, provision of a new service or fiscal constraints. In addition, ranking criteria was developed to guide the evaluation of new position requests. Table 8, shown on pages 26 of the Plan, outlines the seven criteria.

The 2026-2029 forecast identifies the need for 88 new full-time permanent full-time equivalents (FTEs) as well as six part-time positions which equates to three FTEs. The forecast does not include staffing associated with significant new initiatives Council has yet to approve.

Of the 91 FTEs identified, nine FTEs will require little or no tax levy funding. The estimated tax levy required for the remaining 82 FTEs is approximately \$10.25 million. All positions identified in the forecast will be subject to approval through the annual budget approval process.

With population and household growth comes the increased demand for services from residents and businesses. The impact of this growing demand is often more visible on the external facing functions/ jobs such as recreation services, firefighters, need for building and maintaining roads, snow and grass cutting services, etc.

Less visible but equally important is the impact on internal support services. A growing organization requires enhancing frontline and internal support services such as Human Resources, Payroll, Information Technology, Procurement and Finance. A review of

municipal Financial Information Returns found that on average there was a ratio of one internal support FTE for every four external facing positions.

4.4 Recommendations For 2025

The report contains five recommendations to advance workforce planning and address stakeholder concerns. The five recommendations are:

1. Continue to advance multi-year budgeting and business planning.
2. Develop key performance indicators.
3. Update Growth Related Operations Facility Needs Assessment Report.
4. Review of service levels.
5. Develop five-year Corporate Human Resource Strategy.

5.0 Financial Implications

There are no financial implications resulting from the recommendations of this report.

6.0 Relationship to the Oshawa Strategic Plan

This report responds to the Oshawa Strategic Plan Priority Area “Lead: Governance and Service Excellence” with the goal to provide transparent, efficient, and responsible fiscal stewardship and use of resources.



Stephanie Sinnott, Commissioner,
Corporate and Finance Services Department

City of Oshawa

Strategic Workforce Planning 2026-2029

Phase II



Report by:

J Macpherson & Associates

January 2025

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Executive Summary

The City of Oshawa has experienced significant population and infrastructure growth resulting in the need for expanded services to manage development and increasing community needs. In 2021, a Strategic Workforce Planning Project was conducted to assess the City's immediate and future staffing needs.

The 2021 review of municipal comparators confirmed the City of Oshawa staffing growth was considerably less than comparable local municipalities and did not keep pace with population growth. A 'staffing deficit' of 70 full-time equivalent (FTE) had accumulated over the past decade.

The purpose of this project is to:

- Assess progress made on advancing workforce planning and addressing the 'staffing deficit' identified in the 2021 report and recommendations.
- Develop a formula to estimate future staffing growth based on anticipated population growth and needs of the community.
- Build a 2026-2029 staff forecast that is guided by Phase One project work.
- Develop criteria and a process for reviewing and ranking future new position requests.
- Identify improvement opportunities.

A comprehensive stakeholder engagement process was undertaken to gain an understanding of key stakeholder perspectives and insights. A total of 42 stakeholders were consulted and participated in the project. This included members of Council, management team (Corporate Leadership Team (C.L.T.), Directors and equivalent positions), and union executives. Stakeholder consultation and a review of internal documents provided critical information in which to assess workforce planning progress at the City.

The City Makes Advances in Workforce Planning

The City has made significant progress in advancing workforce planning. Five of the seven recommendations contained in the 2021 plan have been completed and the two remaining have been acted on. The City is well positioned to shift to level three of the Workforce Planning Maturity Model (See Appendix A).

2021 ‘Staffing Deficit’ Has Been Eliminated

An analysis of current staffing levels found that the significant investment by Council in new positions since 2022 has eliminated the 2021 ‘staffing deficit’.

The recent Region of Durham Official Plan - Envision Durham and the 2024 Development Background Study both project significant growth in population and households for Oshawa.

Table 1: City of Oshawa Population and Household Growth Forecast

Year	Mid-2024	Mid-2034	Mid-2051
Population (1)	186,256	223,184	287,651
Household	71,649	86,019	112,968

Note:

(1) Excludes approximately 3.8% census undercount.

A growing city means there will continue to be a need for new and expanded municipal services and the staff who provided the services. To avoid creating a new ‘staffing deficit’, the City will need to make regular and reasonable investments in its workforce.

Anticipated Annual Population Growth Requires an Estimated Investment in 19 New FTEs Annually

An analysis was conducted to identify a reasonable full-time staff growth rate based on projected population growth. The current Oshawa staff to population rate of approximately 5 full-time FTEs per 1000 population is similar to benchmark municipalities and is reasonable to estimate future annual FTE growth. Given the population growth forecast for the City a guide for estimating the future would be 19 FTEs per year.

This should be used as a guide and not an absolute as population growth can vary and other factors can influence staffing needs during a particular year, such as the opening of a facility, change in service levels, provision of a new service or fiscal constraints.

To create the 2026-2029 Staffing Forecast, Directors were asked to consider the impact of workforce drivers on their ability to maintain service levels and advance the goals of the City’s Strategic Plan. Typical workforce drivers are population, new infrastructure,

new legislation, impact of capital, new technology, changing demographics, and emerging social issues. Directors were also asked to consider recent studies that identified staffing implications, such as the 10 Year Fire Services Staffing Model, the 2020 Growth Related Operations Facility Needs Assessment (G.R.O.F.N.A.) and various Municipal Law Enforcement and Licensing Services reports.

The 2026-2029 forecast identified the need for 88 new full-time permanent FTEs and 6 part-time positions (3 FTEs). Of these, 9 FTEs will require little or no tax levy funding. The 2026-2029 staffing forecast does not include potential staffing associated with significant new initiatives where Council approval has not yet been granted.

The estimated cost on tax levy for the identified FTEs is approximately \$10.25 million. All positions identified in the staffing forecast are preliminary and will be subject to the annual budget approval process. The annual budget process will provide the opportunity to review and align to the organizational context and fiscal realities present at that time.

This review also identified opportunities to strengthen the workforce planning process through role clarity and the implementation of ranking criteria for C.L.T. The criteria was developed through input from stakeholders, external research, and a review of past practices.

Based on research and stakeholder input seven criteria have been developed to guide C.L.T.'s evaluation of future new position requests. The criteria considers the impact of these new positions and consequences if not approved. The criteria can be found on page 26.

This report contains five recommendations to advance workforce planning and address stakeholder concerns.

2025 Recommendations:

1. Continue to Advance Multi-year Budgeting and Business Planning
2. Develop Key Performance Indicators
3. Update Growth Related Operations Facility Needs Assessment Report
4. Review of Service Levels
5. Develop Five-Year Corporate Human Resource Strategy

Based on our analysis the City of Oshawa has made great progress in the area of workforce planning and has established a solid foundation to make further advancements in the future.

Section One: 2025 Strategic Workforce Planning

Project Goals and Approach

The purpose of this project is to:

- Assess progress made on advancing workforce planning and addressing the 'staffing deficit' identified in the 2021 report and recommendations.
- Develop a formula to estimate future staffing growth based on anticipated population growth.
- Build a 2026-2029 staff forecast that is guided by Phase One project work and business area engagement.
- Develop criteria and a process for reviewing and ranking future new position requests.
- Identify improvement opportunities.

Project Approach: Understanding and Involvement

The following guided the project approach:

- Include a collaborative stakeholder engagement process similar to the one conducted in 2021.
- Build on the success of the most recent staff forecast and leverage past learnings and knowledge.
- Incorporate findings from 2024 Development Charge Background Study, 2020 Growth Related Operations Facility Needs Assessment (G.R.O.F.N.A.), and department reports such as the 10 Year Fire Services Staffing Model and Municipal Law Enforcement and Licensing Services reports.

Section Two: 2021 Workforce Planning Project

The 2021 review highlighted that the City of Oshawa experienced significant population and infrastructure growth over the past decade resulting in a need for expanded services to manage development and increasing community needs. Staffing levels can be impacted in many ways. A growing city means there are growing needs for new and expanded municipal services. In addition, new provincial regulation and requirements mean that the City must respond by implementing or expanding programs in a number of areas.

To establish context for the 2021 review, the historical relationship between population and staffing levels for the City and municipal comparator organizations was studied. The review found that over the past decade the City of Oshawa workforce grew at a rate significantly lower than comparable organizations in the local area and did not keep pace with population growth. The review identified a 'staffing deficit' of 70 FTEs had accumulated over the decade.

A review of current workforce planning practices and a comprehensive stakeholder engagement process was undertaken to assess the organization's current workforce planning capabilities and readiness compared to the Workforce Planning Maturity Model. The current state assessment findings found that the planning approach used by the City was primarily focused on a single year and driven by the annual budget process. Best practice suggests that multi-year business planning and budgeting drives strategic workforce planning. The review concluded that current practices were best aligned with level two on the Workforce Planning Maturity Model (details can be found in Appendix A).

The project identified seven (7) recommendations to advance and strengthen workforce planning and address concerns raised by stakeholders.

The 2021 recommendations were:

1. Create a greater role and involvement for Directors in the identification and review of new staff position requests as part of the budget process.
2. 2022 Operating Budget consider the following staffing plan:
 - a. Advancing the five (5) permanent FTEs identified that require no or little tax levy funding.
 - b. Adopt the funding strategy contained in the Information Technology Strategy and shift up to \$500,000 from the Annual Technology Projects/IT Reserve to cover the cost of priority IT positions for 2022.

- c. Recommend a portion of revenue associated with projected new assessment growth be allocated to funding C.L.T. recommended priority positions in 2022.
3. Review the feasibility and implications of using capital funds to finance the cost of positions who are assigned to capital projects on an ongoing basis. This would align the organization with strategies employed by other municipalities. If adopted, it would potentially provide funding for some positions identified in the forecast as well as potentially free up operating funds for other positions if capital funding was applied to existing positions.
4. That a review of the feasibility of items outlined in Section Six of this report and the development of targeted approaches for funding future staffing needs be considered and incorporated in the City's long term financial strategy.
5. In the absence of a multi-year business planning process, updates to the four year staffing forecast should be incorporated into the annual operating budget process (Appendix 5 Interim Process).
6. That the City of Oshawa implement multi-year business planning. Adopting a multi-year business planning process to accompany the new City Strategic Plan adopted by the next City Council will enable a greater strategic approach to operation management and complement a more robust strategic workforce planning process.
7. Develop a five-year Corporate Human Resource Strategy for the organization. The strategy would look beyond the numbers of staff required and focus on the support required to support the organization achieve its vision and goals. Key elements of HR strategy for the City could include:
 - a. Advancing organizational culture and employee engagement.
 - b. Building organization capacity through a comprehensive learning and development plan that focuses on the broader workforce; and,
 - c. Talent acquisition action plan to compete in an ever changing labour market.

The 2021 project also created the first multi-year staffing forecast for the City that identified the need for 97 permanent FTEs, 15 part-time and 12 temporary/student positions over the next four years. Fire suppression staffing needs were not included as a separate study based on a review of growth patterns, call volumes, and operational factors was being conducted and was subsequently shared with Council in 2022.

The first strategic workforce planning project resulted in several positive outcomes that can be built upon in future iterations. These include:

- Consolidating the various studies and new position recommendations into a single repository.
- Formalizing the impact of capital on future staffing requirements.
- Introducing a new process that provided Directors greater involvement when reviewing future staff requests.
- Considering alternative funding strategies for new position requests.

Section Three: 2024 Current State Assessment

Approach

A comprehensive stakeholder engagement process was undertaken to gain an updated understanding of key stakeholder perspectives, insights and developments since the 2021 project. A total of 42 stakeholders were consulted and participated in the project. This included stakeholders from City Council, the management team, and union executives. Stakeholder consultation was critical to assessing progress and compiling the updated staffing forecast.

In addition, a review of key business processes and over 50 City and external documents was undertaken to better understand the current environment and changes since 2021.

Updated Strategic Workforce Planning Maturity Assessment

The 2021 review found that the City's current practices best fit on level two of the Workforce Maturity Model (Appendix A) with a traditional budget planning approach focused on the next financial year.

Our current assessment based on stakeholder interviews and a review of documents is that the City is still best positioned at level two but has made progress towards transitioning to the level three by developing a four year staffing forecast and implementing a multi-year budgeting process. The City has made significant progress in developing a mature workforce planning process.

To fully shift to multi-year operational workforce planning will require developing a stronger connection between service expectations and required staff resource, developing business unit multi-year business plans to accompany the new multi-year budget process, and establishing more robust business unit key performance indicators and metrics. Although improvement opportunities still exist, it is important to recognize the significant progress that has been made since 2021.

2021 Recommendations Status

Our review indicates that the organization has intentionally reviewed and acted on all seven recommendations during a period of significant growth, new legislative requirements, and resource constraints.

We noted that progress on the recommendations have advanced workforce planning maturity at the City. The shift to multi-year budgeting is a significant step and presents an opportunity to further develop multi-year business planning. In addition, Municipal Law Enforcement and Licensing Services reports identify staffing implications when considering new or expanded enforcement services. This is a change from past practice and an excellent example of advanced workforce planning.

Below is a summary of the 2021 recommendations and an assessment of their status.

Table 2: Summary of 2021 Recommendations and Status

2021 Recommendation	Status
<p>1. Create a greater role and involvement for Directors in the identification and review of new staff position requests as part of the budget process</p>	<p>Completed.</p> <p>Directors are more involved in the identification of new staffing requests. Directors indicated that prior to the Workforce Planning exercise they were hesitant to request new positions, regardless of the need. Workforce Planning has allowed them to feel heard and has contributed to a more positive environment.</p>
<p>2. 2022 Operating Budget consider the following staffing plan:</p> <ul style="list-style-type: none"> a. Advancing the five (5) permanent FTEs. b. Adopt the funding strategy contained in the Information Technology Strategy. c. Recommend a portion of revenue associated with projected new assessment growth be allocated to funding C.L.T. recommended priority positions in 2022. 	<p>Completed.</p> <ul style="list-style-type: none"> a. and b. The five permanent FTEs were approved in the 2022 and 2023 operating budget utilizing the recommended funding model. c. No formal process for allocating a portion of new assessment growth revenue to fund 2022 positions was implemented. However, future assessment growth remains a potential source of funding for new position requests in future years.
<p>3. Review the feasibility and implications of using capital funds to finance the cost positions who are assigned to capital projects and on an ongoing basis. This would align the organization with strategies employed by other municipalities. If adopted, it would potentially provide funding for some positions identified in the forecast as well as potentially free up operating funds for other</p>	<p>Completed.</p> <p>The use of capital funds were reviewed and targeted expansion of funding appropriate positions occurred.</p>

2021 Recommendation	Status
positions if capital funding was applied to existing positions.	
<p>4. That a review of the feasibility of items outlined in Section Six of this report and the development of targeted approaches for funding future staffing needs be considered and incorporated in the City's long term financial strategy.</p>	<p>Completed</p> <p>The organization reviewed and actioned many of the items listed. The City has maximized the use of alternative funding approaches. Work on incorporating future staffing needs in a long term financial strategy will occur with the next long term financial strategy update.</p>
<p>5. In the absence of a multi-year business planning process, updates to the four year staffing forecast should be incorporated into the annual operating budget process.</p>	<p>Completed</p> <p>Updates to the Staffing Forecast occurred for the current year as part of the annual operating budget process.</p>
<p>6. That the City of Oshawa implement multi-year business planning. Adopting a multi-year business planning process to accompany the new City Strategic Plan adopted by the next City Council will enable a greater strategic approach to operation management and complement a more robust strategic workforce planning process.</p>	<p>In Progress</p> <p>Implemented first multi-year operating budget. This establishes a solid foundation for future multi-year business planning.</p> <p>Updating four-year staffing forecast.</p>
<p>7. Develop a five-year Corporate Human Resource Strategy for the organization. The strategy would look beyond the numbers of staff required and focus on implementing HR leading practices the organization achieves its goals. Key elements of HR strategy for the city could include:</p> <p>a. Advancing organizational culture and employee engagement.</p>	<p>Progress on individual actions. Corporate HR Strategic Plan has not been developed.</p> <p>Individual actions have been implemented to improve organizational culture progress and advance a number of Human Resources programs. This report continues to recommend the development of a five-year Corporate Human Resources Strategy.</p>

2021 Recommendation	Status
<ul style="list-style-type: none"> b. Building organization capacity through a comprehensive learning and development plan that focuses on the broader workforce; and, c. Talent acquisition action plan to compete in an ever changing labour market. 	

Significant Investment In Staffing

The City has made a significant investment in increasing staff resources to address the growth in population and infrastructure. Over a three-year period (2022-2024), 134 new FTEs have been approved.

Table 3: FTEs by Year and by Branch as of January 2025

Department	Branch	2021	2022	2023	2024	2025
Executive & Legislative	N/A	2.00	1.00	1.00	1.00	1.00
Executive & Legislative Total		2.00	1.00	1.00	1.00	1.00
Office of the CAO	Corporate Communications	6.00	6.00	6.00	9.00	9.00
Office of the CAO	Corporate Strategic Initiatives	4.00	4.00	5.00	5.00	5.00
Office of the CAO	Legislative Services	30.00	31.00	33.00	33.00	34.00
Office of the CAO Total		40.00	41.00	44.00	47.00	48.00
Community and Operations Services	Community Support Services	69.41	71.95	72.49	61.03	64.57
Community and Operations Services	Operations Services	133.02	146.02	151.02	167.02	167.02
Community and Operations Services	Recreation Services	101.00	101.00	101.00	106.00	105.00
Community & Ops.Services Total		303.43	318.97	324.51	334.05	336.59
Corporate and Finance Services	Finance Services	39.00	40.00	42.00	44.00	44.00
Corporate and Finance Services	Human Resource Services	17.00	15.00	17.00	21.00	24.00
Corporate and Finance Services	Diversity Equity & Inclusion	3.00	5.00	6.00	6.00	6.00
Corporate and Finance Services	Information Technology Serv	23.00	27.00	29.00	32.00	34.50
Corporate and Finance Services	Legal Services	7.00	7.00	8.00	8.00	8.00
The Corporate and Finance Services Total		89.00	94.00	102.00	111.00	116.50
Economic and Development Services	Building Services	22.00	23.00	25.00	27.00	29.00
Economic and Development Services	Business and Economic Development Services	10.00	10.00	13.00	14.00	15.00
Economic and Development Services	Engineering Services	42.00	43.00	43.00	46.00	48.00
Economic and Development Services	Planning Services	20.00	20.00	21.00	25.00	25.00
Economic and Development Services Total		94.00	96.00	102.00	112.00	117.00
Safety and Facility Services	Facilities Management Serv	17.00	25.00	32.00	34.00	38.00
Safety and Facility Services	Fire Services	206.00	216.00	232.00	234.00	239.00
Safety and Facility Services	Municipal Law Enforcement and Licensing Services	38.00	42.00	44.00	50.00	52.00

Department	Branch	2021	2022	2023	2024	2025
Safety and Facility Services Total		261.00	283.00	308.00	318.00	329.00
Grand Total		789.43	833.97	881.51	923.05	948.09
Change			44.54	47.54	41.54	25.04

2021 Strategic Workforce Planning Exercise Effectiveness

One measure of workforce planning effectiveness is to compare the staffing needs identified in the plan with future approvals. When we conducted this analysis, an assumption was made that an approved position would be deemed to be a match if it performs similar duties and addresses a similar need as the position identified in the staffing forecast. For example, approval of Flex Labour positions were deemed to be similar to Labourer positions. Based on the analysis, 85% of the positions identified in the first three years of the forecast were approved.

The City operates in a dynamic environment and the roadmap needs to be flexible. Accordingly, over the three year period revisions were made as the organization addressed unprecedented growth driven demands and emerging issues. Additional investment in Municipal Enforcement Officers, Firefighters, Flexible Labourers, and development related positions are an acknowledgement of these demands. Overall, the 2021 exercise results are credible and something the organization should be proud of.

Section Four: 2021 'Staffing Deficit' Status

As part of the 2021 project a review of the historical relationship between population growth and staffing levels for the City, as well as comparator organizations, was conducted using information from the Ontario Municipal Financial Information Returns for a ten year period (2010-2020). Utilizing a staff to population metric is a common planning measure at the organizational level. Actual drivers of staff needs will vary depending on the business unit.

The population for the City of Oshawa had grown 13.7% and the City's staff complement of FTEs remained relatively static at 4.4% during the 2010 to 2020 period.

The municipalities in the immediate geographical area who were also experiencing population growth significantly increased their workforce when compared to the City of Oshawa. The average full-time positions for the three immediate surrounding municipalities of Ajax, Pickering and Whitby from 2010 to 2020 grew at an annual rate of 2.22% compared to an annual rate of 0.44% for Oshawa.

It is important to note that direct comparisons between municipalities are not perfect given they may focus on different priorities and service models. The 10-year trend provided insight into the different growth patterns for staff between organizations over time.

If the City of Oshawa staff complement had grown at a rate similar to the increase in population, the total staff FTE complement would have increased by 103 FTEs rather than 33 FTEs. Based on the analysis of population and staff growth it was concluded that over time a staffing deficit of 70 FTEs had accumulated.

Given the investments in new staff during 2022-2024, an analysis was conducted to assess the progress made on addressing the 'staffing deficit' identified in 2021 and to what extent if any staffing deficit still exists. To answer the above question requires a two-part calculation:

- The first part allocates a portion of the 2022-2024 new FTEs to eliminate the staffing deficit.
- The second part assesses whether the remaining number of new FTE approved from 2022-2024 are sufficient to cover the population growth that occurred since the 2021 review.

Part One: Addressing the 2021 Staffing Deficit

- The City had a total of 789.43 FTEs in 2021. This grew to 923.05 FTEs in 2024.
- A total of 134 new FTEs (rounded to nearest FTE) were approved in the 2022, 2023 and 2024 budget.

- Accordingly, the staffing deficit was overcome, and a total of 64 FTEs can be attributed to new growth over the three year period. This is an average of 21 FTEs per year.
- If the 64 net new FTEs was sufficient to address growth in population during the same period of time, then the staffing deficit identified in the 2021 Strategic Workforce Planning Project has been eliminated.

Part Two: Impact of 2022-2024 Population Growth on New FTEs Requirements

- The 2021 Strategic Workforce Project used the 2020 population figure of 172,000 as a base.
- In 2024, the City's population (excluding potential census underreporting of 3.8%) is approximately 185,000.
- This is an increase of 7.5%.
- Applying the 7.5% increase to the 2021 City FTE total results in approximately 64 new FTEs based on population change.
- The net new 64 FTEs added since 2021 equate to the number of new FTEs required to address the population growth over that period of time.

Conclusion:

The significant investments in staff resourcing made by the City of Oshawa has eliminated the staffing deficit identified in the 2021 review.

Section Five: Growing City and Future Staffing Implications

Growing City

Since the 2021 strategic workforce planning exercise, two significant growth related studies that directly impact the City of Oshawa have been completed. The Region of Durham Official Plan - Envision Durham and the 2024 City of Oshawa Development Charges Background Study projected a continuation of significant growth in population and households for the city.

Table 4: The City of Oshawa Population and Household Growth Forecast

Year	Mid-2024	Mid-2034	Mid-2051
Population (1)	186,256	223,184	287,651
Household	71,649	86,019	112,968

Note: (1) Excludes approximately 3.8% census undercount.

Source: 2024 Development Charge Background Study City of Oshawa, April 25, 2024, Watson & Associates Economists LTD.

Another key driver of staffing resourcing needs is growth of infrastructure. For the purposes of this review the 2020 Growth Related Operations Facility Needs Assessment (G.R.O.F.N.A.) report, prepared by Maclaren Municipal Consulting, was used. It identified the anticipated impact of growth on City infrastructure by category.

Table 5: Anticipated Growth in Infrastructure extracted from 2020 G.R.O.F.N.A.

Item	2014	2026	2031	Possible Future Growth
Residential Units	58,839	15,402	23,103	35,153
Regional Roads in the City	397	9	13	34
City Roads Km	1,193	174	262	339
Sidewalks	844	287	431	592
Hectares of Parkland	437	64	96	118
Hectares of Open Space	711	176	265	384
Pathways	23	23	34	35

Source: Growth Related Operations Facility Needs Assessment (G.R.O.F.N.A.) page 59

The G.R.O.F.N.A. report highlights the growing demand on the City to maintain and service a growing City infrastructure. The G.R.O.F.N.A. report also provided an estimate of some additional staff resources associated with this growth that were utilized by operating areas to develop their staffing forecast associated with this project. Given the rapid growth experienced by the City and the updated population estimates it may be prudent to review and update the impact of growth on infrastructure contained in the 2020 G.R.O.F.N.A. report to better understand future staffing implications.

An updated G.R.O.F.N.A report will also be able to explore staffing implications associated with changing community services such as new multi-functional features of parks that introduce enhanced service and a level of increased complexity to maintain.

Often the impact of growth has an incremental impact on staffing resources. The addition of some new households for example may be serviced by existing resources, a temporary increase in external contractors, reprioritization of work or an increase in staff overtime. As the number of households continues to increase the service demand grows and a tipping point is reached where additional staff are required to provide the desired level of service, ensure appropriate preventative maintenance of assets and appropriately manage risks.

Sustained population growth and related infrastructure growth are forecasted to continue for the City of Oshawa and will have a direct impact on the staffing requirements for the organization.

Implications of Growth on Future Staffing Needs

One of the goals of the project was to develop a formula to establish a reasonable guide for future FTE growth based on anticipated population growth.

It is important to note that estimating future FTE increases should be considered as a guide for future budgeting and not be considered as an absolute number. The reason for this is that there are many factors and workforce drivers that can influence the number of staff required. For example, introducing a new service that must be staffed sufficiently at the time of start up such as a new facility requires an upfront staffing commitment.

A review of benchmark municipalities used in the 2021 study was undertaken to assess how the City of Oshawa current staffing ratio of approximately 5 full-time FTEs per 1,000 population compares. The benchmark municipalities for the review included Pickering, Whitby, Ajax, Richmond Hill, Markham, Vaughan, Mississauga, Guelph, Kitchener, Barrie and London. The benchmark municipal average for this group was 5.15 full-time FTEs per 1,000. This means the City of Oshawa full-time FTE to 1,000 population of approximately 5 FTEs per 1,000 population is comparable to the municipal benchmark average.

Approach for Estimating Future FTE Growth:

- Determine a reasonable staff to population ratio based on analysis of the situation.
- The current City of Oshawa staff ratio is approximately 5 FTEs per 1,000 population.
- This ratio of 5 FTEs/1,000 population recognizes the previous staffing deficit has been eliminated and overall FTEs are within a reasonable level.
- A review of comparator municipalities used in the 2021 project found that the average for the group was just over 5 FTEs per 1,000 population.
- By 2034, the population is estimated to grow to 234,184. This means over the 10 year period the population is estimated to grow by 38,184 individuals (a rate of about 3,800 per year.)
- Based on an annual population increase of 3,800 per year and a ratio of 5 FTEs per 1,000 residents, 19 new FTEs would be required annually to meet growing service demands.
- The 19 FTEs annually is not an absolute number given population growth may vary from one year to next and service models and levels may change. It is, however, a reasonable guide that can be adjusted.

The anticipated growth in population and infrastructure will require additional staff resources to maintain current service levels. Given the forecasted population growth and applying the current staff to population rate - a reasonable guide for future annual FTE growth would be approximately 19 FTEs per year.

It is important to note this is a guide and that the actual annual increase in staff resources is subject to corporate priorities, fiscal realities, and the actual growth of infrastructure and population. A decision to change service levels or service models could also impact the number of FTEs required.

Section Six: 2026-2029 Staffing Forecast Process

Multi-year business planning is an important support for the organization to progress on the workforce planning maturity level. In the absence of multi-year business plans, Directors were asked to complete Strategic Workforce Planning workbooks to compile a multi-year staffing forecast. The Directors were also asked to consider the impact of the internal and external workforce drivers on their ability to advance the goals set out in Council's 2024-2027 Oshawa Strategic Plan, meet expected service levels and implementation of enhanced or new services.

Workforce drivers can have a direct effect on staff workloads and required staffing levels to implement a new initiative, meet expected level of service in a changing environment or meet legislative compliance requirements. Examples of potential workforce drivers for the City of Oshawa include but are not limited to:

- 2024-2027 Oshawa Strategic Plan
- City Growth and Impact on Services:
 - Required to maintain existing service levels.
 - Request to increase current service levels for existing service.
 - Introduction of a new service - this could be due to changing demographics or new demands for a service from residents.
- Increase in City Infrastructure that must be maintained.
- Change in Legislation
- Impact of Capital
- Increasing Revenue Potential
- Impact of Technology
- Change in Service Delivery Model
- Risk Management

In addition to reviewing potential workforce drivers Directors reviewed and referenced recent studies and reports that directly addressed future staffing needs. The Growth Related Operations Facility Needs Assessment (G.R.O.F.N.A.), the 10 Year Fire Services Staffing Model and Municipal Law Enforcement and Licensing Services reports are good examples of work found at level three or four of the Strategic Workforce Planning Maturity Model.

Internal Support Services

With population and household growth comes the increased demand for services from residents and businesses. The impact of this growing demand is often more visible on the external facing functions/jobs such as recreation services, firefighters, need for building and maintaining roads, snow and grass cutting services etc.

Less visible at times but equally important is the impact on internal support services. A growing organization requires enhancing frontline and internal support services such as Human Resources, Payroll, Information Technology, Procurement, and Finance.

For example, as more staff are hired to provide services to an expanding population there is an impact on the need to increase internal support in the areas of Human Resources and Payroll. An increase in capital projects has an impact on the number of project managers but also on an organization's procurement and finance support. Similarly, an organization's business strategy to modernize business processes through implementation of new technology creates new requirements for information technology support and business system specialists to maximize the return on investment. The increased use of technology also presents increased information security risk that must be managed and mitigated. The increased frequency and impact of cyber security threats on organizations has highlighted the value and importance of positions that previously were overlooked by organizations.

A review of municipal Financial Information Returns found that on average there was a ratio of one internal support FTE for every four external facing positions. This ratio should be considered a guide. Actual internal to external staffing ratio will vary from one municipality for a number of reasons including how they define internal and external facing services, the degree and type of technology employed, and their use of external contractors.

10 Year Fire Services Staffing Model (CNCL-22-36)

The 2020 Fire Master Plan required the Fire Chief to develop a comprehensive implementation/staffing plan for Council consideration. The plan was developed based on industry best practice, staff experiences, anticipated City growth, call volumes and a number of other factors. The report recommendations as amended by Council are incorporated into the 2026-2029 staffing forecast for the City. The forecast does not include staffing associated with the proposed Fire Station #8. Excluding Station #8 potential staffing requirements is consistent with the decision to exclude potential staffing associated with new or significant service enhancements that still require Council approval.

Growth Related Operations Facility Needs Assessment (CS-20-32)

The 2020 report focused on the operational facilities requirements in the future and highlighted future resourcing needs for operational areas covered by the study.

The study highlighted how the anticipated growth of infrastructure has a significant impact on the staffing resource needed to maintain and service the growing inventory of assets. The study identified future staffing impacts associated with the select areas of the city.

The report remains relevant to this project because of the methodology used and the relationship it draws between expected growth of specific services and impact on staffing. The rate of staff growth based on the study was an estimated increase of 17.8% up to the year 2026. This highlighted the significant needs of some areas of the city based on the growth forecast.

Table 6: Estimates for Staffing Increases Extracted from 2020 G.R.O.F.N.A.

Employees	2020	Added for 2026	Added for 2031	Added for Possible future
Full Time Office Staff	52	10	5	9
Part Time Office Staff	24	3	2	2
Operators	185	33	17	20
Total	257	46	24	31

Source: G.R.O.F.N.A. page 63 (extracted staffing information)

Given the significant pace of change the city has experienced it would be advisable to update the G.R.O.F.N.A. prior to the next Strategic Workforce Planning exercise.

Budget Process and Identified Staffing Needs

This forecast is shared to highlight the needs identified by the management team across the organization and will be subject to the annual budget approval process. A complete listing of requested positions by Branch can be found in Appendix D.

This list is preliminary, and C.L.T. will continue to prioritize new position requests for consideration as part of the proposed budget. All new positions included as part of the budget will be accompanied with a business case to support the request.

**Table 7: 2026-2029 FTE Forecast By Department:
(New FTE Staffing Request)**

Departments	2025 Total FTEs	2026	2027	2028	2029	Total Request
Executive Legislative	1					0
Office of the CAO	48	0	3	1	0	4
Community and Operations Services	336.59	2	14	7	11	34
Corporate and Finance Services	116.50	0.5	5	3	0	8.5
Economic and Development Services	117.00	0	3	2	3	8
Safety and Facilities Services	329.00	9	12	3	6	30
Administration Total	948.09	11.5	37	16	20	84.5
OSCC 55+		1.5	2	3	0	6.5
Admin Total Plus OSCC 55+		13	39	19	20	91

Identified FTEs That Require Minimal or No Tax Levy Funding

The 2021 project recommended that the City explore a greater use of non-tax levy funding sources to assist in funding needed new positions.

A total of 9 FTE requests in the forecast have been identified as candidates requiring no or minimal tax levy funding.

Alternative funding sources include the use of Building Fees, Development Charges, Fixed Fees and Capital funds. In addition, some new positions can be directly aligned to increased revenue that offset cost. Offsetting revenue includes increased penalty revenue and fees, such as increased recreation programming associated with expanded or new programs.

Section Seven: Enhancing Strategic Workforce Planning Process

A review of the current process was undertaken to identify opportunities to strengthen the process for requesting and assessing new positions to strengthen the workforce planning and the annual budget process. In general, the current process was assessed by stakeholders as working well.

Quality of New Position Budget Request Supporting Information

During the current state assessment, a review of budget documents was undertaken including the Potential Adjustment Business Case Form used to provide information on a new position request, risk analysis, justification, and financial implications. Stakeholders confirmed that the Potential Adjustment Business Case form worked well and provided the information required to make an informed decision. Accordingly, no changes have been identified.

Identification of Non Tax Levy Alternative Funding Sources for New Position Requests

Finance Services plays a critical oversight and controller role for the organization and must identify when alternative funding sources will be used to finance new positions. The use of capital funds in the near term could result in an unintended impact on operating in future years to maintain a position. When new revenue is to be used as a funding source a financial review of the business case should be conducted by Finance Services to validate the assumptions and identify operating budget implications or concerns prior to C.L.T. review.

Director Involvement

One of the 2021 recommendations was to create a greater role and involvement for Directors in the identification and review of new staff position requests as part of the budget process. In the past concerns were raised about the level or lack of Director involvement in identifying and forwarding new position requests. Recent Director stakeholder interviews confirmed that their involvement has significantly increased, and they now play the primary role in identifying future staff resource needs. This role is appropriate and is consistent with the position responsibilities for a Director. Less clear is their involvement in providing supporting rationale and responding to questions when positions are reviewed by C.L.T. The 2021 project identified the opportunity to enhance Director accountability by having them represent their new position request accompanied by a solid business case to C.L.T. Increased involvement in identification of new position requests should be accompanied with increased accountability for their request.

Commissioner Role

Commissioners also play an important role in new position identification and play a significant oversight role to ensure all new position requests are supported by a solid business case and rationale. It is reasonable and within a Commissioner's responsibility to question and defer a new position request where the business case is incomplete or not compelling or funding is not available as balancing affordability and needs of the community are essential.

Corporate Leadership Team Role

Prior to the workforce planning project C.L.T. members played a limited role as a team in prioritizing new position requests.

Today the C.L.T. plays a critical role in prioritizing new position requests from across the Corporation while balancing current economic and fiscal realities. During our interviews stakeholders highlighted the increased collaboration and corporate perspective of the C.L.T. members. This is a critical element of team development and a characteristic of a high performing team. Applying a corporate 'one city' lens results in improved decision making and overall organizational effectiveness.

Strengthening the Decision Making Process

In the past new position requests were made by reviewing the supporting rationale, an assessment of organization needs and based on experience.

One of the project's goals was to develop rating criteria to provide greater objectivity to process and to assist C.L.T. review and rank new position requests. The introduction of defined criteria will be new and be used as a tool to guide decision making. Accordingly, it will need to be reviewed regularly and refined as required based on experience.

The criteria was developed based on:

- Input gathered during Stakeholder interviews.
- Review of previous Budget years potential Adjustment Business Case submissions identifying recurring justification criteria.
- A review of the Capital Project prioritization criteria and process.
- External research of other municipalities.

It is important to note that external research identified few municipalities that currently have formal criteria to support the ranking of new position requests. Of the municipalities reviewed only two municipalities had established criteria to support their process. Based on their experience they offered the following advice when creating criteria:

- Keep it simple.
- Focus on criteria important to your organization and environment.

- Refine the criteria and process over time based on experience.
- Use the criteria to guide ranking but reserve the flexibility to assess overall results as no ranking system is perfect and minor adjustments may be required.

Based on the research and stakeholder input the following criteria was developed to guide the evaluation of new position requests:

Table 8: Description of Ranking Criteria

Rating Criteria	Description
Legislative, Policy, Collective Agreement Compliance	Required to address new legislative requirements and mitigate the risk of significant fines, penalties, legal action and/or negative employee relations.
Community/Employee Health and Safety	Has a direct, measurable, and significant impact on the safety of residents and employees.
Council Driven/Endorsed Service Changes/Corporate Priority Project	Critical to implement Council endorsed service change or critical corporate project. Failure to approve would jeopardize the timely implementation of services or project completion.
Advancing the Oshawa Strategic Plan	A key enabler directly linked to advancing an action of the Oshawa Strategic Plan that has a significant impact on the community. Failure to approve would result in the initiative being shifted to a future Strategic Plan.
External Service Driver and Impact	Required to maintain approved service levels to a growing City and failure to approve would significantly impact service quality.
Internal Service Driver and Impact	Required to maintain approved internal client service levels to ensure the operating business units can effectively provide services in a timely manner and to ensure appropriate corporate oversight.
Risk Management and Mitigation	Required to mitigate significant risks that could negatively affect the organizational reputation, result in additional future cost or lost revenues.

Categorizing New Position Request

New position requests will be sorted into three categories to determine if a review utilizing the rank criteria by C.L.T. is required.

Group One: Positions that are funded 100% from non-tax levy sources. These positions will not be ranked by the criteria but advanced based on a solid business case for inclusion in the budget.

Group Two: Positions that have a minimal impact on the tax levy. For example, converting a Temporary position to a Full-time position. The additional cost would primarily be associated with the cost of benefits. In this case, C.L.T. would review and determine if the requested position should be reviewed in greater detail using the criteria.

Group Three: Fully funded or partially funded by tax levy (requires greater than a minimal tax levy funding). All positions would be subject to a review by C.L.T. utilizing the criteria.

Section Eight: Recommendations

The following recommendations have been developed for consideration to advance strategic workforce planning and address concerns raised by the stakeholders.

Typically, recommendations focus on new opportunities and actions that could be taken and overlook the reality that organizations have limited resource capacity. Sometimes the best use of resources and most effective actions to be taken are to continue to focus on practices that are effective and leveraging existing opportunities. Accordingly, the following recommendations highlight the importance of continuing current practices and leveraging them to create realistic improvement opportunities.

Recommendations:

- 1. Continue to Advance Multi-year Budgeting and Business Planning:**
Continue to advance the multi-year budgeting and look for opportunities to incorporate long term business planning as a driver of the process.
Implementation of the first multi-year operating budget is a significant step in implementing a more strategic approach to operating budgeting. Expanded multi-year business planning will strengthen the process and outcome.
- 2. Develop Key Performance Indicators (KPIs):** The implementation of modernized IT systems provides increased access to data and information that could be used to strengthen KPI monitoring, reporting, and linking service levels and staffing implications. The development of KPIs and collection of service volume trends strengthens evidence based decision making for future workforce planning exercises.
- 3. Update Growth Related Operations Facility Needs Assessment Study:** The organization and community have changed since the last review was conducted. The connection between growing infrastructure and implications on organizational resource capacity and needs has proven to be a foundational element that supported workforce planning.
- 4. Review of Service Levels:** The City of Oshawa has grown significantly, and it is reasonable to consider whether past service levels are still appropriate and affordable.
- 5. Develop Five-Year Corporate Human Resources Strategy:** The need for a Corporate Human Resources Strategy was identified during the 2021 Workforce Planning Exercise. Progress on a number of important people practices has occurred; the organization would benefit from an overarching Human Resources Strategy. The strategy would look beyond the numbers of staff required and focus on building organizational and individual capacity to support the achievement of the organization's goals.

Appendix A: Workforce Planning Maturity Model

Element	Level One: Little or No Planning	Level Two: Traditional Budget Planning Approach	Level Three: Operational Workforce Planning	Level Four: Strategic Workforce Planning
Time Horizon	Immediate (Current year)	Next financial year (1 year)	Multi-year (Up to 3 years)	Longer term (3 to 5 years)
Characteristics	<ul style="list-style-type: none"> - Fill jobs as they become vacant. - Address individual staffing concerns as they become a crisis. - Demand and activity is driven by immediate workforce needs. - Results in short term actions and crisis management. 	<ul style="list-style-type: none"> - Finance and budget driven. - Planning is usually based on the upcoming year. - Uses headcount analysis and basic labour costing models. - Annual work plans are driven by the budget process. - Minimal established service levels to support workforce planning. - Analyzes immediate labour gaps based on current organizational design. - Ad hoc adjustments to the workforce are based on opportunities created by vacancies. - Characterized as one 	<ul style="list-style-type: none"> - Individual business areas conduct detailed business reviews focused on future strategic direction and identifying needs. - Workforce models present for key business units. - Linked to business plans but often a separate process. - Incorporates review of external environment and potential impacts. - Linkage between service standards and human resource requirements. - Proactively creates opportunities through job redesign and redeployment to 	<ul style="list-style-type: none"> - Driven by business strategy and robust business planning both corporately and at the business unit. - Detailed multi-year business plan that integrates workforce planning by all key stakeholders. - Plan is supported by financial strategies. - Fully integrated into the multi-year operating and capital budget process and documents. - Use of scenario forecasting and what if exploration. - Resource planning Includes external contracted services and partnerships.

Element	Level One: Little or No Planning	Level Two: Traditional Budget Planning Approach	Level Three: Operational Workforce Planning	Level Four: Strategic Workforce Planning
		<p>time or intermittent effort to develop a workforce plan to address a specific issue or immediate need.</p>	<p>enhance performance.</p> <ul style="list-style-type: none"> - Analysis of the internal workforce by job families. - Identification of standard workforce risk. - Examine external influences that may impact the supply of labour at a high level. - Consistent and repeatable approach to planning. - Regular monitoring. 	<ul style="list-style-type: none"> - Incorporates a robust analysis by the job family of the external labour market. - Incorporates the future of work and future skill requirements. - Uses internal and external data to develop predictive multi-year workforce models. - Full understanding of potential workforce risk. - Extensive use of external benchmarking.
Metrics	<ul style="list-style-type: none"> - Basic data, number of employees by employee group and operating area 	<ul style="list-style-type: none"> - Tracking and reporting of basic internal labour force data (workforce demographics, sick leave, overtime usage, etc.) - Focus on current and historic/lagging business data 	<ul style="list-style-type: none"> - More robust analysis of internal workforce demographics and trends and introduction of basic external labour market data - Established KPIs for prioritized and labour-intensive business operations. - Uses workload measures to proactively identify service risk 	<ul style="list-style-type: none"> - Internal & external scans, benchmarks, comprehensive workforce analysis available to business units to support their workforce strategies. May include internal mobility rates, retention risk, external labour market forecast, etc. - Forecasts are more dynamic and typically

Element	Level One: Little or No Planning	Level Two: Traditional Budget Planning Approach	Level Three: Operational Workforce Planning	Level Four: Strategic Workforce Planning
				done using sophisticated technology.
Output	- Unit specific HR solutions to address a significant issue	- Examples: Annual recruitment plans and compensation reviews	- Creation of targeted Human Resource strategies such as diversity and inclusion, retention program, learning, talent plans and succession planning	- Strategic corporate workforce plan that is driven by business strategy and integrated by financial strategies - Corporate Strategic People Plan and integrated strategies

Source: Adapted from the Conference Board of Canada Model

Appendix B: List of stakeholders

1. Mayor Dan Carter
2. Ward 1 City Councillor Rosemary McConkey
3. Ward 2 Regional & City Councillor Tito-Dante Marimpietri
4. Ward 2 City Councillor Jim Lee
5. Ward 3 Regional & City Councillor Bob Chapman
6. Ward 4 Regional & City Councillor Rick Kerr
7. Ward 4 City Councillor Derek Giberson
8. Ward 5 Regional & City Councillor Brian Nicholson
9. Ward 5 City Councillor John Gray
10. Tracy Adams, Chief Administrative Officer
11. Stephanie Sinnott, Commissioner, Corporate and Finance Services
12. Anthony Ambra, Commissioner, Economic and Development Services
13. Kevin Alexander, Commissioner, Community and Operations Services
14. Adam Grant, Commissioner, Safety and Facilities Services
15. Stephen Barkwell, Fire Chief, Fire Services
16. Mary Medeiros, Director, Legislative Services/City Clerk
17. Sam Yoon, City Solicitor, Legal Services
18. Michelle Bretherick, Director, Finance Services/Deputy Treasurer
19. Tom Goodeve, Director, Planning Services
20. Tyler Stoddard, Chief Building Official, Building Services
21. Beth Mullen, Director, Community and Environmental Services
22. Randy Garey, Director, Facilities Management Services
23. Mike Harrington, Director, Parks and Roads Operations (Interim)
24. Phil Lyon, Director, Municipal Law Enforcement and Licensing Services
25. Greg Hardy, Director, Engineering Services
26. Hailey Wright, Director, Business and Economic Development Services
27. Shannon McFadyen, Director, Corporate Communications
28. Enez Perkins, Executive Director (Interim), Oshawa Senior Community Centres
29. Peter Barrotti (CIO) Director, Information Technology Services
30. Julie Maclsaac, Director, Diversity, Equity and Reconciliation
31. Sara Ingram, Chief People Officer (Interim)
32. Jay Martin, Senior Manager, Financial Services and Procurement | Deputy Treasurer
33. Krystal Williams, Manager, Compensation and Benefits
34. Sophia Latchmana, Human Resources Consultant
35. Candice McAlister, Human Resources Consultant
36. Robin McDonnell, Human Resources Consultant

37. Brendon Browne, Manager, Programs and Facilities
38. Todd Jiggins, Manager, Facility Operations and Maintenance Services
39. Brian McIntyre, Manager, Facilities Operations and Maintenance Services
40. Peter Dyson, President, Oshawa Professional Firefighters Association, IAFF
Local # 465
41. Krista Laing, President CUPE Local 250
42. Albert Chapple, President CUPE Local 251

Appendix C: Documents reviewed

1. 2024 Budget Overview Final
2. 2025 Budget Guidelines Final May 21
3. Corporate Risk Management
4. FTE By Branch 2020 - 2024
5. Oshawa Summary of Additional positions from 2022-2024
6. Corporate Risk Management Policy and Procedure Report CM-17-27
7. Enhanced Green Bin Program Update and Multi-Residential Organics Collection Options Report CO-24-26
8. Schedule G - Potential Adjustment Description and Justification
9. Diversity and Inclusion Officer Position Report CNCL-21-69
10. All-Season Waterfront Parks Operations Report CS-21-106
11. TeachingCity Oshawa - Proposed Extension of the Memorandum of Understanding with Post-Secondary Education Partners COO 2024 Report DS-21-203
12. Staff Position and Equipment Requests – Fire Prevention Inspector and Parks Project Manager and Temporary Parks Project Coordinator COO 2024 Report Fin-21-53
13. Capital Project Input Sheet
14. City of Oshawa Operating Budget 2024 extracted from [https://www.oshawa.ca/en/city-hall/resources/Documents/Operating-Budget-\(Approved\)-2024.pdf](https://www.oshawa.ca/en/city-hall/resources/Documents/Operating-Budget-(Approved)-2024.pdf)
15. City of Oshawa Strategic Plan 2024-2027 extracted from <https://www.oshawa.ca/en/city-hall/resources/Documents/Oshawa-Strategic-Plan-2024---2027.pdf>
16. 10 Year Fire Services Staffing Model based on Fire Master Plan and Community Risk Assessment Report CNCL-22-36 Extracted from <https://pub-oshawa.escribemeetings.com/filestream.ashx?DocumentId=9464>
17. Development Insider 2023 - extracted from <https://www.oshawa.ca/en/investoshawa/resources/DI-2023-Web-FINAL.pdf>
18. Potential New staff 2023 Budget extracted from <https://www.oshawa.ca/en/city-hall/resources/Documents/Proposed-New-Staff---Print-Version-Nov-8.pdf>
19. Economic Impact Analysis: GO Train Lakeshore East Ext. through Central Oshawa to Bowmanville extracted from <https://www.oshawa.ca/en/business-development/resources/Documents/Go-East-Durham-Lakeshore-East-GO-Train-Extension-Report.pdf>
20. Executive Report Economic Impact Analysis extracted from <https://www.oshawa.ca/en/business-development/resources/Documents/Go-East-Durham-Lakeshore-East-GO-Train-Extension-Executive-Report.pdf>

21. City of Oshawa - Economic Development Strategy Nov 2023 extracted from [https://www.oshawa.ca/en/business-development/resources/Documents/strategy/Oshawa-Economic-Development-Strategy-\(O.E.D.S.\)---Executive-Summary-Strategies---November-2023-compressed-FINAL-ua.pdf](https://www.oshawa.ca/en/business-development/resources/Documents/strategy/Oshawa-Economic-Development-Strategy-(O.E.D.S.)---Executive-Summary-Strategies---November-2023-compressed-FINAL-ua.pdf)
22. 2023 Requests for Staff Positions Report CNCL-23-04
23. 2021 Municipal Law Enforcement Operational Review Report CORP-21-43
24. Municipal Law Enforcement and Licensing Services 2023 Annual Report SF-24-23
25. Automated Speed Enforcement Cameras Report SF-24-25
26. 10 Year Fire Services Staffing Model based on Fire Master Plan and Community Risk Assessment Report CNCL-22-36-10
27. 2024 Snapshot Full Team Economic Development
28. 2024 Special Projects all branches
29. Economic Development Services Work Plan
30. Benchmarking - Corporate Communications Structure - high-level
31. Corporate Communications Staffing
32. Corporate Communications Strategy 2018-2021
33. Development Services Department Engineering Services Resourcing Strategy Phase 3
34. 2024 OSCC Business Plan Final
35. OSCC55+ 2023 Annual Report
36. OSCC55+ Strategic Plan
37. HR Org Chart November 2023
38. Org charts by department 2024
39. New Hire Report 2020-2023
40. Number of full-time, part-time, and seasonal staff 2020-2023
41. Org Structure Nov 2022
42. Recruitment Statistics
43. Retirement Report- 2020- 2024 YTD
44. Turnover Report - 2020 - 2024 YTD
45. 2020 City of Oshawa Housing Monitoring Report INFO-21-34
46. 2022 City of Oshawa Housing Monitoring Report INFO-23-39
47. Envision Durham Adopted Official Plan, as Amended Adopted by Regional Council – May 17, 2023 extracted from <https://www.durham.ca/en/doing-business/resources/Documents/PlanningandDevelopment/Envision-Durham/Adopted-Durham-ROP.pdf>
48. City of Oshawa 2024 Development Charge Background Study extracted from <https://www.oshawa.ca/en/business-development/resources/2024-Development-Charges-Background-Study-%28Final%29---Consolidated-Report.pdf>

49. Durham Region Monitoring of Growth Trends 2024 extracted from
<https://www.durham.ca/en/living-here/resources/Documents/2024-INFO-38-Monitoring-of-Growth-Trends.pdf>

Appendix D: Staffing Request Summary 2026-2029

Legend: FT = Full time; PT = Part Time; RPT = Regular Part Time; TEMP = Temporary

Department	Branch	Position	2026	2027	2028	2029
Office of the CAO	Corporate Communications	Community Relations Coordinator/Specialist		1		
Office of the CAO	Legislative Services	Records and FOI Specialist		1		
Office of the CAO	Legislative Services	Customer Service Representatives		1		
Office of the CAO	Legislative Services	Records Specialist			1	
Community & Operations Services	Operations Services	Traffic Technologist		1		
Community & Operations Services	Operations Services	Working Foreperson (Parks)		1	1	
Community & Operations Services	Operations Services	Gardener		1		1
Community & Operations Services	Operations Services	Parks Facilities Supervisor				1
Community & Operations Services	Operations Services	Roads Skilled Labourers		2	1	1
Community & Operations Services	Operations Services	Winter Patrol Technician		1		1
Community & Operations Services	Community and Environmental Services	Mechanic 2	1			
Community & Operations Services	Operations Services	Parks Technologist			1	
Community & Operations Services	Operations Services	Traffic Operator		1		
Community & Operations Services	Operations Services	Operator 2		1		
Community & Operations Services	Operations Services	Operator 1			1	1
Community & Operations Services	Recreation Services	Program Coordinator - Aquatics		1		
Community & Operations Services	Recreation Services	Inclusion Coordinator	1			
Community & Operations Services	Recreation Services	Facility Booking Coordinator		1		

Department	Branch	Position	2026	2027	2028	2029
Community & Operations Services	Recreation Services	Junior Registration Software and Financial Administrator				1
Community & Operations Services	Recreation Services	Program Coordinator - Recreation		1		
Community & Operations Services	Recreation Services	Inclusion Supervisor			1	
Community & Operations Services	Recreation Services	Manager, Recreation Programs				1
Community & Operations Services	Facilities Operations and Maintenance Services	Supervisor, Facilities Operations and Maintenance		1		
Community & Operations Services	Facilities Operations and Maintenance Services	Electrician				1
Community & Operations Services	Facilities Operations and Maintenance Services	HVAC				1
Community & Operations Services	Facilities Operations and Maintenance Services	Plumber				1
Community & Operations Services	Facilities Operations and Maintenance Services	Lead Hand		1		
Community & Operations Services	Facilities Operations and Maintenance Services	Working Foreperson		1	1	
Community & Operations Services	Facilities Operations and Maintenance Services	Skilled Trade			1	1
Corporate and Finance Services	Finance Services	Supervisor, Capital Assets		1		
Corporate and Finance Services	Finance Services	Manager, Asset Management & Capital			1	
Corporate and Finance Services	Finance Services	Tax Administrator			1	
Corporate and Finance Services	Human Resources	Compensation and Benefits Specialist		1		
Corporate and Finance Services	Diversity, Equity and Reconciliation	Indigenous Policy and Consultation Coordinator		1		
Corporate and Finance Services	Diversity, Equity and Reconciliation	Anti-Racism and Anti-Oppression Research Policy Analyst			1	

Department	Branch	Position	2026	2027	2028	2029
Corporate and Finance Services	Information Technology	Part Time Junior Cyber Security Specialist	0.5			
Corporate and Finance Services	Information Technology	Change Management Analyst		1		
Corporate and Finance Services	Information Technology	Financial Systems SME		1		
Economic and Development Services	Engineering	Design Engineer				1
Economic and Development Services	Building Services	Mechanical Engineer		1		
Economic and Development Services	Building Services	Plan Examiner			1	
Economic and Development Services	Business & Economic Development	Small Business Advisor		1		1
Economic and Development Services	Business & Economic Development	Events and Culture Marketing Coordinator			1	
Economic and Development Services	Planning Services	Senior Planner (Policy)		1		
Economic and Development Services	Planning Services	Senior Planner (Development Planning)				1
Safety and Facilities Services	Fire Services	Firefighter	2	6		
Safety and Facilities Services	Facilities Management Services	Energy Analyst	1			1
Safety and Facilities Services	Facilities Management Services	Project Manager/Coordinator		1		
Safety and Facilities Services	Facilities Management Services	Quality Assurance Auditor			1	
Safety and Facilities Services	Facilities Management Services	Sustainability				1
Safety and Facilities Services	Facilities Management Services	Corporate Security				1
Safety and Facilities Services	Municipal Law Enforcement & Licensing Services	ASE Enforcement Officer (2027 = 2 Part Time)	3	2		1
Safety and Facilities Services	Municipal Law Enforcement & Licensing Services	ASE Enforcement Supervisor		1		
Safety and Facilities Services	Municipal Law Enforcement & Licensing Services	ASE Administrative Assistant	1	1		1

Department	Branch	Position	2026	2027	2028	2029
Safety and Facilities Services	Municipal Law Enforcement & Licensing Services	Enforcement Officer			2	1
Safety and Facilities Services	Municipal Law Enforcement & Licensing Services	Screening Officer	2	1		
Oshawa Senior Community Centres		Leisure Programs Coordinator (Temp PT to RPT)	0.5	2		
Oshawa Senior Community Centres		Fund Development Officer	1			
Oshawa Senior Community Centres		Facility Supervisor (2 Part Time in 2027)			1	
Oshawa Senior Community Centres		Admin and Facility Clerk (1 FT and 2 RPT)			2	
		TOTAL	13	39	19	20