



**AGENDA**  
**Special Meeting of Council**

February 5, 2019

9:00 am

Council Chambers, Town Hall  
175 Queen Street East, St. Marys

**Pages**

1. **CALL TO ORDER**
2. **DECLARATION OF PECUNIARY INTEREST**
3. **AMENDMENTS AND APPROVAL OF AGENDA**

**RECOMMENDATION**

**THAT** the February 5, 2019 special meeting of Council agenda be accepted as presented.

4. **PUBLIC INPUT PERIOD**

(Information provided during the Public Input Period shall be directed by the public to Council members and shall deal with matters specific to Agenda business. A maximum of two (2) minutes per person is allotted for questions, and the maximum time allotted for the Public Input Period as a whole is ten (10) minutes)

5. **2019 DRAFT CAPITAL AND OPERATING BUDGET REVIEW**

Full 2019 Draft Capital and Operating Budget Package can be found on the Town website.

**5.1 2019 Draft Capital Budget Review**

**5.1.1 Review Proposed 2019 Capital Budget**

Starting at Capital Budget #37

## **5.1.2 Staff Reports**

### **5.1.2.1 PW 01-2019 Capital Budget – School Crossing Review and Capital Upgrades 4**

#### **RECOMMENDATION**

THAT PW 01-2019 Capital Budget Item #37 - School Crossing Review and Capital Upgrades be received; and

THAT James St. S DCVI school crossing be converted to Level II Type C Pedestrian cross over; and

THAT Peel St. N. school crossing be relocated north to the Egan Ave. intersection with required changes to create a controlled Level 1 Pedestrian crossover at the existing stop condition.

### **5.1.2.2 DEV 02-2019 Town Hall Auditorium HVAC 20**

#### **RECOMMENDATION**

THAT DEV 02-2019 Town Hall Auditorium HVAC be received for discussion and budget direction to staff.

## **5.1.3 15 Year Capital Plan**

## **5.2 2019 Draft Operating Budget Review**

### **5.2.1 Review Proposed 2019 Operating Budget**

(See Budget Package)

### **5.2.2 Staff Reports**

#### **5.2.2.1 HR 01-2019 Operating Budget - Council Remuneration, OMERS Participation, and Councillor Expenses 27**

#### **RECOMMENDATION**

THAT HR 01-2019 Operating Budget - Council Remuneration, OMERS Participation, and Councillor Expenses be received for budget direction to staff.

**6. UPCOMING MEETINGS**

February 19, 2019 - 9:00am, Council Chambers

March 5, 2019 - 9:00am, Council Chambers

March 19, 2019 - 9:00am, Council Chambers

April 2, 2019 - 9:00am, Council Chambers (if necessary)

**7. BY-LAWS**

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**RECOMMENDATION**

**THAT** By-Law 21-2019, being a by-law to confirm the proceedings of the February 5, 2019 special meeting of Council, be read a first, second and third time; and be finally passed and signed and sealed by the Mayor and the Clerk.

**8. ADJOURNMENT**

**RECOMMENDATION**

**THAT** this special meeting of Council adjourn at \_\_\_\_\_pm.

# FORMAL REPORT

<b>To:</b>	Mayor Stratthdee and Members of Council
<b>Prepared by:</b>	Jed Kelly, Director of Public Works
<b>Date of Meeting:</b>	15 January 2019
<b>Subject:</b>	<b>PW 01-2019 Capital Budget Item #37 – School Crossing Review and Capital Upgrades</b>

## PURPOSE

To present Council with a current operating picture of the existing school crossings, including existing service level delivery models, challenges, and physical design. The review will also address potential capital upgrades made available by recent revisions to OTM Book 15 "Pedestrian Crossing Treatments".

## RECOMMENDATION

THAT PW 01-2019 Capital Budget Item #37 – School Crossing Review and Capital Upgrades be received; and

THAT James St. S DCVI school crossing be converted to Level II Type C Pedestrian cross over; and

THAT Peel St. N. school crossing be relocated north to the Egan Ave. intersection with required changes to create a controlled Level 1 Pedestrian crossover at the existing stop condition.

## BACKGROUND

In recent years, maintaining school crossings with crossing attendants has been problematic due to part-time staffing shortages, thus resulting in service delivery issues. In some instances, when shortages occur, full-time administrative staff have provided attendant coverage. Not only are service gaps difficult to manage, the costs associated with recruiting and orientation of new staff to maintain crossing attendant staffing levels have risen. It should be noted that guard shortages do not appear to be localized to St. Marys, as many other municipalities in southwestern Ontario are also experiencing part-time staffing shortages for school crossing guards. At the time of writing this report, nearly 20 other Ontario municipalities or service providers are seeking school crossing guards.

Under the Highway Traffic Act (HTA), school crossings only yield the right of way to pedestrians when a crossing guard is present. In 2016, the Province revised Ontario Traffic Manual (OTM) Book 15 "Pedestrian Crossovers." The revision provides a more diverse range of possible pedestrian crossover (PXO) configurations. In the new configurations, pedestrians may have the right of way at a school crossing without the staffing requirement. Therefore, pedestrian crossovers can be created to yield the right of way to pedestrians as long as site conditions are compliant with OTM Book 15.

As a result of the above challenges and new options available, staff performed a top-down review of the current school crossings in St. Marys. The analysis considered alternative service delivery models, new standards for unattended pedestrian crossings (PXO), current design standards and possible service level efficiencies. Also, staff engaged a traffic consultant to perform a review of the existing school crossings and to determine if conversions to upgraded PXO are appropriate. During the analysis, the consultant considered the following variables: a pedestrian's desired lines of travel, physical conditions, design limitations, regulatory signage and pavement markings, and OTM of Book 15 PXO

revisions for existing crossover facilities. The following sections will provide information regarding the internal analysis and the consultant's comments and recommendations.

## **REPORT**

Staff initiated a review of all school crossings in 2018 to better understand the current service level delivery, identify any upgrades to improve site conditions. Staff also assessed the existing school crossings for potential upgrades given the recent changes to the OTM Book 15 which allows for more options for municipalities to provide controlled PXO's.

### **Categories of Pedestrian Crossovers**

In Ontario, the HTA provides 2 separate categories for roadway pedestrian crossings: controlled and uncontrolled crossings. The key distinguisher between the two categories is that pedestrians at an uncontrolled crossing do not have the right of way over vehicular traffic in the roadway.

#### *Controlled and Uncontrolled Pedestrian Crossings:*

A "controlled crossing" requires vehicles to stop or yield to pedestrians in the crossing.

- Level 1: includes signal intersections and regulatory signage that indicates yield or stop actions.
- Level 2: includes specifically signed pedestrian crossovers in the roadway, and school crossings when a guard is present.

An "uncontrolled crossing" requires pedestrians to wait for a sufficient gap in traffic to enter and cross the roadway without the aid of traffic control facilities. Examples would include mid-block crossings without signalization, school crossings when the guard is not present, and marked crossings without stop or yield conditions.

In general, there is a misunderstanding between controlled and uncontrolled crossings and how the different crossings affect a vehicle or pedestrian. Due to rising traffic volumes and the promotion of active transportation methods in locations where crossovers exist, more consideration needs to be given to alternative approaches, and how to educate the public.

#### *Differences Between Controlled Pedestrian Crossover and School Crossings:*

OTM Book 15 provides four different types of Level 2 pedestrian crossovers (PXO) and one school crossover design. Attachment 3 "Illustrated Pedestrian Crossover (PXO) Types & School Crossing" depicts the different Level 2 PXO facility types.

A "Pedestrian Crossover" (PXO) is a road crossing identified by specific signs and pavement markings which are in effect to provide the right of way to pedestrians continuously without the use of a crossing guard. In a PXO facility the pedestrian is responsible for entering the roadway only after vehicles have yielded the lanes of travel. Under the Highway Traffic Act (HTA) vehicles are not allowed to enter a defined PXO until the pedestrian has left both vehicular lanes of travel. This effectively makes the pedestrian the conditional control; vehicles can pass through a pedestrian crossover as long as no pedestrians remain in the crosswalk path.

"School Crossings" are pedestrian crossing facilities that are somewhat similar to pedestrian crossovers but operate much differently. School crossings do not provide the right of way to pedestrians without the presences of a guard. Under the Highway Traffic Act (HTA) the following conditions must be met at a school crossing:

- School crossings have their own specific signage and require a guard.
- The guard has to be older than 16 years of age
- The guard must possess a school crossing stop sign to provide traffic control.
- The guard must display a school crossing stop sign in an upright position until all persons including the guard have cleared the roadway.

Pedestrians utilizing school crossings without the guard present do not have the right of way over vehicle traffic and must wait for a sufficient gap in traffic before entering the lanes of travel.

### **Pedestrian Crossover Assessment**

Several factors come into consideration when evaluating a new site or an existing site for installation of a new Level 2 PXO. The initial process involves consideration for Level 1 traffic signalization. Failing to meet the criteria for Level 1 signalization, the process moves onto Level 2 PXO determining factors. These factors include sufficient sight lines for pedestrians and motorists, pedestrian volumes over 65 persons and 396 vehicles in a 4 hour period.

Initial investigations determined that none of the current school crossings in St. Marys would qualify for PXO upgrades on the basis of pedestrian and vehicle count warrants. However, the OTM assessment process includes additional warrants such as pedestrian system connectivity or desired travel lines for pedestrian connecting links; such warrants authorize PXO upgrades. Establishing pedestrian desire lines involves identifying pedestrian generators, such as attractions, trail connecting links, and proximity to existing PXO facilities. Therefore, all of the existing school crossings could qualify for PXO Level 2 upgrades under the pedestrian system connectivity provision.

Currently, the Town provides five school crossing locations, and one controlled signalized PXO crossover. School crossings are staffed internally using part-time guard staff from the Corporate Services Department at four of the school crossing locations. The Town uses contracted services for the crossing at the intersection of James St. S and Maxwell Street. Generally, the guards are present for an hour in the morning and an hour in the afternoon, within the hours of 8 am - 9 am and 3 pm – 4 pm. The Egan Ave crossing at King St. operates during additional hours – during the Holy Name of Mary recess periods. **Attachment 2 – Existing School Crossing Locations** shows crossover locations and operational periods.

School Crossing Guards can be deployed at an intersection where stop or yield conditions exist. Although this is not technically required to give a pedestrian the right of way in that situation, crossing guards can be present to provide an increased level of visibility and safety.

### **Individual Existing School Crossing Assessment Summary:**

For a detailed assessment matrix, please see **Attachment 1 – PXO Site Assessment**

- **Location: Site #1 - Peel St. N – Near Holy Name of Mary School**

The crossover is within a school bus loading zone. On the basis of best practices, this is an unacceptable conflict. Minor reconfiguration of the southwest corner of the Egan Ave. and Peel St. intersection would allow for the crosswalk to be relocated north to that nearby intersection. This alteration would remove the crossover from the school bus loading zone. Egan Ave. and the northern section of Peel St. have not been upgraded to a full urban cross-section and currently lack concrete curb and gutter to separate traffic from the pedestrians. As such, an asphalt sidewalk with bollards or barrier curb would be the preferred alternative to accommodate the crossing lines until full reconstruction occurs sometime in the future.

The 2018 Traffic By-law altered the Peel St. N approach to Egan St. to a stop condition (previously a yield) to improve safety in the area. The stop condition change, coupled with the proposed relocation of the crosswalk, would enable a Level 1 controlled PXO with continuous operation. The Huron Perth Catholic School Board reimburses associated operational costs for this location for all guard shifts.

- **Location: Site #2 - James St. S. - Near the southern entrance to DCVI parking lot**

There are several generators of pedestrian traffic in this area such as the adjacent high school, and nearby elementary school and restaurants. The Town has already created a community safety zone and reduced speed zone during school operational hours in this area. The site would

be suitable for installation of a controlled Level 2 PXO as there are significant vehicular and pedestrian conflicts. Staff and the Town's traffic consultant agree that the need for pedestrian system connectivity exists in this area and that the installation of a new controlled Level 2 PXO is warranted.

The annual cost to staff this location with a crossing guard is approximately \$9,000. The Town receives no external funding to help pay for the costs associated with this crossing.

- **Location: Site #3 - Egan Ave. – Near King St. & Holy name of Mary School**

Similar to Site #2, the Egan Ave. crossover connects with numerous facilities requiring pedestrian links even during non-school hours. For example, there is a combination of playground facilities, open space and sports fields generating youth based pedestrian traffic. This is likely to generate pedestrian traffic outside of school hours. The Huron Perth Catholic School Board fully reimburses associated cost for this location for all guard shifts.

Additionally, future development lands are in the immediate area which will boost local traffic patterns, as vehicles travel to access James St. North and Egan Ave. Therefore, the pedestrian system connectivity warrant justifies the installation of a Level 2 PXO.

However, installing a Level 2 PXO increases the service level of the crossover, as the new crossover system provides a continuous operation to accommodate after-hours use. Staff recommends that Council consider the installation to coincide with the anticipated Egan Ave. reconstruction project.

- **Location: Site #4 - James St. North, South of Egan Ave & James St. N intersection**

Site #4, has similar conditions to Site #3. The site uses the same playground facilities, open space and sports fields that youth utilize outside of school operational hours. The eventual development of lands in the area to the north and east of Egan will increase local traffic access to James St. North. Therefore, the pedestrian system connectivity warrant justifies the installation of a Level 2 PXO.

However, installing a Level 2 PXO increases the service level of the crossover, as the new crossover system provides a continuous operation to accommodate after-hours use. Staff recommend that Council consider the installation of a Level 2 PXO to coincide with the proposed Egan Ave. reconstruction or development of surrounding land. Furthermore, the placement should be evaluated in conjunction with the Town's active transportation network as there may be a better location to capture increased pedestrian traffic. The existing crossing is at the crest of a small hill making it slightly hidden to drivers so the evaluation of a new location should also consider if there is a safer location for the crossing. A possible new location could be the existing trail crossing on James St. to the north of this location. A single PXO on James St. might be able to accommodate both locations.

- **Location: Site #5 - James St. South, South of Maxwell St.**

A combination of nearby schools, playgrounds, recreation centre, seniors' centre and sports fields could warrant the installation of an upgraded PXO control. This would be warranted to accommodate Pedestrian System Connectivity.

Currently, the site is staffed via a legacy agreement by an external service provider. Contract costs have risen in recent years. The 2018 total contract operational cost is approximately \$13,000.

## **Recommended Controlled PXO Level**

Although the OTM notes that it cannot account for every situation that a municipality may encounter, it does provide guidance so all motorists in Ontario experience somewhat uniform conditions on the roadway. OTM Book 15 accounts for four different types of Level 2 PXO facilities, ranging from simple signage & road marking to signage with 360 degrees visible amber flashers on posts coupled with over-lane signage and flashers.

Staff specifically asked for recommendations from the traffic consultant to detail appropriate upgraded PXO implementation types. The consultant's response was to advise if a location was suitable for PXO upgrades and recommended a level of upgrade. After reviewing St. Marys' current service levels and site conditions the consultant recommended a Level II Type C controlled PXO for all of the existing school crossings. This level of crossing includes linked amber flashers on posts activated by pedestrians, signage and road markings. See attachment 3 for illustrated diagrams of a Level II Type C crossing.

In the consultant's opinion, the lower Level II Type D PXO's are not safe because they do not experience the same level of compliance from motorists. The causation of non-compliance may be attributable to motorists not identifying waiting pedestrians at the entrance to the PXO. This could be attributed to motorists not be able to identify waiting pedestrians at the entrance to the PXO. The advantages of the Level II Type C is the visible amber flasher on both sides of the signage interconnected to each other. This serves as a visual notification to approaching drivers of a condition change.

Staff recommend against the installation of different levels of controlled PXO's within the municipality. The uniformity of PXO's allows for a less complex education campaign.

## **SUMMARY**

Staff initiated a review of pedestrian crossovers in Town after experiencing crossing guard staffing issues during the 2017/2018 school year. The detailed review looked at various alternatives to the current staffed crossings. New options are available for standardized pedestrian crossings that did not exist in the past. Staff are recommending two upgrades in 2019.

1. First, move the existing Peel St. crossing to the Egan Ave. intersection to create a controlled pedestrian crossover. The asphalt roadway would be modified to reduce the length of the crossing. An asphalt path with bollards or barrier curbing will be installed on the west side of Peel to connect to the playground and parking lot walkway.
2. Second, upgrading the crossover on James St. S near DCVI to a controlled mid-block Level 2 Type C PXO. This change is included in the draft 2019 Capital Budget at a cost of \$25,000. This change will mean that the crossing at DCVI will no longer require a crossing guard. This change will allow redeployment of the existing crossing guard staff to James St. S at Maxwell St, reducing the annual requirement for a contract service provider, resulting in \$13,000 savings annually to the operating budget. The return on investment of this change is less than 2 years.

Although it was determined that all current school crossings could be converted to an automated controlled PXO due pedestrian system linkages warrants, only one Level 2 Type C crossing upgrade is recommended at this time. As the mid-block Level 2 PXO facilities are relatively new with the OTM revisions, staff are recommending a conservative approach and to only proceed with one upgrade at this time. This will allow engineering staff the ability to evaluate the effectiveness of this new crossing type.

If Council approves this project as a part of the 2019 budget, discussions should proceed with both the Huron Perth Catholic School Board and Avon Maitland School Board to inform them of the proposed alterations to existing school crossings. Installation would be scheduled for summer of 2019 and would be coupled with an information media campaign for the public.



## FINANCIAL IMPLICATIONS

Outlined below are the current operational costs of the existing school crossings. Amounts shown are included in Version 1 of the Town's 2019 budget.

2019 Budgeted School Crossing Operational Costs without PXO Installation				
	Service Provider	Operation Period	Funding Source	Site Operational Total
James St. S S @ DCVI	Town of St. Marys - Internal Staff	Jan - Jun , Sept-Dec	2019 Operating	\$9000
James St. S @ Maxwell St.	Contracted via Service provider	Jan - Jun , Sept-Dec	2019 Operating	\$13000
James St. N @ Egan	Town of St. Marys - Internal Staff	Jan - Jun , Sept-Dec	2019 Operating	\$9000
Peel St. N @ Holy Name	Town of St. Marys - Internal Staff	Jan - Jun , Sept-Dec	Cost Recovery - HPCDSB	0
Egan Ave @ King St.	Town of St. Marys - Internal Staff	Jan - Jun , Sept-Dec	Cost Recovery - HPCDSB	0
2019 Budgeted School Crossing				\$31,000

Staff are recommending installation of a single Level II Type C PXO at James St. S near DCVI in 2019. The capital funding request is included in the 2019 budget. Additional minor modifications for the school crossing at Peel St. N will be required in the summer of 2019. All cost for Peel St. modifications will be absorbed with Public Works operational budgets. Work to be completed using a combination of internal Public Works resources and existing contract service providers for asphalt installation.

2019 Proposed Capital Works			
Item	Location	Funding Source	Cost
James St. S PXO Level II Type C	James St. S @ DCVI	2019 Capital	\$25000
Bollards and additional line painting	Peel St. N @ Holy Name of Mary	2019 PW Operating	\$3000
Total 2019 Cost			\$28,000

If the recommended changes are approved, internal staffing allocations can be reassigned to the existing James St. S/Maxwell location, which currently has a higher operational cost due to the legacy contract. Installation would occur in the summer of 2019, existing service level operational costs would be incurred until June of 2019.

2019 Operational Costs with installation of single Level 2 Type C PXO at James St. S at DCVI in summer of 2019				
Location	Service Provider	Operation Period	Funding Source	Site Operational Total
James St S S @ DCVI	Change to PXO in summer 2019 replacement of guard	24 X 7	2019 Operating	\$6000
James St. S @ Maxwell St.	Contracted Service provider until Jun, Town staff assuming in Sept	Jan - Jun , Sept-Dec	2019 Operating	\$11664
James St. N @ Egan	Town of St. Marys - Internal Staff	Jan - Jun , Sept-Dec	2019 Operating	\$9000

Peel St. N @ Holy Name	Town of St. Marys - Internal Staff	Jan - Jun , Sept-Dec	Cost Recovery - HPCDSB	0
Egan Ave @ King St.	Town of St. Marys - Internal Staff	Jan - Jun , Sept-Dec	Cost Recovery - HPCDSB	0
			2019 Budgeted School Crossing	\$26,664

Looking beyond 2019 and into 2020 school crossing operational costs would be reduced by as much as 40%. This is due to the elimination of the higher cost contracted service provider, and conversion of the James St. S DCVI crossing to PXO, therefore enabling staff to be reassigned to the James St. S. and Maxwell crossing. . The capital investment in Level II Type C sign hardware will have a 100% return on investment in 2 years. Sign hardware is expected to a service life of 10-15years and in theory could return \$170,000 in operational savings during its service life.

2020 Operational Costs after installation of single Level 2 Type C PXO at James St. S at DCVI				
	Service Provider	Operation Period	Funding Source	Site Operational Total
James St S S @ DCVI	Change to PXO in summer 2019 replacement of guard	24 X 7	2019 Operating	\$1250
James St. S @ Maxwell St.	Town of St. Marys - Internal Staff	Jan - Jun , Sept-Dec	2019 Operating	\$9000
James St. N @ Egan	Town of St. Marys - Internal Staff	Jan - Jun , Sept-Dec	2019 Operating	\$9000
Peel St. N @ Holy Name	Town of St. Marys - Internal Staff	Jan - Jun , Sept-Dec	Cost Recovery - HPCDSB	0
Egan Ave @ King St.	Town of St. Marys - Internal Staff	Jan - Jun , Sept-Dec	Cost Recovery - HPCDSB	0
			2019 Budgeted School Crossing	\$19,250

Staff have endeavored to find operational savings while maintaining service level delivery. Installation of a single PXO will elevate the current service from 2 hours daily during school months to continuous operation. If staffing issues continue into the future and Level II PXO's become more common within Ontario road networks, future consideration for additional Level II crossing should be evaluated. Below Staff have used 2019 operational costs to forecast savings over a 15 year service life if the Town were to upgrade all of its school crossings to Level II Type C crossings. It should be noted maintenance costs have been included at 5% of original purchase price.

Projected 15 Year Operational Savings with complete upgrade of school crossing to PXO Level II				
Operational Costs				
2019 School Crossing Operational Costs	All Site	\$31,000 Annually		
15 Projected Operational Costs	All Site	15 Yrs	\$465,000	
2019 Proposed Capital Works				
Item	Location	Funding Source	Cost	
James St. S PXO Level II Type C	James St. S @ DCVI	2019 Capital	\$25,000	
James St. N PXO Level II Type C	James St. N @ Egan	Capital	\$25,000	

James St. S PXO Level II Type C	James St S @ Maxwell	Capital	\$25,000	
		Total Capital Cost	\$75,000	-\$75,000
<b>PXO Annual Maintenance Costs</b>				
Annual Maintenance Costs of 5% of total purchase price			\$3,750	
15 Year Annual Maintenance			\$56,250	-\$56,250
Projected 15 Year Operational Savings				<b>\$333,750</b>

## STRATEGIC PLAN

☒ Not applicable to this report.

## OTHERS CONSULTED

Norm Kelly – Green Light Traffic Consulting  
 Trisha McKibbin – Director of Corporate Services  
 Lisa Lawrence – Director of Human Resources  
 Dan Gracey – Principal, Holy Name of Mary Catholic School

## ATTACHMENTS


Attachment 1 – PXO Site Assessment  
 Attachment 2 – Existing School crossing locations  
 Attachment 3 – Illustrated Pedestrian Crossover (PXO) Types & School Crossing

## REVIEWED BY

### Recommended by the Department

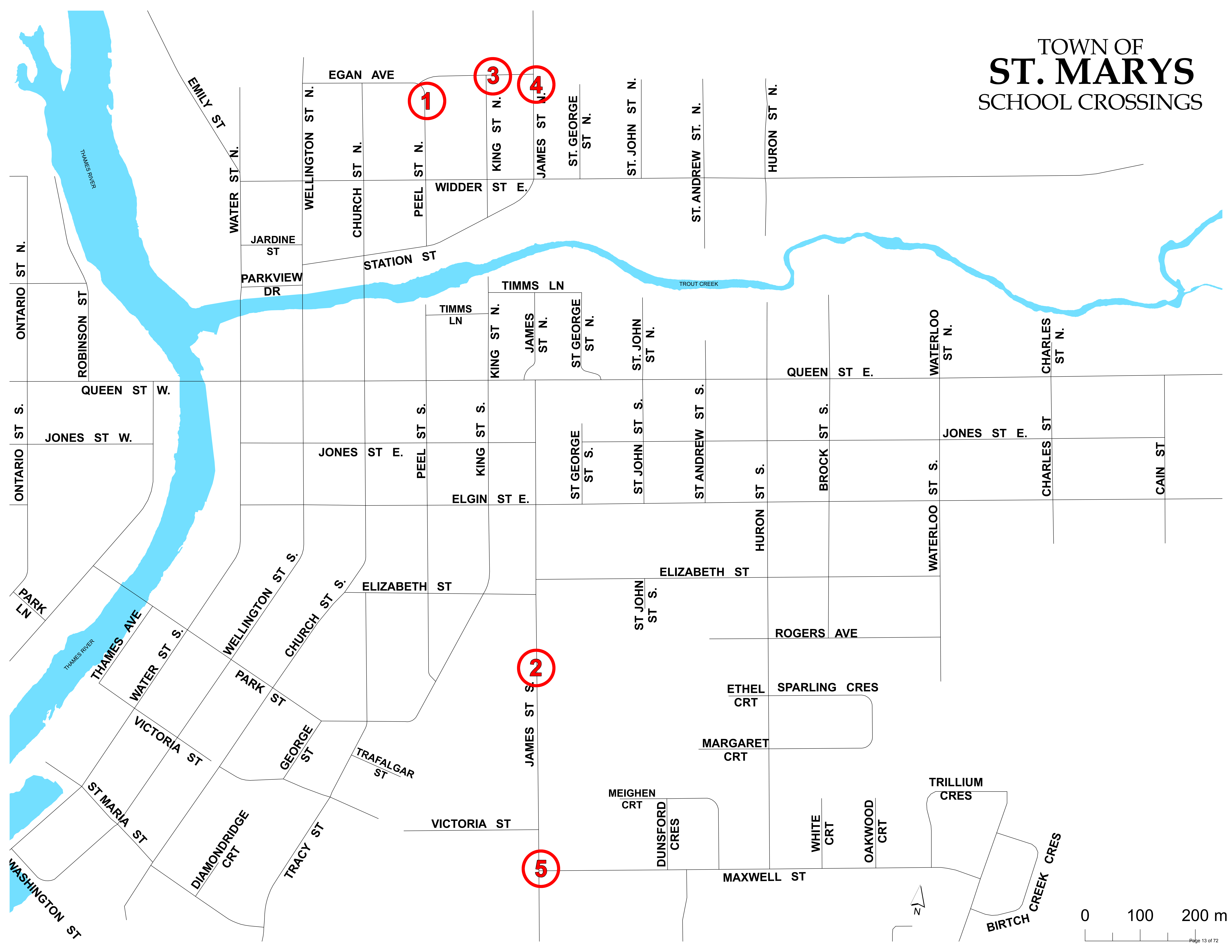
  
 Jed Kelly  
 Director of Public Works

### Recommended by the CAO

  
 Brent Kittmer  
 CAO / Clerk

School Crossing Location Site Assessment									
2019 Proposed PXO Upgrades									
Site #	Location	Pedestrian System Connectivity Factors	Current Service Level	Proposed Service Level	Observed Issues	Site Upgrades:	Capital Upgrade Cost	Operational Cost	External Funding Source
1	Peel St. N – Near Holyname of Mary School	School Zone, Playground, Sport Fields, Church, Staff parking, ELC (Daycare)	School Crossing, Guard present 2 hours daily, 8:25am to 8:50am	Controlled PXO Crossing at Stop sign condition Potential of Reduction of school crossing guard requirement, TBD - guard costs 100% recovered from Huron Perth Catholic School Board	Existing School crossing located in middle of school bus loading zone, non conforming using modern standards, recommend priority alterations, shifting of school crossing outside of school bus loading area	Change Yield condition on Peel St. N at Egan to Stop condition Includes new asphalt path & Corner, Bollards or barrier to define corner for vehicular and pedestrian traffic, relocation of line painting, additional x-walk marking. Move PXO North to remove bus loading zone. Reconfiguration of South West corner to create access to school yard and staff parking access path, Cross walk lines to be moved to corner to create controlled PXO and eliminate conflict with school bus loading zone.	\$2500 to \$5000	NA - Funded	YES - 100% via HPCDSB
2	James St. S. - Near the southern entrance to DCVI parking lot	School Zone, Sporting Fields, Commercial Food vendors, Skate Park, Natural crossing point for Eastern access to Cadzow Park, Existing Community safety zone on Road & School speed reduction, Arterial road with	School Crossing, Guard present 2 hours daily, 8am – 9am & 2:50pm – 3:50pm	Controlled PXO Crossing using Level II Type C Reduction of school crossing guard requirement	Older youth refuse to be crossed via school crossing instead choosing uncontrolled crossing within 20m of school crossing area, -Sight lines and grade elevations are suitable for controlled PXO	Installation of Level II Type C PXO Flasher system, Installation of advanced stop bars on roadway approaching PXO crossing lines	\$25,000	\$9,000	None
Future Proposed PXO Upgrades									
3	Egan Ave. – Near King St. & Holy name of Mary School	School, Playgrounds, Sports Fields, ELC (Daycare), Parent Drop off area on King St.,	School Crossing, Guard Present for Recess Hours, 10:25am to 10:40am, 11:30am to 12:05am, 2:00pm to 2:15pm	Controlled PXO Crossing using Level II Type C Reduction of school crossing guard requirement	Combination of playground facilities generating youth pedestrian traffic outside of school hours. Future pending development in immediate areas adjacent to Egan Ave will increase local traffic accessing James ST.	Installation of Level II Type C PXO Flasher system, To be considered at some point during reconstruction process of Egan Ave. King St. Yield condition for North bound traffic to be changed to stop condition	\$25,000	NA - Funded	YES - 100% via HPCDSB
4	James St. North, South of Egan Ave & James St. N intersection	School Access, Playground, ELC (Daycare), Open Space and Sports Fields, East - West connecting link across James St. N	School Crossing, Guard present 2 hours daily, 8am – 9am & 3pm – 3:45pm	Controlled PXO Crossing using Level II Type C Reduction of school crossing guard requirement	School Crossing appears to be well used, with high compliance of young children using guard for controlled assisted crossing. Sight lines and road elevations are suitable for PXO installation	Installation of Level II Type C PXO Flasher system, Installation of advanced stop bar on roadway approach. To be considered at some point as local traffic increases.	\$25,000	\$9,000	None
5	James St. South, South of Maxwell St.	School, Playgrounds, Sports Fields, Recreation Centre, Senior Centre	School Crossing, Guard present 2 hours daily, 8am – 9am & 2:45pm – 3:50pm	Controlled PXO Crossing using Level II Type C Reduction of school crossing guard requirement	School Crossing appears to be well used, with high compliance of young children using guard for controlled assisted crossing. Sight lines and road elevations are suitable for PXO installation. Crossing guard is also crossing pedestrians at Maxwell St which currently provides existing stop condition.	Installation of Level II Type C PXO Flasher system, To be considered at some point as local traffic increases.	\$25,000	\$13,000	None

TOWN OF  
**ST. MARYS**  
SCHOOL CROSSINGS



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PW 01-2018 School Crossing Review and Upgrades

2 Lane Pedestrian Crossover (PXO) Diagrams

&

School Crossing with Guard

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Illustrations provided from Ontario Traffic Manual Book 15

and

Ministry of Transportation website:

<http://www.mto.gov.on.ca/english/safety/pedestrian-safety.shtml>

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## Level 1 Type A – Controlled Pedestrian Crossover

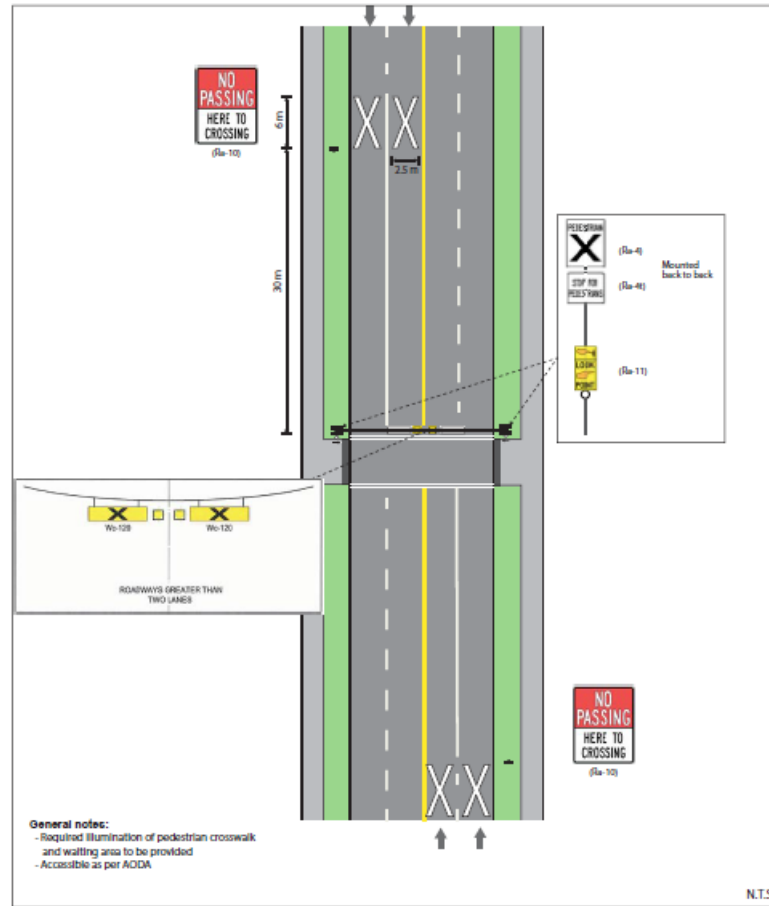
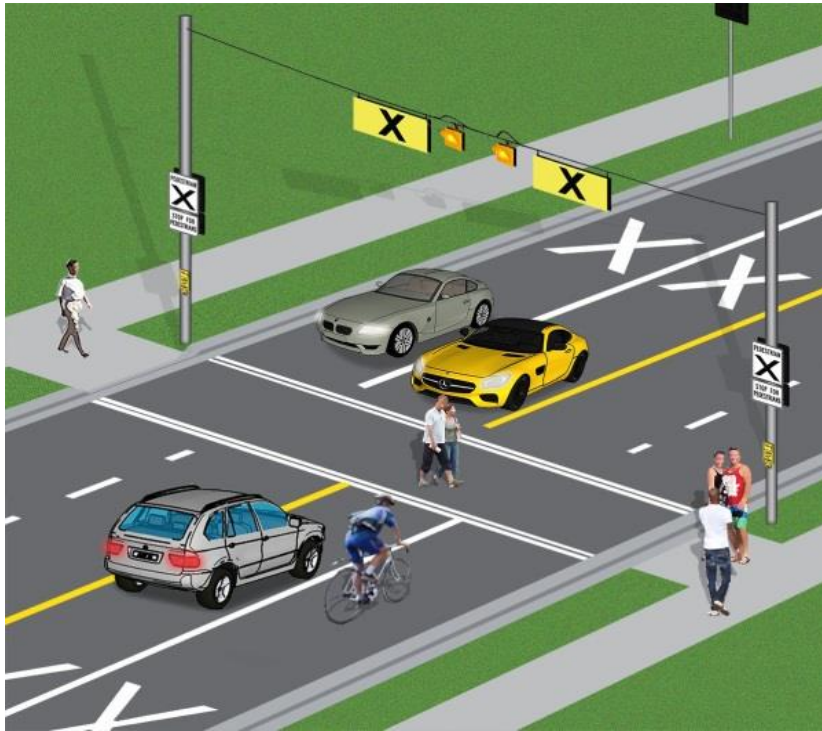


Figure 20: Pedestrian Crossover Level 1 Type A – Mid-block (4-lane, 2-way)

Illustrations provided from Ontario Traffic Manual Book 15

and

Ministry of Transportation website: <http://www.mto.gov.on.ca/english/safety/pedestrian-safety.shtml>



## Level 2 Type B – Controlled Pedestrian Crossover

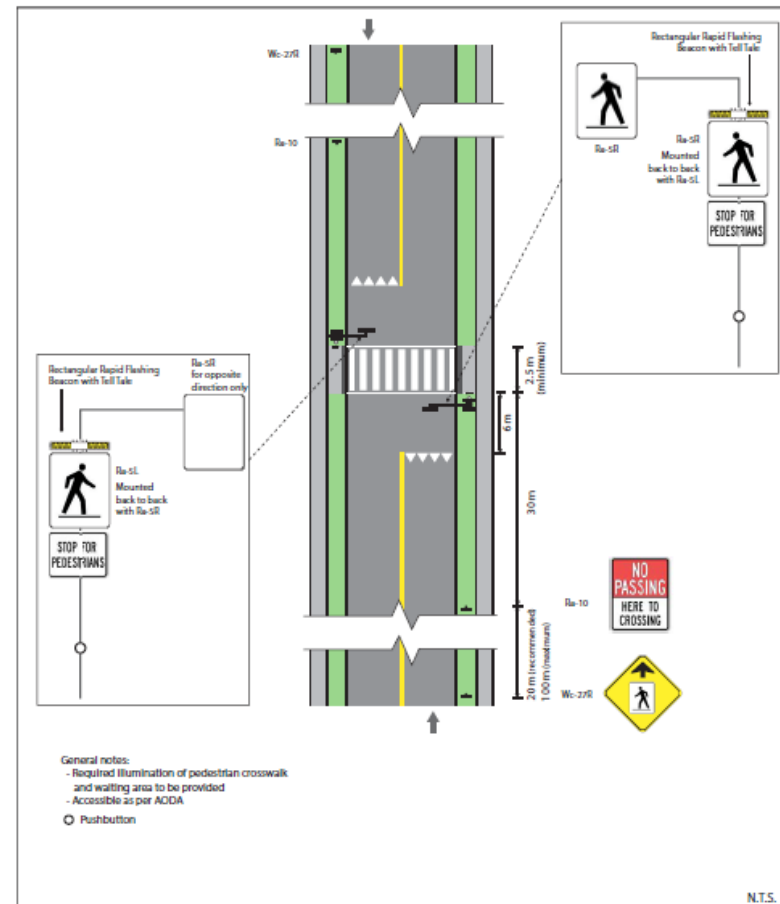
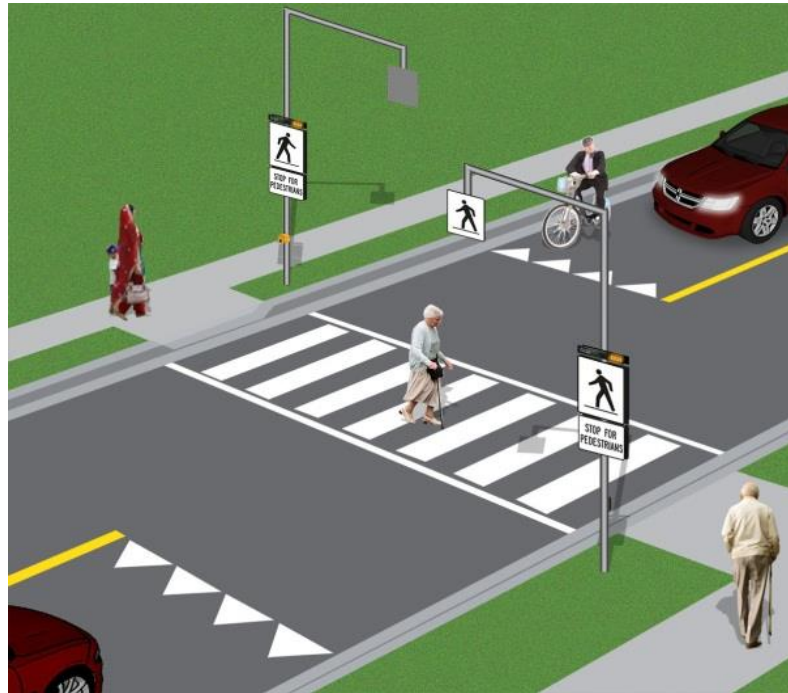


Figure 21: Pedestrian Crossover Level 2 Type B – Mid-block (2-lane, 2-way)

Illustrations provided from Ontario Traffic Manual Book 15 and

Ministry of Transportation website: <http://www.mto.gov.on.ca/english/safety/pedestrian-safety.shtml>



## Level 2 Type C – Controlled Pedestrian Crossover

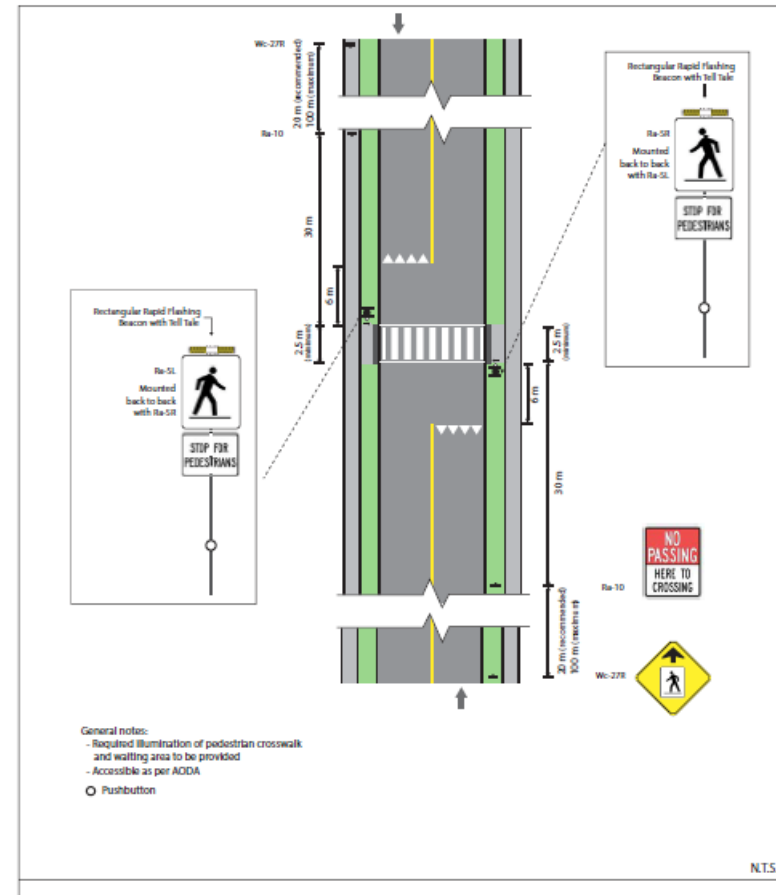
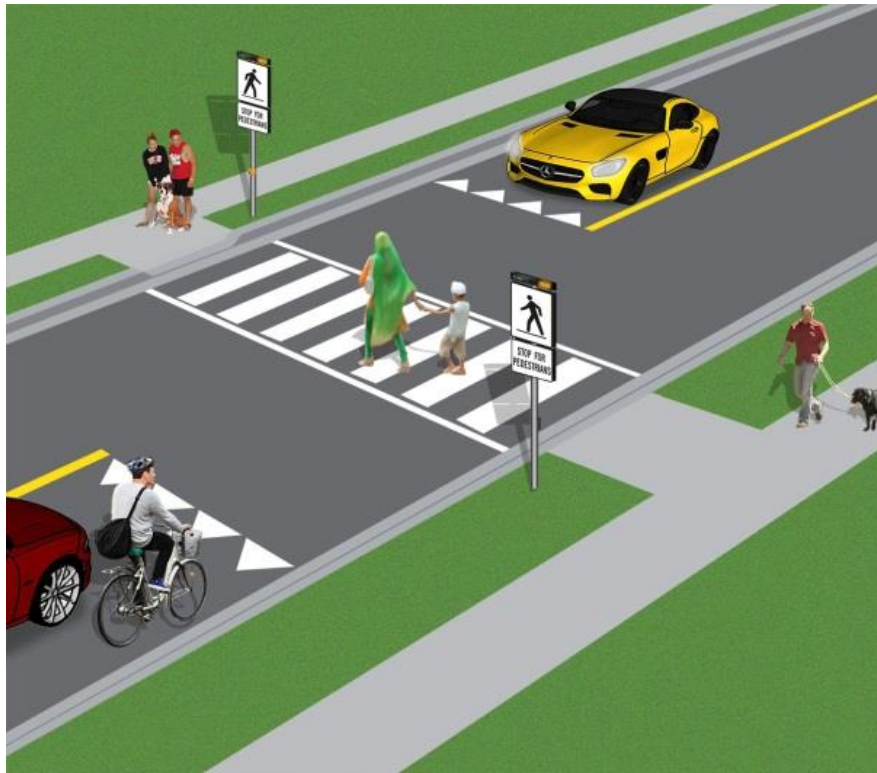


Figure 30: Pedestrian Crossover Level 2 Type C – Mid-block (2-lane, 2-way)

Illustrations provided from Ontario Traffic Manual Book 15 and

Ministry of Transportation website: <http://www.mto.gov.on.ca/english/safety/pedestrian-safety.shtml>

## Level 2 Type D – Controlled Pedestrian Crossover

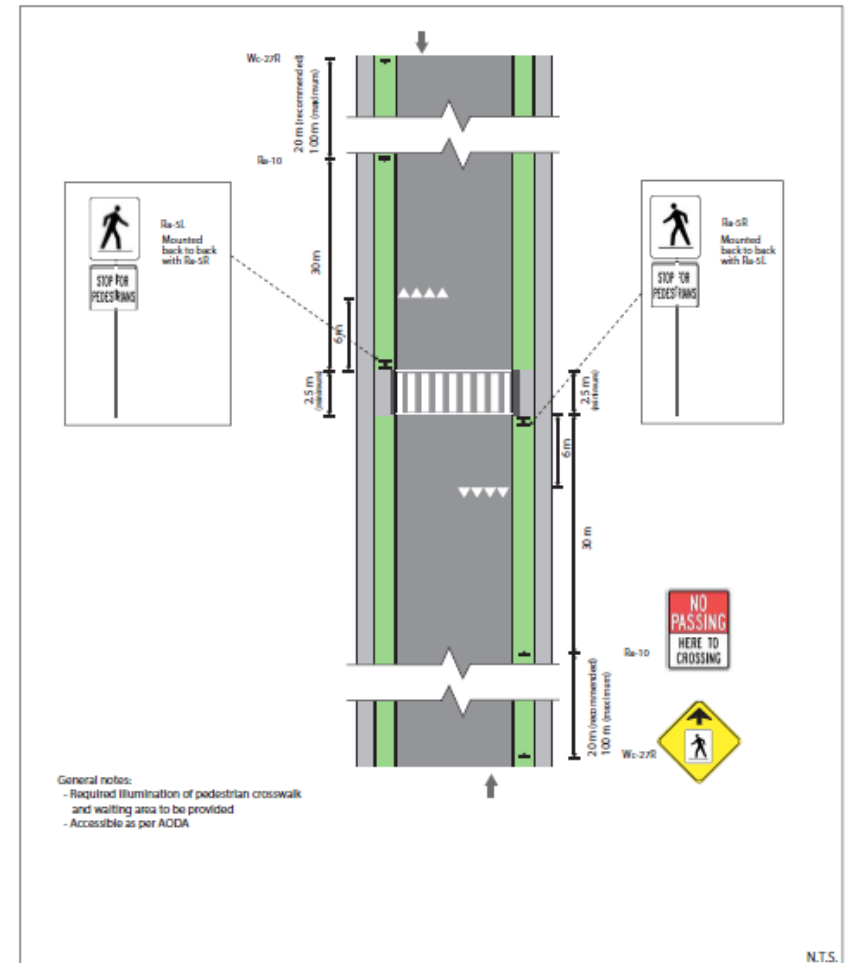
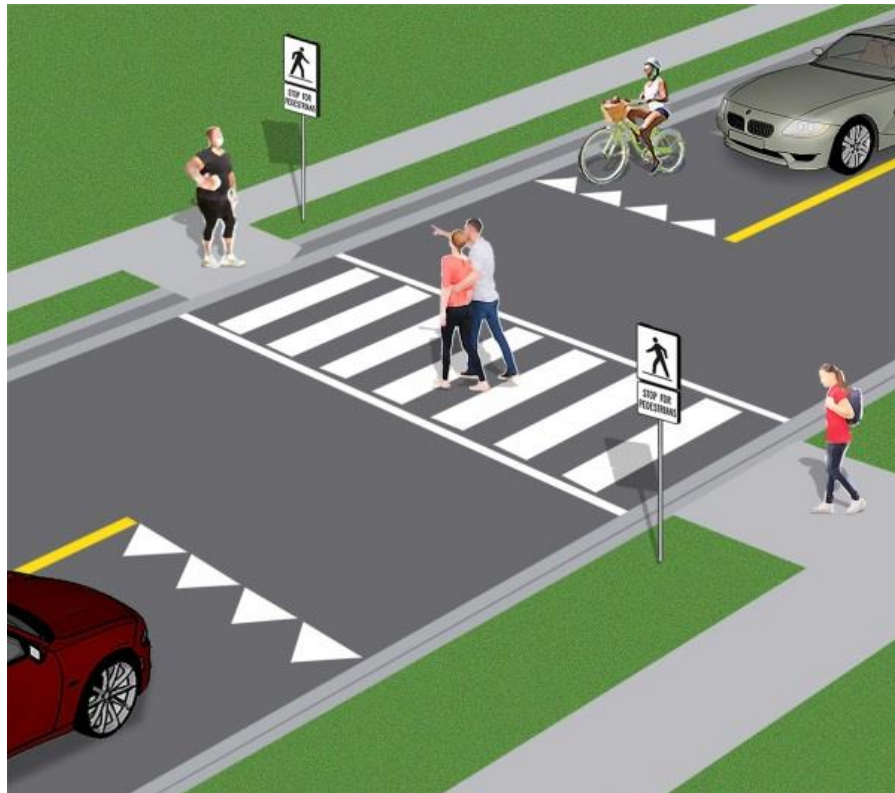


Figure 39: Pedestrian Crossover Level 2 Type D – Mid-block (2-lane, 2-way)

Illustrations provided from Ontario Traffic Manual Book 15 and

Ministry of Transportation website: <http://www.mto.gov.on.ca/english/safety/pedestrian-safety.shtml>

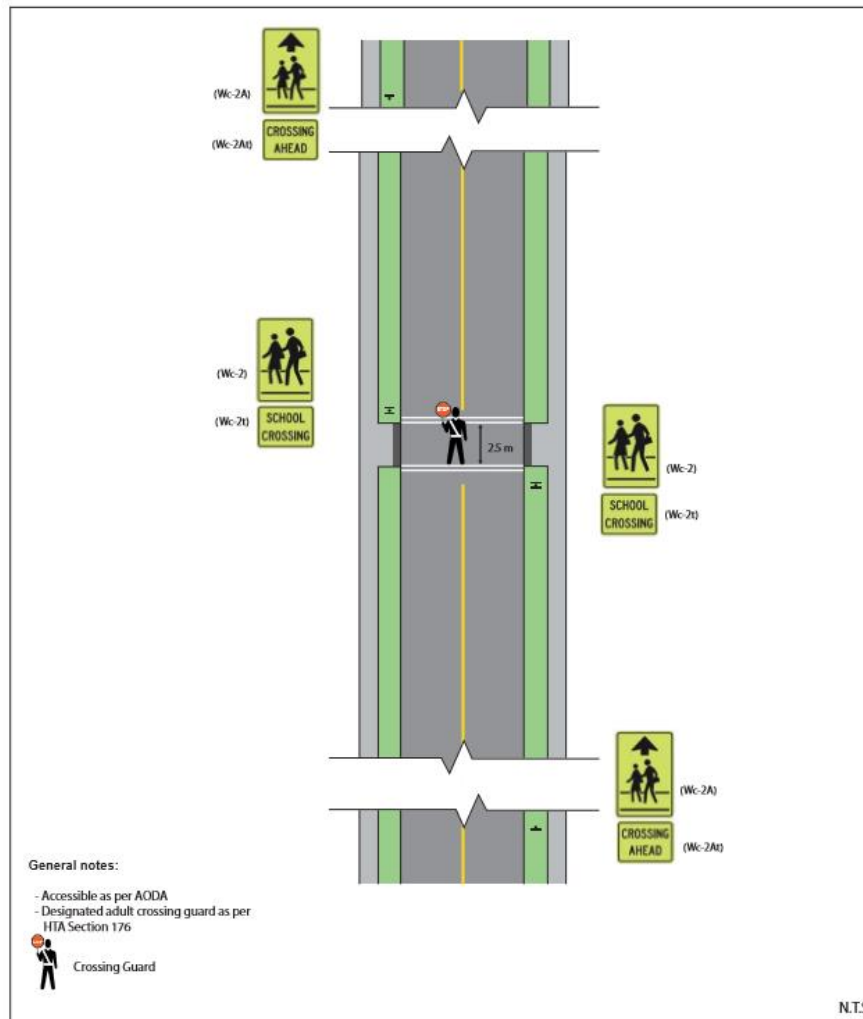


Figure 51: School Crossing with Designated Crossing Guard (Urban Areas)

# FORMAL REPORT

**To:** Mayor Stratthdee and Members of Council

**Prepared by:** Grant Brouwer, Director of Building and Development

**Date of Meeting:** 15 January 2019

**Subject:** **DEV 02-2019 Town Hall Auditorium HVAC**

## PURPOSE

To provide Council information for installing air conditioning in Town Hall Auditorium.

## RECOMMENDATION

THAT DEV 02-2019 Town Hall Auditorium HVAC be received for discussion and budget direction to staff.

## BACKGROUND

Over the past several budget cycles Council has considered a project to install air conditioning in the Town Hall Auditorium. This project is not a project that is currently included in the Town's 15-year capital plan for the facility. This project was a new project proposed via a notice of motion at a budget meeting.

As part of the 2018 budget discussion, to move this matter forward, Council requested that staff bring back a comprehensive report on the installation of an HVAC system for the Town Hall Auditorium.

### **Resolution 2018-01-16-07**

**Moved By** Councillor Hainer

**Seconded By** Councillor Winter

**THAT** staff report back to Council by May 31, 2018 regarding the installation of an HVAC in the Town Hall auditorium including how it will be installed and impacts to the space, costing (capital and annual operating), heritage impact, impact to Community Players performances, accessibility and other building needs to increase the usage of the auditorium for programming .

Staff reported back to Council at the August 13, 2018 Strategic Priorities Committee meeting The following direction was received:

### **Resolution 2018-08-13-04**

**Moved By:** Councillor Van Galen

**Seconded By:** Councillor Winter

**THAT** DEV 31-2018 Town Hall Auditorium HVAC be received; and

**THAT** the Strategic Priorities Committee recommends to Council:

**THAT** the Town Hall Auditorium HVAC project be referred to the 2019 Capital Budget for discussion.

## **CARRIED**

## **REPORT**

To better understand air conditioning units please refer to the following key terms:

1. **Condensing unit:** this is the outdoor equivalent to the evaporator coil. As refrigerant travels from the compressor to the condenser, it expels the heat collected from indoors to the outside. Once the refrigerant is cooled to a liquid, it circulates back inside to collect more heat in the evaporator coil,]
2. **Air Handler / Blowing Unit:** These are the two parts of the system which work together to draw room air to the evaporator and disseminate the cool air all over your building. With the help of a **duct work** the passage of airflow in the room is facilitated.
3. **Duct work:** is a conduit to supply tempered air from the **Air Handler and Blowing Unit** to the desired space (supply duct), or a conduit to retrieve un-tempered air from the desired space to the **Air Handler and Blowing Unit** (return air).

This report will be broken down into four main sections,

1. Installation, impacts to the building, and costing (capital and annual operating).
2. Heritage impact.
3. Impact to Community Players performances, accessibility.
4. Other building needs to increase the usage of the auditorium for programming.

### **1- Installation, impacts to the building, and costing (capital and annual operating),**

#### Capital Costs

Staff obtained three different quotes along with different options from two vendors.

Option 1 This system includes 2 outdoor Condensing Units to be located between Town Hall and the Library. Four wall hung **Air Handlers and Blowing Units** to be located in the Auditorium. The refrigeration lines connecting the Condensing Units and the **Air Handlers and Blowing Units** would follow the refrigeration lines of the units cooling the second floor. This is very similar to what you would typically find in a hotel room and would not require any duct work. The cost of this option is in the range of \$90k to \$114k.

Option 2 This system includes 2 outdoor Condensing Units and 2 ducted **Air Handlers / Blowing Units** to be placed in the attic with one wall controller. The refrigeration lines will follow existing lines same as Option 1. The ducted units would utilize the existing ventilation grilles in the ceiling and discharge into the Auditorium. The return air Duct work would be required to be installed in the ceiling as well, in a location different that the supply Duct work. The cost of this option is in the range of \$96k to \$120k.

Option 3 This system includes 2 outdoor Condensing Units and 2 ducted **Air Handlers / Blowing Units** to be placed in the attic with one wall controller. The refrigeration lines will follow existing lines same as Option 1. The ducted units would utilize the existing ventilation grilles in the ceiling and discharge into the Auditorium. The return air Duct work would be required to be installed in the ceiling as well. Return air would be on the wall of the storage room. This system includes 2 outdoor Condensing Units to be located between Town Hall and the Library. The cost of this option is in the range of \$82k to \$84k.

Please see the chart that displays the anticipated capital costs for this project:

Option	Company	Equipment Cost	Labour Cost- Low	Labour Cost- High	Engineering Cost Low	Engineering Cost-High	Contingency 5%-Low	Contingency 5%-High	HST 2.25%- Low	HST 2.25%- High	Total Cost- Low	Total Cost- High
1	Toromont Cimco	\$38,200.00	\$40,000.00	\$60,000.00	\$ 6,000.00	\$ 8,000.00	\$ 4,210.00	\$ 5,310.00	\$ 2,210.25	\$ 2,787.75	\$ 90,620.25	\$114,297.75
2	Toromont Cimco	\$43,600.00	\$40,000.00	\$60,000.00	\$ 6,000.00	\$ 8,000.00	\$ 4,480.00	\$ 5,580.00	\$ 2,352.00	\$ 2,929.50	\$ 96,432.00	\$120,109.50
3	Gale HVAC	\$70,000.00	Labour is included in price		\$ 6,000.00	\$ 8,000.00	\$ 3,800.00	\$ 3,900.00	\$ 1,995.00	\$ 2,047.50	\$ 81,795.00	\$ 83,947.50

### Annual Operating Costs:

It is expected that the space would be cooled on an as needed basis, when the space is rented. This is similar to the lounge of the Lind Sports Plex or any of the rental areas at the Pyramid Recreation Centre (Community Centre, and the End Zone).

The cooling period of the year is typically five months from May until the October and annual operating costs will be fully dependent upon usage. Without historical usage data it will be challenging to properly understand the operating costs of the system.

To estimate the operating the annual operating costs staff are recommending that Council consider a worst case scenario (i.e. high usage). To determine this cost, staff first contacted one of the potential suppliers to gather the operating cost specifications of their units. The report back from the supplier is that if both A/C systems are operating continually, the operating cost ranges from \$1.25/hr - \$1.66/hr, determined by the specific system installed.

Next, because historical usage data does not exist, for the purpose of this discussion, assume a high usage scenario where the auditorium is used for each business day during the cooling period. For a typical year, this equates to a total of 27 weeks, or 135 business days. Also assume that the air conditioner will need to run for 50% of the time to keep the space cool (12 hours per day), for a total of 1,620 operating hours.

Using the hourly costs noted above, this results in an annual direct operating cost of \$2,025 - \$2,690. It would also be typical to budget an extra \$1,000 per year to maintain the HVAC system in the Town Hall Auditorium, for a total annual operating cost ranging from \$3,000 - \$4,000.

## **2- Heritage impact:**

It is anticipated that the Heritage impact will be low for Option 2 and Option 3, as most of the changes to the surfaces will be installed in locations where existing items already are( i.e. existing ceiling vents, and existing chases).

The largest impact to the space as far as the look and feel would come from Option 1. Typically, these units are placed directly above windows or doors and are generally 3ft wide and 1.5ft in height, although they do come in various sizes. There would be challenges from a heritage aspect on how have these units “fit” within the space.

## **3- Impact to Community Players performances:**

For the preparation of this report the Director of Building and Development had discussions with representatives from St. Marys Community Players including: President (Paula Hoare), former St Marys Community Players Board member (Gary Austin), and set construction lead (Don Wells). They provided the following comments/ feedback

**Q-What is the impact to performances, will there be an issue with noise from the units?**

A-there might be an issue with noise, depending of the location of the **Air Handlers / Blowing Units**. However, with your performances being in November and May, it might not be as much as an issue.

**Q-Will this change the current fee structure that St Marys Community Players currently has?**

A- Unknown at this time.. It would be something that we would probably have to take a look at.

**Q-Who would run the sound booth if the Town decided to market the Town Hall Auditorium more attracting more venues?**

A-Again, unknown at this time.

**4- Other building needs to increase the usage of the auditorium for programming:**

Key questions posed by Council were if there were possible expanded uses of the space, and whether or not additional building upgrades would be needed to accommodate expanded uses of the space.

Expanding the Use of the Space

The current rental fee for the Town Hall Auditorium is \$135.25 + HST (plus fees per hour for staffing) with a capacity of 150 people. Staff from Economic Development, Events, Museum, Library and Heritage have provided feedback in regards to their vision for the utilization of the Auditorium. Staff certainly have an affinity for the space and would like to see it utilized more by both town events and by the public. From expanding current Town events into the space to having it marketed and used as a wedding venue, staff see some potential for the space.

During these discussions, it was determined that one of the main challenges in utilizing the space comes down to availability. The single largest renter of the space is the St. Marys Community Players. Community Players utilizes the Auditorium during approximately seven (7) months of the year for set design, rehearsals and performances. While not every day within the month is in use by the Community Players, the space (including the stage or main floor area) may contain the equipment and supplies they are using for set construction.

Using 2017 as a baseline year, the Auditorium was **formally** booked a total of 168 days out of 365. However, when comparing the booking sheets from Guest Services with the Town Hall sign-in book, the auditorium was used by Community Players on days that were not recorded in the booking system (informal bookings). There is a margin of error in the booking stats provided as Community Players access the auditorium even when the space is not booked. The breakdown includes 70 days booked for Community Players set up, 0 days for tear down, 68 days for rehearsals and improvisation, 18 days for performances, and the remainder 12 days for various other bookings.

The overall impact of the known formal and informal bookings equates to 197 days, including weekends, where the room was vacant. These vacancies occurred in January, mid-May, June, July, half the months of August and November and the full month of December.

To evaluate if a Town department could expand the use of the space if air conditioning was added to the auditorium, it was assumed that 2017 is a representative year.

**Potential for Expanded Corporate Events:** Practically, the space would not likely be use by the Town's events staff to host new events. As noted, the primary time the auditorium is available is the three (3) summer months when the majority of outdoor Town sponsored events take place. During this time staff is focused on planning and delivery these events, not on securing new events in the auditorium.

However, there is potential to incorporate the Town Hall and the auditorium into existing events to a greater degree. Staff are already working on incorporating the auditorium into such summer events as the Heritage Festival, where the opening concert for the Festival was held in 2018, and as the back-up venue to Melodies at the Museum during the month of August.

Other Cultural events delivered by the Town such as Doors Open, which is hosted the last weekend in September every second year in St. Marys, incorporates the Town Hall as one of the heritage destinations for the event and includes the Auditorium if it is available.

**Potential for Expanded Museum Use of the Space:** The St. Marys Museum runs a monthly seminar series from September to May on a range of historic and cultural topics. The regular seminar capacity at the Museum is 22-28 people, depending on the number of speakers and whether there are artifacts or props displayed. While cultural events such as the Museum's seminar series have outgrown their current venue of the Museum, they are not quite yet at a size to move all seminars into the Auditorium. Currently, the Museum utilizes their facility for seminars, and the Anglican Church's Parish Hall and the Town Auditorium for those seminars that have a large audience. Of the four seminars offered this fall, two had to be relocated to the Anglican Church Parish Hall because there were 35-45 people registered. On November 17, 2016 the Museum held their seminar "Ladies of the CNR" at the Town Hall Auditorium for a sold out audience of 150 people. In May 12, 2018 the seminar "Downstairs Upstairs" was held in the Auditorium due to 150 tickets sold.

However, given the current booking schedule of the auditorium, it could not be relied upon as the primary location for seminars. The current seminar schedule overlaps and conflicts with the Community Players bookings for their fall and spring shows. This may mean that the auditorium may not be available for the seminars.

**Potential for Expanded Museum Use of the Space:** The Library is another facility that has used the Auditorium in the past. This space augments programs during the summer, providing the Library with a venue to hold larger events with target audiences of younger children and teens. Typically, these events occur on Fridays in the summer. While the Library aims at hosting many of their programs and events onsite, there are occasions where a larger space is required, providing a potential to utilize this space. Further to this, there could also be opportunity with some Friends of the Library fundraising events such as their semi-annual booksale.

Given the current availability of the auditorium, the space is not viewed as a long term solution for programming due to the potential for scheduling conflict.

**Potential for Other/New Uses of the Space:** As the Auditorium has a unique character and feel from all other rental space available by the Town, it is seen as not competing with the space available for rent at the Pyramid Recreation Centre. Having a location in the downtown core also makes it ideal for cultural and business related functions. It is a space that could be marketed as a venue for small weddings, family events and corporate/group meetings.

Unfortunately, the challenge is marketing a venue that would not be readily available for 7 months of the year, and the Town would need the focus of marketing the space to be during the months of June, July, August and December.

#### What Other Building Upgrades are Needed to Accommodate Expanded Use of the Auditorium?

To make it a multipurpose space some consideration should also be given to installing a drop down screen on the stage, as well as a built-in power point projector, so that it becomes a more enticing and usable space for public meetings, presentations, seminars and other events.

## **SUMMARY**

Council has asked staff to report back on the practicality of adding air conditioning to the Town Hall auditorium.

Through the research that was conducted, it would cost between \$82k and \$120k in capital expenditures to install HVAC in the Town Hall Auditorium while the yearly operating costs would be



\$1,000 per year depending the amount that the a/c is required. Overall, the impact on the heritage aspects could be low depending on the desired option.

At present, there appears to be the potential to increase the use of the auditorium as an accessory to existing corporate events. However, staff have no current plans to implement a permanent expanded use of the space.

The largest constraint to any expanded use is the availability of the space because it is regularly booked, to the equivalent of 7 months per year. The challenge is marketing a venue that would not be readily available for 7 months of the year, and the Town would need the focus of marketing the space to be during the months of June, July, August and December.

## **FINANCIAL IMPLICATIONS**

**Capital Costs** - \$82,000 to \$120,000, based on the estimates provided in August of 2018

**Operating Costs** – \$3,000 - \$4,000 /year.

This project would represent a new capital cost for the Town Hall facility. From an asset management perspective, the Town Hall auditorium HVAC would be a new asset that needs to be accounted for. This means annual contributions to capital reserves would need to increase to ensure that there is sufficient funds in reserve to replace the unit on its normal schedule, or approximately once every 15 years.

## **STRATEGIC PLAN**

☒ This initiative is supported by the following priorities, outcomes, and tactics in the Plan.

- Pillar #5 Economic Development:
  - Outcome: Protecting St. Marys' unique heritage assets while planning for growth in key sectors will require an integrated and balanced approach. The downtown should be perceived as safe, central, and culturally vibrant gathering area. Ultimately, the transition will be to transform St. Marys from a heritage to a cultural experience.
  - Tactic(s): Investigate opportunities to invest in space in the core to further promote and expand local arts, culture and theatre.
  - Promote local theatre and arts in the core by making an investment in space and programming.

## **OTHERS CONSULTED**

Stephanie Ische, Director of Community Services,

Trisha McKibbin, Director of Corporate Services

Matthew Corbett, CEO of Library Services

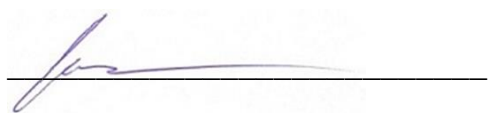
Community Players

## **ATTACHMENTS**

Nil

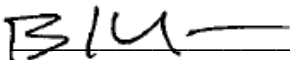
## **REVIEWED BY**

**Recommended by the Department**



Grant Brouwer  
Director of Building and Development (CBO)

**Recommended by the CAO**

  
Brent Kittmer  
CAO / Clerk

# FORMAL REPORT

<b>To:</b>	Mayor Stratthdee and Members of Council
<b>Prepared by:</b>	Lisa Lawrence, Director of Human Resources
<b>Date of Meeting:</b>	5 February 2019
<b>Subject:</b>	<b>HR 01-2019 Operating Budget - Council Remuneration, OMERS Participation, and Councillor Expenses</b>

## PURPOSE

This report presents Council with an overview of current council remuneration along with information for Council regarding a legislative change to the one-third tax exemption. Other municipal Councils are considering if they should adjust council remuneration in response to the new taxation rules and this report presents options for Council to review and discuss.

Presently Town of St. Marys Council members do not participate in the OMERS pension plan. Once per term, if Council is not already participating in the OMERS pension plan, Council needs to decide if the members will enroll. This report provides information for Council to make that decision.

Finally, as requested this report presents information to Council regarding the creation of an expense account for Councillors.

## RECOMMENDATION

THAT HR 01-2019 Operating Budget - Council Remuneration, OMERS Participation, and Councillor Expenses be received for budget direction to staff.

## BACKGROUND

### Council Remuneration

During the 2018 Budget process Council asked staff to complete a salary survey for council remuneration. Staff reported back on June 26, 2018 and received verbal direction to raise this topic for discussion again during the 2019 budget process.

For historical context, prior to 2012, St. Marys Council was compensated for their time with an annual stipend plus additional pay for attended meetings. The annual stipend increased at the same rate as staff wages through the application of the annual cost of living adjustment. On November 22, 2011 St. Marys Council passed By-Law 64 of 2011 which approved a straight annual stipend without additional meeting pay. The approved stipend was set at the 50<sup>th</sup> percentile of the 2011 remuneration. The approved rates have remained in place since implementation and have not been subject to the annual cost of living adjustment.

Convenient for our purposes, the Association of Municipal Clerks and Treasurers (AMCTO) conducted a salary survey of Ontario municipalities. The report is attached and is entitled *Municipal Council Compensation in Ontario, March 2018*. This report analyzes information collected from municipalities in August 2017, and illustrates the salary / honorarium averages for both the Head of Council and Members of Council broken down by population and region.

For the Town of St. Marys, our comparator group is the group listed as South-western Ontario and with a population of 5,000-9,999. The key findings of the report as they relate to annual salary and pay structure are:

- St. Marys Council remuneration is higher than its peers in surrounding municipalities with similar populations. The table below shows how St. Marys compares to others:

	St. Marys (Stipend)	AMCTO, Salary	AMCTO, Honourarium
Head of Council	\$28,000	\$19,499	\$16,196
Member of Council	\$14,500	\$12,357	\$9,528

- The Town's approach to paying Councillors an annual salary is the most common approach. Fewer than 10% of municipalities pay their members of Council a set rate per meeting. All of the municipalities that pay per meeting have a population below 5,000.

### Removal of the One-Third Tax-Free Allowance

For a long period of time, members of Council have received a one-third tax exemption on their annual remuneration. This tax exemption was deemed to be for expenses incurred during the discharge of a member of council's duties. During the 2017 Federal Budget, it was announced that effective January 1, 2019 the long standing tax exemption of one-third of the compensation received by all members of a council will be removed. As a result, Council will see their net remuneration reduce starting in 2019 since 100% of their remuneration will be taxed therefore increasing the amount of tax and CPP (if applicable) taken off.

### Participation in OMERS

Presently Town of St. Marys Council members do not participate in the OMERS pension plan. Once per term, if Council does not already participate in the OMERS pension plan, Council must decide if its members wish to participate. The following is from Section 7 of the OMERS Employer Administration Manual:

*A council may choose to enrol all council members (including the head of council) or the head of council only.*

*Council members, without the head of council, cannot participate in the OMERS Primary Plan. At the effective date of council participation, existing council members may individually elect to join the OMERS Primary Plan. (A council member who does not join the OMERS Primary Plan on the effective date may choose to participate at a future date.) Any new, future member of council must join the OMERS Primary Plan, provided the enrolment occurs no later than November 30 of the year of their 71st birthday.*

## **REPORT**

### **Council Remuneration – Increase or No Increase?**

The question before Council is whether or not the 2019 Budget should include an increase to Council remuneration. Many municipal councils are now having this debate due to the elimination of the one-third tax free allowance. Below are several options for Council to consider for how to address this change.

**NOTE:** Due to the varied personal financial situation of each member of Council, some assumptions were made in the calculations included in this report. All calculations are based on the annual stipend alone with no individualized tax exemptions considered.

- It is assumed that each member of council receives the basic personal tax exemption.
- A tax rate of 20.5% (5.05% provincial and 15% federal) was used.

### Option 1 – Do Nothing (No adjustment to Gross Pay)

If this option is selected Council's annual remuneration will not be increased and Council will see their net remuneration reduce starting in 2019 since 100% of their remuneration will be taxed therefore increasing the amount of tax and CPP (if applicable) taken off.

For illustrative purposes, the impact of this option has been calculated to be \$380/year for each Councillor and \$2,630/year for the Mayor. This option will cause net pay for Council to decrease and have no impact to the 2019 budget.

Option 2: One Time Permanent Adjustment in 2019 to Adjust Gross Pay to Maintain Current Net Pay and Offset Loss of 1/3 Tax Free Allowance

Council could increase their annual remuneration by an amount that off sets the additional tax to be deducted for 2019 and going forward. Using the above assumptions, this has been calculated to be 3% for each Councillor and 13% for the Mayor. This option will prevent Council's net remuneration from decreasing and will increase the 2019 budget by approximately \$8,300 (including mandatory employment related costs).

Option 3: Implement a System for Annual Council Increases to Offset Loss of 1/3 Tax Free Allowance

St. Marys' Council has not had a rate increase since the stipend only formula was put in place in 2012. As noted above, despite there being no increases since 2012, the Town's annual council remuneration remains slightly higher than its comparable peers.

However, staff have found through a salary survey completed in 2017 that a majority of respondents have a structure in place to guide Council stipend adjustments. Twelve out of the seventeen respondents have a by-law in place to address council remuneration increases. An additional three respondents have tied council remuneration adjustments to the approved staff or union annual adjustments.

There are a couple of options to consider when deciding how to best implement this option. Adopting a by-law which will adjust council remuneration to account for cost of living appears to be a best practice that should be considered. The by-law would set out the formula for calculating increases, and this would be applied each year.

Another alternative is to have the council remuneration increase be equivalent to the council approved cost of living adjustment given to staff. This may be less preferable because it may present a situation where Council appears to have a conflict of interest as approving a cost of living adjustment for staff is also directly approving an increase to their own remuneration.

For 2019, assuming a 1.5% increase, the base remuneration for the Mayor and Council would be \$28,420 and \$14,718 respectively, or a \$1,800 increase to the budget.

Option 4: One Time Adjustment to Maintain Current Net Pay + Implement a System for Annual Council Increases.

This option is a combination of options #2 and #3. In this case, for 2019 Council's base pay would be increased by 13% for the Mayor and 3% for each Councillor to offset the one-third tax free allowance. This would increase the 2019 budget by approximately \$8,300.

For 2020 and beyond, Council's remuneration would be increased on an annual basis. Assuming a 1.5% increase, the 2020 budget impact would be an additional \$2,000 over the 2019 budget.

**OMERS – Participate or Not?**

Presently Town of St. Marys Council members do not participate in the OMERS pension plan. If a Council does not already participate in the OMERS pension plan, once per term Council must decide if its members wish to enroll in OMERS. Council is asked to decide if they wish to participate in OMERS or not.

As Council considers this decision, please know that the following participation rules apply:

- Under the OMERS Pension Plan, Council may choose to enroll all Council Members (including the Mayor) or the Mayor only.
- Council, without the Mayor, cannot participate in OMERS.
- Councillors who are older than 71 cannot participate in OMERS.
- If the decision is yes to participate in OMERS, for the initiating Council (i.e. the 2018-2022 term Council) individual members of Council have the option to accept or decline joining OMERS. A Council member who does not join the plan on the effective date may choose to participate in the future.
- If Council decides today to join the OMERS pension plan, all future members of Council (under the age of 71) will be required to enroll in the plan unless they are currently receiving an OMERS pension. Since a member cannot receive their pension and contribute at the same time they will have the option to pause their pension income and resume making contributions or continue receiving their pension with no additional contributions. The only way to exit the plan in the future is to have all members of council vote to leave the plan.

If Council chooses to participate in OMERS, then:

- Individual contribution rates are 9%, and this is deducted off a Councillor's gross pay before other deductions.
- Based on the current stipend paid, a Councillor would contribute \$1,305/year and the Mayor would contribute \$2,520/year.
- According to the OMERS plan, a Councillor could choose to draw on their pension as early as age 55. This could result in a reduced pension depending on the specific and individual situation of the Councillor. For illustration purposes, when a Councillor decides to retire from Council at Normal Retirement Age (age 65), the OMERS pension earned and payable after a four year term of Council is:
  - Mayor: approximately \$1,484 annually, through to end of life (plus any applicable survivor benefits)
  - Councillor: approximately \$769 annually, through to end of life (plus any applicable survivor benefits)

#### Budget Impact of OMERS Participation:

OMERS rules are that the Town is required to match contributions on a dollar for dollar basis. Factoring in the Town's matched contribution this would increase the payroll budget by \$10,350 annually based on 2019 stipend rates.

#### Council Expense Account – Create or Not?

As discussed at the January 15, 2019 budget meeting, Council could opt to create an expense account to offset costs of supplies used when preparing for council, local board or committee meetings.

If implemented, a \$500/year expense account could be considered to offset the financial cost of reasonable and incidental permitted expenses incurred while conducting municipal business. A simple Council Expense Policy that outlines the types of expenses covered, the process for reimbursement and any applicable guidelines could be created to provide clarity. Costs that are already reimbursed (i.e. cell phone and mileage) would be in addition to the annual allowance.

An increase of \$3,500 to the 2019 budget would be required to implement a council expense account.

## **SUMMARY**

This report is to follow up on verbal direction received in June 2018 to raise St. Marys' council remuneration for discussion during the 2019 budget process, and verbal direction received at the January 15, 2019 budget meeting. To move this matter forward, staff are seeking direction from Council

regarding remuneration increases, participation in OMERS, and the creation of a Councillor expense account.

## **FINANCIAL IMPLICATIONS**

### **Council Remuneration – Increase or No Increase?**

**Option 1:** Do Nothing (No adjustment to Gross Pay) – This option has no impact on the Town's payroll budget.

**Option 2:** One Time Permanent Adjustment in 2019 to Adjust Gross Pay to Maintain Current Net Pay and Offset Loss of 1/3 Tax Free Allowance

- This option will prevent Council's net remuneration from decreasing and will increase the 2019 budget by approximately \$8,300. This option will not impact subsequent payroll budgets.

**Option 3:** Implement a System for Annual Council Increases to Offset Loss of 1/3 Tax Free Allowance

- Assuming a 1.5% increase to the base remuneration for all members of council will increase the 2019 payroll budget by approximately \$1,800
- Additional annual increases to the payroll budget will be dependent on future cost of living figures.

**Option 4:** One Time Adjustment to Maintain Current Net Pay + Implement a System for Annual Council Increases

- Providing a one-time 3% increase for each Councillor and 13% increase for the Mayor in 2019 increases the 2019 payroll budget by \$8,300.
- Assuming an additional 1.5% increase in 2020 would increase the 2020 budget by \$2,000.
- Subsequent payroll budget increases will be dependent on future cost of living figures.

### **OMERS – Participate or Not?**

If Council chooses not to participate for this term, there is no financial impact. Future councils will have the option during each term to participate should they want.

If Council chooses to participate in the OMERS pension plan, the payroll budget will increase by \$10,350 per year due to the matched contributions made by the Town, based on 2019 stipend rates.

### **Council Expense Account – Create or Not**

If this is chosen for implementation, it would increase the budget by \$3,500/year.

## **STRATEGIC PLAN**

☒ Not applicable to this report.

## **OTHERS CONSULTED**

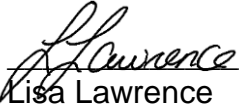
Jim Brown, Director of Finance / Treasurer  
Dorrie Brenneman, Payroll and Benefits Specialist  
Human Resources Professionals from local municipalities

## **ATTACHMENTS**

1. AMCTO Municipal Council Compensation in Ontario, March 2018

## **REVIEWED BY**

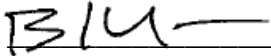
### **Recommended by the Department**

A handwritten signature in cursive script, appearing to read "Lisa Lawrence", written over a horizontal line.

Lisa Lawrence

Director of Human Resources

### **Recommended by the CAO**

A handwritten signature in block letters, appearing to read "Brent Kittmer", written over a horizontal line.

Brent Kittmer

CAO / Clerk



# AMCTO REPORT

# **MUNICIPAL COUNCIL COMPENSATION IN ONTARIO**

MARCH 2018



**AMCTO**

THE MUNICIPAL EXPERTS

Page 33 of 72

**About AMCTO:**

AMCTO represents excellence in local government management and leadership. AMCTO has provided education, accreditation, leadership and implementation expertise for Ontario's municipal professionals for over 75 years.

With approximately 2,200 members working in 98 per cent of municipalities across Ontario, AMCTO is Canada's largest voluntary association of local government professionals, and the leading professional development organization for municipal administrative staff.

Our mission is to provide management and leadership service to municipal professionals through continuous learning opportunities, member support, and legislative advocacy.

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# 1 EXECUTIVE SUMMARY

In August of 2017 AMCTO conducted a survey of municipalities in Ontario. Our goal was to gain a better understanding of how municipalities compensate their councils, create a resource for municipalities who are reviewing their council remuneration packages, and to add to the body of research about how local politicians are paid. While there has been a lot written about private sector compensation, there has been considerably less study of compensation for politicians at the local level.

Key findings from the survey, include:

- Most municipalities in Ontario classify their councils as part-time, however, municipalities are slightly more likely to have full-time heads of council than members of council.
- Only 14% of municipalities have a full-time head of council, while only 6% of municipalities have full-time councillors.
- Population clearly impacts whether or not a municipality's council is full- or part-time. Larger municipalities are more likely to have full-time councils.
- Though the majority of councils in Ontario are part-time, all councillors or heads of council are compensated for their work, either through a salary, honorarium or stipend.
- Larger municipalities are more likely to pay their councils a salary, and smaller municipalities are more likely to pay an honorarium or stipend.
- While levels of pay vary widely across the province, the majority of councillors and heads of council in Ontario are paid less than \$40,000 per year.
- Across the province heads of council are consistently paid at a higher rate than members of council.
- In terms of real dollar compensation, there is an evident but not always significant difference between municipalities that pay their councillors honorariums versus those that pay their councillors salaries. Salaries are generally higher, but not significantly so.
- The level of compensation that a municipality offers is closely



correlated to its size. Smaller municipalities are more likely to pay their members of council at a lower rate than larger municipalities.

- In addition to salaries, honorariums, and stipends, municipalities also provide a range of other benefits to their councils.

- Larger municipalities are more likely than smaller municipalities to provide optional benefits like cellphone reimbursement, newsletter printing or a pension contribution.
- Municipalities use a range of factors to help set their compensation levels. The most common practice is to survey the compensation paid by neighbouring municipalities.

## 2 BACKGROUND

In August of 2017 AMCTO conducted a survey of municipalities in Ontario. Our goal was threefold: (1) to gain a better understanding of how municipalities compensate their councils; (2) to create a dataset and resource for municipalities to use when reviewing their council compensation practices in the future<sup>1</sup>; and (3) to add to the broader body of research about how politicians are compensated, especially at the local level.

While considerable attention has been given to compensation in the private sector, especially as it relates to senior executives, less has been written about compensation for politicians. What research has been done on this topic in Canada, has predominantly focused on the federal and provincial levels, where elected representatives are more likely to be full-time employees. Little has been written about how and why municipal politicians are compensated (Schobel, 2014, 150).

In 2014 an article published in *Canadian Public Administration*<sup>2</sup> argued that the process that most municipalities use—quantitative analysis and comparative studies of other municipalities—to determine their levels of compensation is inherently flawed (Schobel, 139, 2014). It further argued that municipalities face a significant challenge when setting council remuneration, as there is an inherent conflict of interest when councillors vote on their own compensation. The reaction to remuneration reviews amongst the media and citizens living in the municipality is at best mixed. When large increases are recommended the reaction is often hostile and negative (Schobel, 139, 2014).

In 2016 the Rural Ontario Institute (ROI) created a profile of municipal councillors in Ontario. It identified a number of the barriers to running for local office, including toxic work culture, lack of self-confidence, time pressures, and the incumbency advantage. Notably, the profile also argued that limited remuneration and the level of commitment required to serve on council are both barriers to attracting younger and more diverse candidates to run for seats on municipal

---

<sup>1</sup> Full results of the survey are available in the appendix, and the complete data set is available for AMCTO members on the association's website.

<sup>2</sup> Schobel, Kurt. (2014). "How much is enough? A study of municipal councillor remuneration." *Canadian Public Administration*, Volume 57, No. 1.

councils. The ROI's research found that these individuals have more demanding responsibilities outside of council, such as young families, additional financial burdens, and full-time jobs with less workplace flexibility. It also noted that younger members of council place a higher priority on maximizing their income, as they are in the prime earning years of their careers, often with dependents, and that the level of compensation offered by municipalities does not effectively compensate them for the financial and family sacrifices that they make (Deska, 2016, 3).

Historically serving on a local council has been a volunteer commitment. But, over time municipalities have come to recognize the more permanent nature of municipal public office and expanded the range of compensation and benefits that they provide. In addition to remuneration, many local governments also now provide employment benefits, office space, telecommunications equipment and reimbursement of other relevant business expenses (Schobel, 2014, 141). A growing number of municipalities are also debating whether or not to make their councils full-time positions (See: Richmond, 2016).

The role of local councillor is undeniably expanding. Councillors now sit on more working groups and task forces than ever before. They are also more accessible and expected to be more responsive than in the past. The growth of technology and expansion of social media allows members of the public to contact their representatives through a variety of channels at whatever time is most convenient to them. For many councillors the job has become 24/7, even if they are only compensated as a part-time employee or volunteer.

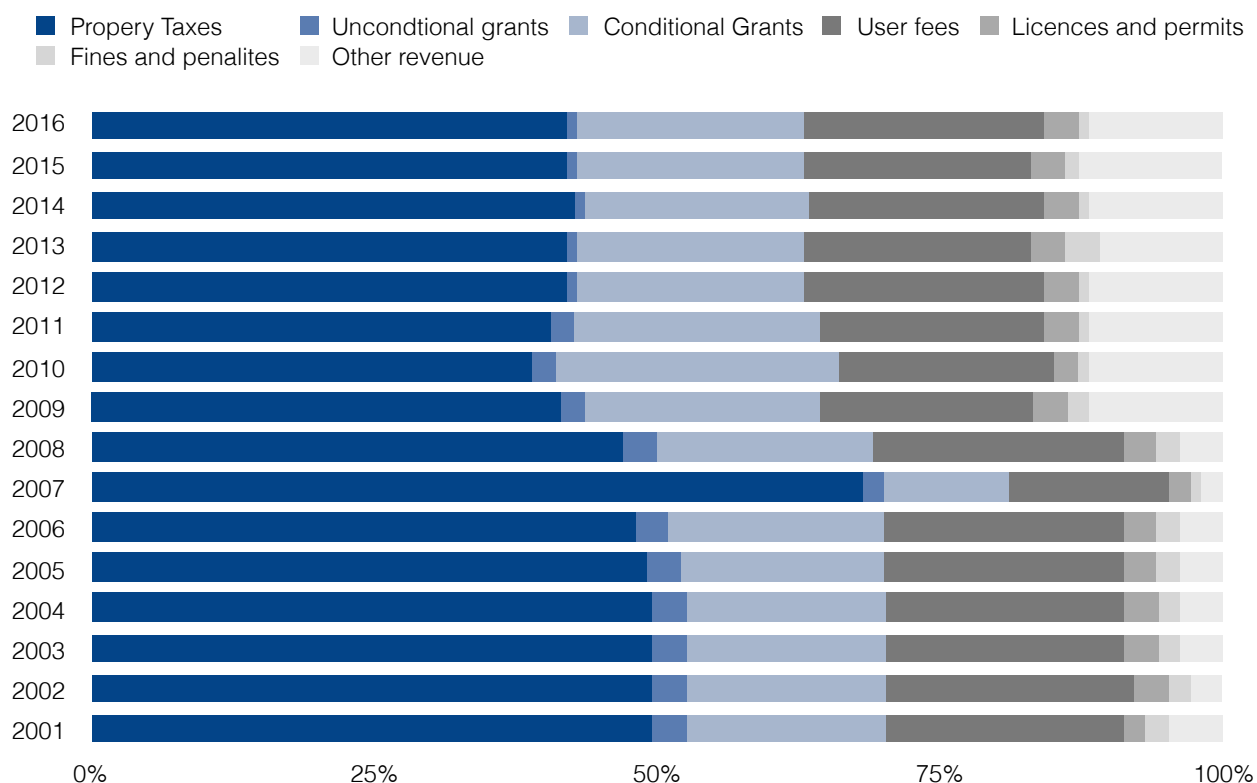
ROI's councillor profile noted that across the province serving representatives and prospective candidates said that balancing personal responsibilities and professional commitments is a challenge. In some cases potential candidates choose not to run for local office because the sacrifices are simply too great. The result is a body of councillors that is less diverse than the provincial average. According to ROI, Ontario municipal councillors are on average older, more predominantly male, less racially diverse, more likely to be retired, with higher incomes and more education than the communities that they represent (Deska, 2016).

While the primary motivation for most politicians who seek positions on council is to serve the community, it cannot be denied that the ability of a municipality to attract good candidates to serve on council is directly influenced by the fairness of compensation that they offer. The ability for municipalities to do this became harder in 2017 when the federal government

announced its intention to eliminate the one-third tax exemption that municipalities use for council salaries, starting in 2019. According to the Association of Municipalities of Ontario (AMO), this change would cost an eastern Ontario county government with a council of seventeen and a population of 77,000, at least \$74,00 per year (AMO, 2017). While this may not seem like a significant impact, given the current fiscal challenges confronting most municipalities, it could be larger than expected.

While smaller municipalities may feel a sharper impact from the end of the one-third tax exemption, local governments of all sizes in Ontario are facing a challenging fiscal situation. Though services are expanding and becoming more complex, the sources of municipal revenue have not changed significantly (see Chart 1). There is a growing consensus that the current fiscal situation for municipalities is unsustainable. According to AMO in order to maintain current service levels municipalities will have to increase property taxes by 4.51% every year for the next ten years just to preserve the status quo (AMO, 2015).

**Chart 1: Sources of Municipal Revenue, 2001 - 2016**



Source: Ministry of Municipal Affairs, Financial Information Returns

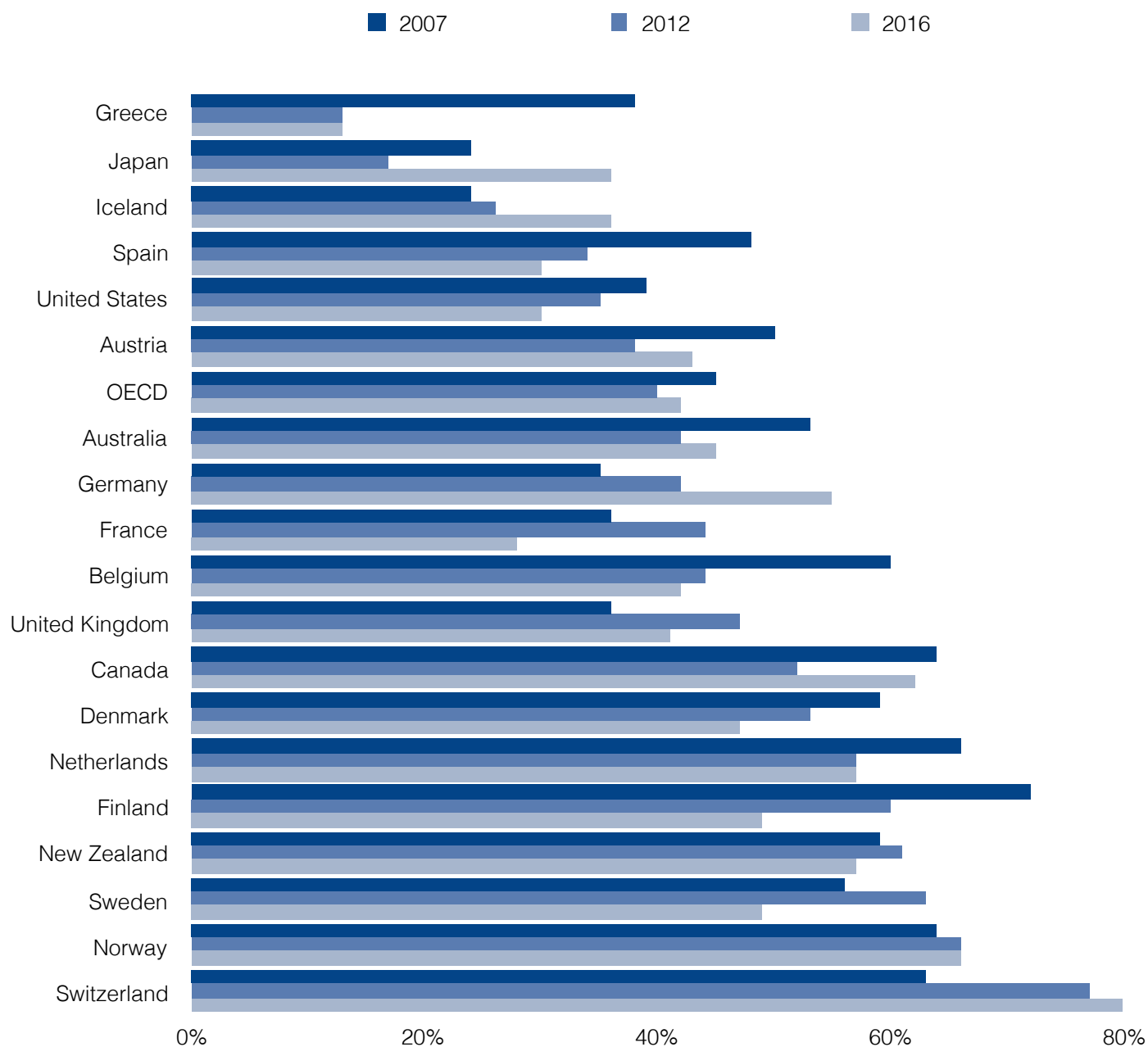


Under these circumstances it's not easy for municipal councils to discuss increasing their own compensation. Determining appropriate levels of compensation is difficult in any field or industry, but especially so in politics, where the debate is complicated by fraught political conditions, and often openly-hostile public opinion. While the staff working in municipalities provide objective recommendations, these debates are more often driven by voter outrage, citizen backlash, and politicians who want to avoid the perception that they are giving themselves a raise (see: Criscione, 2015; Shreve, 2017; Porter, 214; Strader, 2012)

These debates have become even more charged in recent years as trust in government has declined and skepticism of institutions and “elites” increased. It is tempting to assume that Canada is in some way sheltered from the populist, anti-establishment currents running through politics in most western countries. In 2016 the Economist declared that in the “depressing company of wall-builders, door-slamers and drawbridge-raisers, Canada stands out as a heartening exception” (Economist, 2016). As seen in Chart 2, Canada does fare relatively well compared to other OECD countries in levels of trust in government.

However, even Canada's relative strength in the face of others weakness, does not mask the vulnerability that still exists. Canada still suffers from many of the stresses that energize populist movements in other industrialized countries, such as the decline of manufacturing jobs, stagnant incomes, and rising inequality (Economist, 2016). Moreover, the events of the past decade, from a deep economic recession to the emergence of overtly nativist political discourses in other countries, can be expected to impact Canadian public opinion (Parkin, 2017, 3). In 2017, the Edelman Trust Barometer found that only 47% of Canadians maintain trust in the country's institutions, and 61% don't believe that the country's leadership can solve the country's biggest problems. Canada continues to suffer from low membership in political parties, poor voter turnout, and generally weak political engagement (Economist Intelligence Unit, 2018, 21). Many Canadians are animated by concerns about what they see as wasteful spending, poor decision-making and a lack of government responsiveness to citizen priorities and needs (Neuman, 2016, 3). Most respondents to the Edelman survey agreed that “a person like yourself” is now as credible as an academic or technical expert, and far more credible than a government official (Edelman, 2017).

**Chart 2: Trust in Government, OECD Countries 2007 - 2016**



Source: OECD

One of the cures to the rising populist wave is better government. Municipalities, as the level of government that citizens most frequently interact with, are on the front lines of this effort. An important element of fostering good government is to ensure that municipalities can attract visionary and competent politicians and public servants to their communities. AMCTO hopes

that this report will serve as a resource for municipalities as they review their council compensation and ensure that it meets the needs of their community. However, in a broader sense, we also hope that it will help in some small way to make the decisions every local government makes about compensating their councillors more easily grounded in evidence, and facts and less on frustration and fear. Going forward AMCTO plans to conduct this survey again as a way to help equip municipalities with tools to make better evidence-based decisions.

# 3 METHODOLOGY

The findings in this report are drawn from a survey of 257 municipalities completed by AMCTO in August of 2017. The survey asked empirical questions about the level of pay that municipalities provide to their councillors, head of council, and deputy head of council (where applicable); whether or not they consider their councils full- or part-time; any other benefits they may provide; and, the factors they use to set compensation levels.

**Table 1.**  
**Survey Respondents vs. Ontario Municipalities**

	SURVEY RESPONDENTS	MUNICIPALITIES IN ONTARIO (based on FIR Data)
<b>POULATION</b>		
Fewer than 10,000	60%	61%
10,000 – 50,000	27%	25%
50,000 – 100,000	6%	7%
100,000 – 250,000	4%	4%
More than 250,000	2%	3%
<b>TIER</b>		
Upper Tier	6%	7%
Lower Tier	58%	54%
Single Tier	35%	39%
<b>Region</b>		
Central Ontario	16%	18%
Eastern Ontario	22%	26%
Northern Ontario	32%	32%
Southwestern Ontario	30%	24%

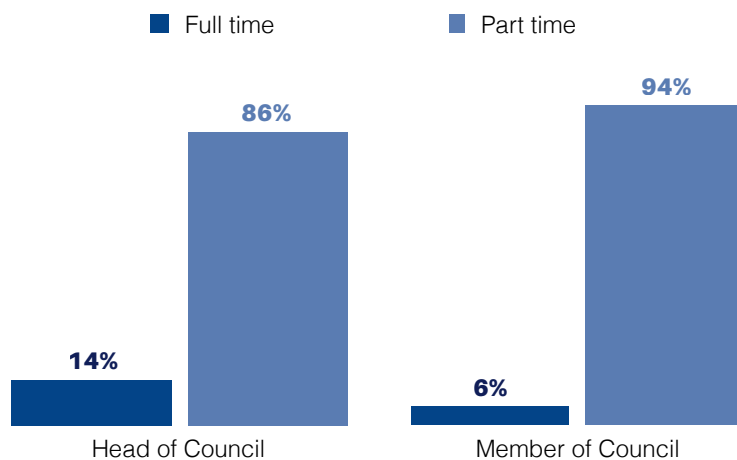
The data presented in this report is not weighted and reflects the responses of all municipalities who participated in the survey. The majority of respondents (60%) were municipalities with a population of less than 10,000. Just over 25% of respondents were municipalities with a population between 10,000 and 50,000, and the remainder were municipalities with a population over 50,000 (12%). The respondents included a range of upper, lower, and single tier municipalities. 35% of municipalities that responded to the survey were single tier, while 58% were lower tier and 6% were upper tier. The highest number of responses came from municipalities in Northern and Southwestern Ontario (32% and 30% respectively), while 22% of municipalities were from Eastern Ontario and 16% from Central Ontario. While the sample was not chosen to be statistically representative of the province, as seen in Table 1 the municipalities included in AMCTO's survey are a relatively good representation of the province.

# 4 FINDINGS

## Full-time versus Part-time Councils

Most municipalities in the province classify their councils as part-time. However, municipalities are slightly more likely to have full-time heads of council than members of council. Only 14% of municipalities have a full-time head of council, while only 6% of municipalities have full-time councillors.

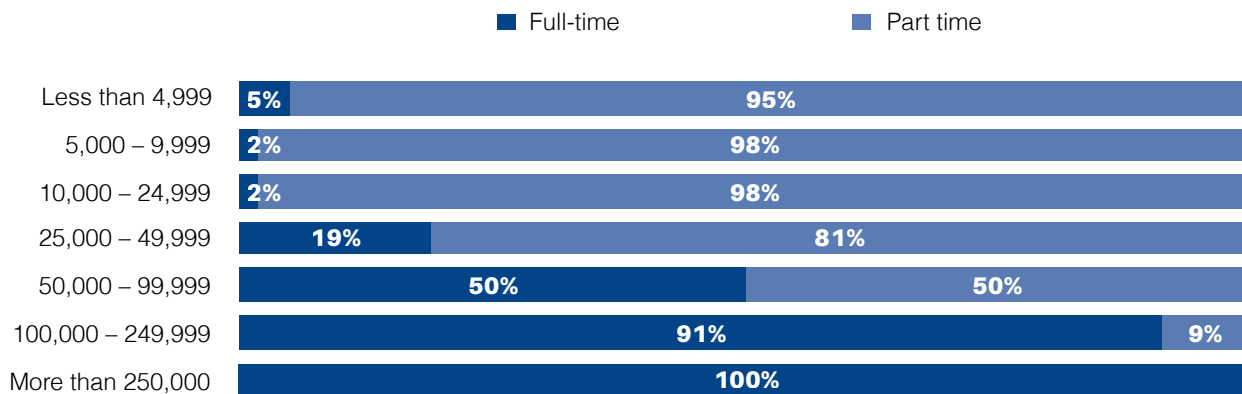
**Chart 3.**  
**Full-time vs. Part-time Councils**



Population clearly impacts whether or not a municipality's council is full- or part-time. Municipalities with a full-time head of council are more likely to have a population over 50,000. For instance, 100% of municipalities with a population over 250,000, 91% of municipalities with a population over 100,000, and 50% of municipalities with a population over 50,000 have full-time heads of council. Comparatively, fewer than 5% of municipalities with a population below 50,000 have a full-time head of council.

## Chart 4.

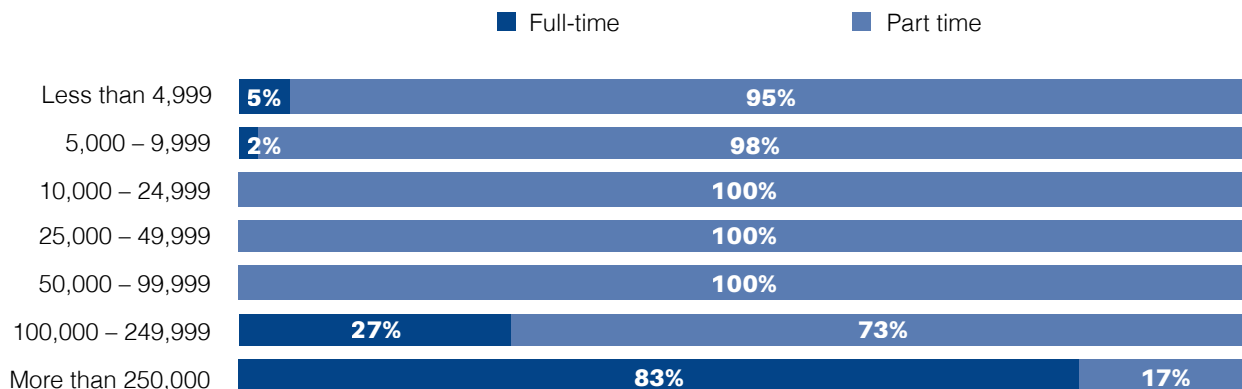
### Full-time vs. Part-time *Heads of Council*, by population



Similarly, while municipalities are slightly less likely to have full-time members of council, the same population-effect can be observed. For instance, 83% of municipalities with a population over 250,000 and 27% of municipalities with a population over 100,000 have full-time councillors. The only municipalities with a population above 250,000 that have part-time councillors are upper-tier municipalities whose councillors also serve on lower-tier councils. By contrast, the majority of municipalities with a population below 100,000 have only part-time councillors.

## Chart 5.

### Full-time vs. Part-time *Members of Council*, by population

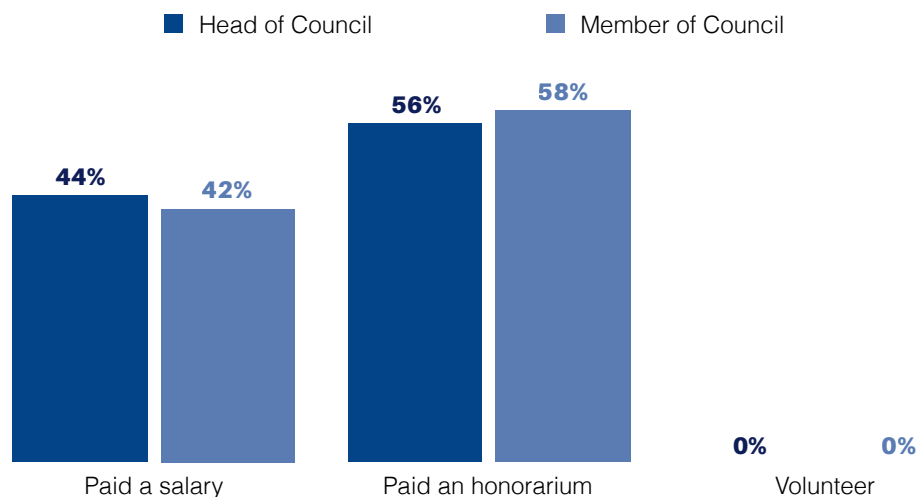


## Paid versus Volunteer Councils

Though the majority of councils are part-time, all councillors and heads of council are compensated for their work, either through a salary, honorarium or stipend. Heads of council are slightly more likely to be paid a salary versus an honorarium, with 44% of heads of council paid a salary and 56% paid an honorarium or stipend. By contrast 42% of members of council are paid a salary and 58% are paid an honorarium/stipend. None of the municipalities that responded to this survey have councils that are completely volunteer.

### Chart 6.

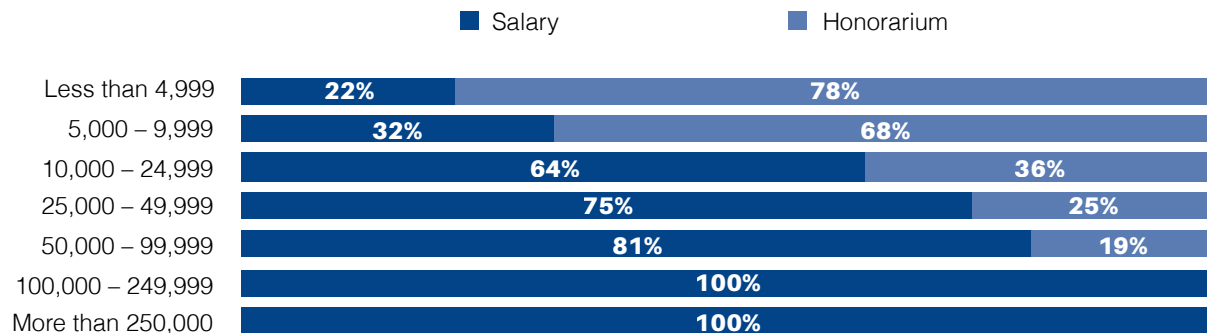
#### Paid vs. Volunteer Council



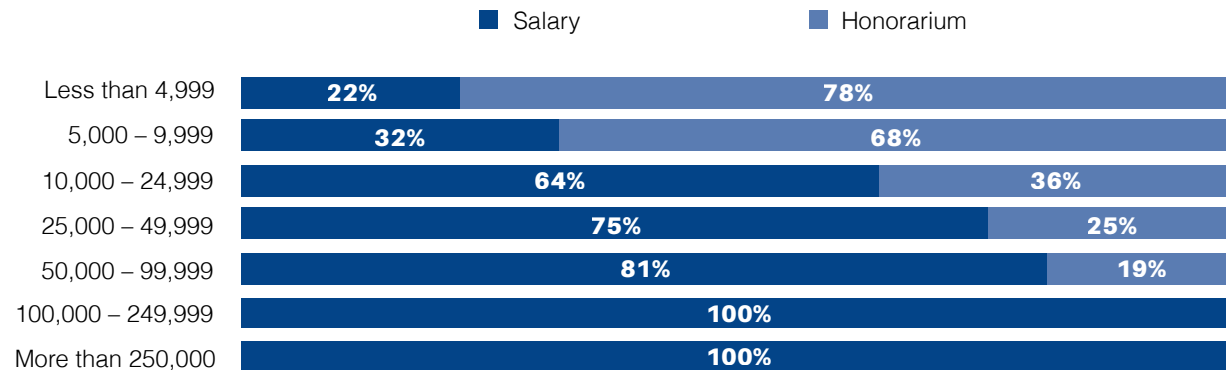
Whether a municipality labels the compensation that it pays a salary or honorarium is also closely tied to the size of the municipality. 64% of municipalities with a population over 10,000 pay their head of council a salary, while municipalities with a population below 10,000 are more likely to pay their head of council an honorarium (Chart 7). Similarly, for members of council the majority of municipalities with a population over 10,000 pay their councillors a salary, while the majority of those with a population below 10,000 pay their councillors an honorarium or stipend (Chart 8).



**Chart 7.**  
**Salary vs. Stipend, Heads of Council, by population**

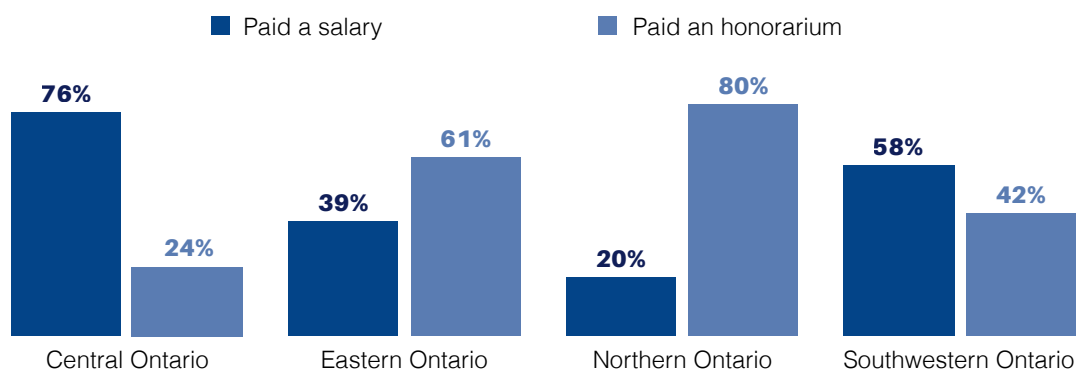


**Chart 8.**  
**Salary vs. Stipend, Members of Council, by population**

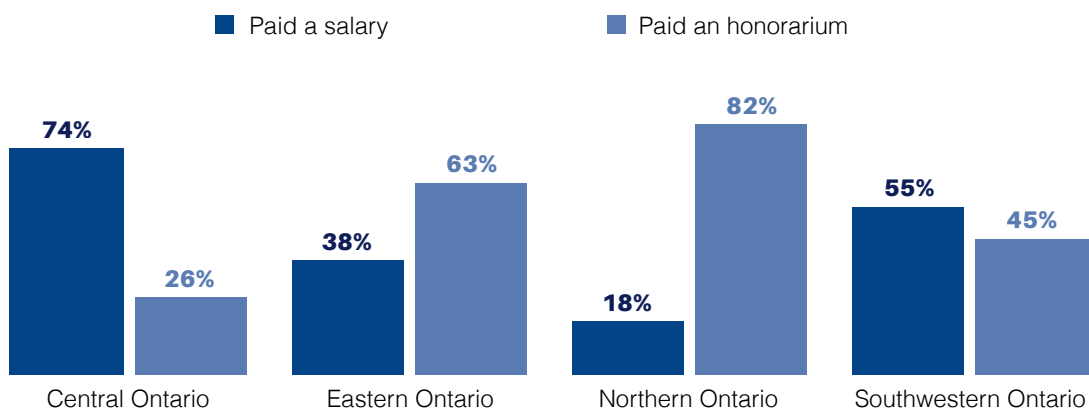


There is also a regional impact to whether or not a municipality refers to its compensation as a salary or honorarium (Charts 9 and 10). For instance, municipalities in Central and Southwestern Ontario are more likely to offer a salary, while municipalities in Eastern and Northern Ontario are more likely to offer an honorarium or stipend, rather than a salary. Municipalities in Northern Ontario far more likely to give their councillors a stipend than any other region in the province.

**Chart 9.**  
Salary vs. Stipend, *Head of Council*, by region



**Chart 10.**  
Salary vs. Stipend, *Members of Council*, by region



However, if the regional disparities are broken down by population size as in Chart 11 and Chart 12, it becomes clear that while there is a regional effect, population size is the dominant factor. For instance, municipalities in Northern Ontario are more likely to pay their councils honorariums, however, while some of this can be attributed to regional disparities, the more powerful explanatory factor is population size. There are more small municipalities in Northern Ontario, which helps to explain why councillors in the north are more likely to be paid honorariums than councillors in the rest of the province. Similarly, most of the provinces largest municipalities are concentrated in central Ontario, so it follows that they would be more likely to be paid a salary than an honorarium.

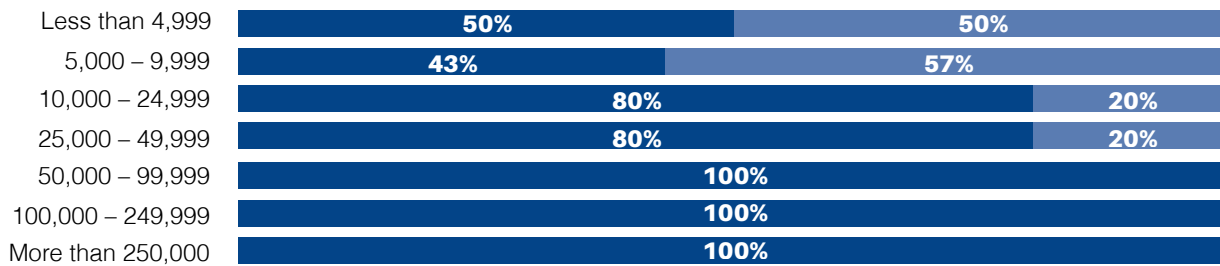
## Chart 11.

### Salary vs. Stipend, Heads of Council, by region/population

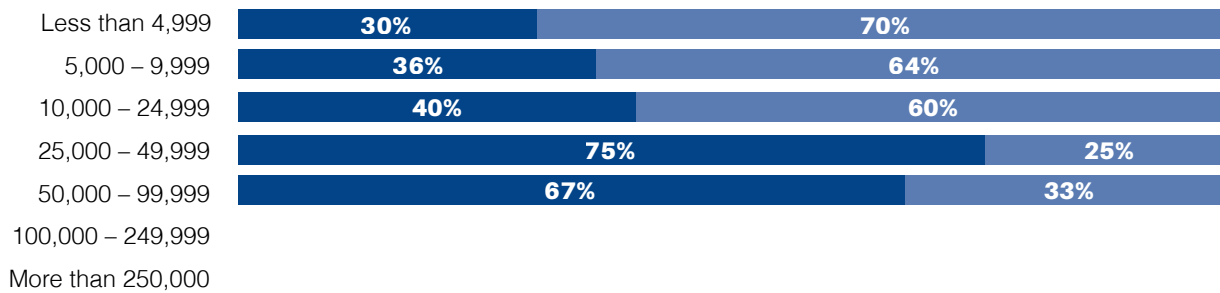
■ Salary

■ Honorarium

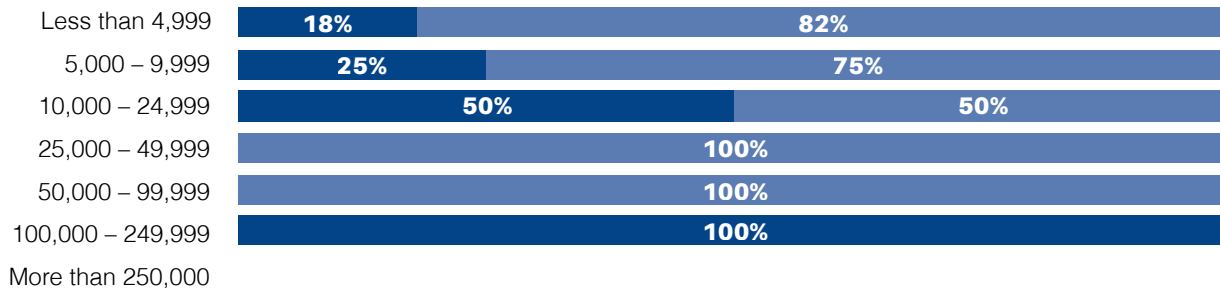
#### Central Ontario



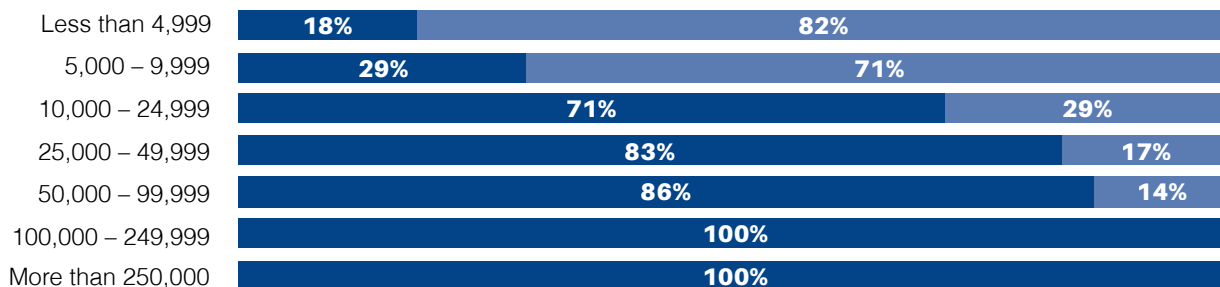
#### Eastern Ontario



#### Northern Ontario

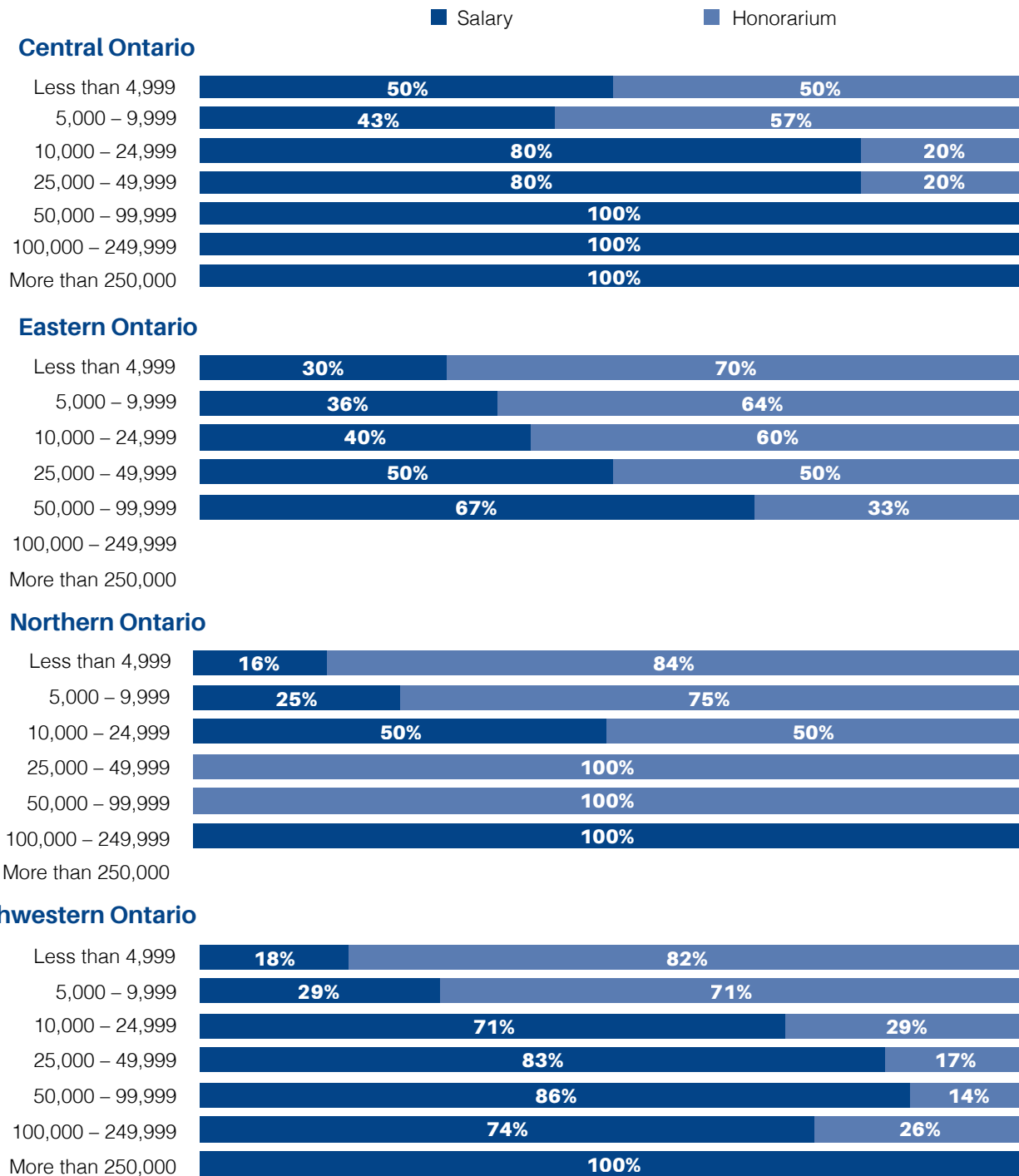


#### Southwestern Ontario



## Chart 12.

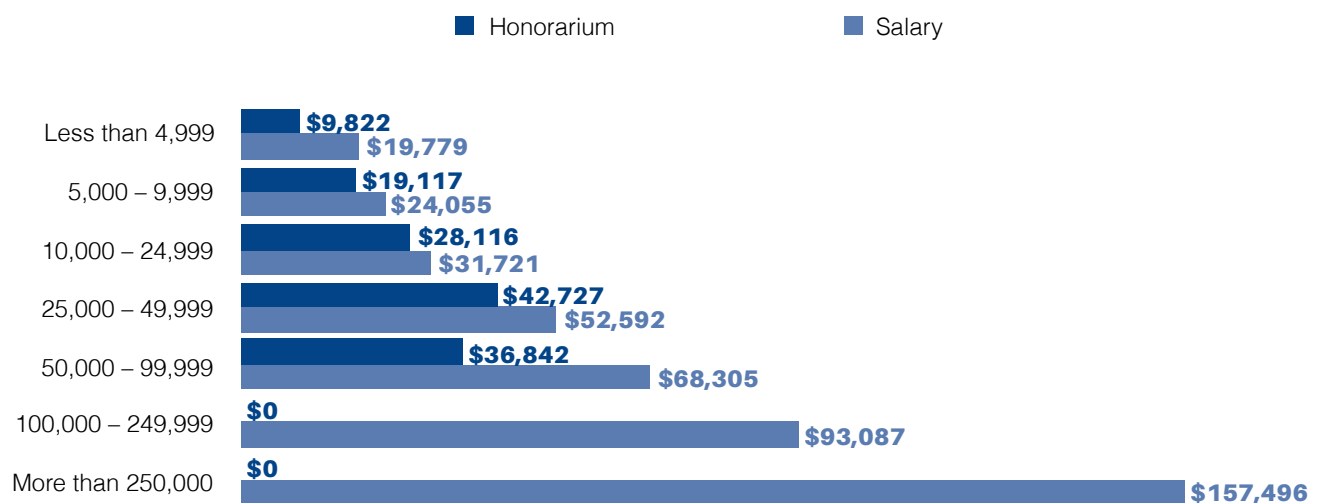
### Salary vs. Stipend, *Members of Council*, by region/population



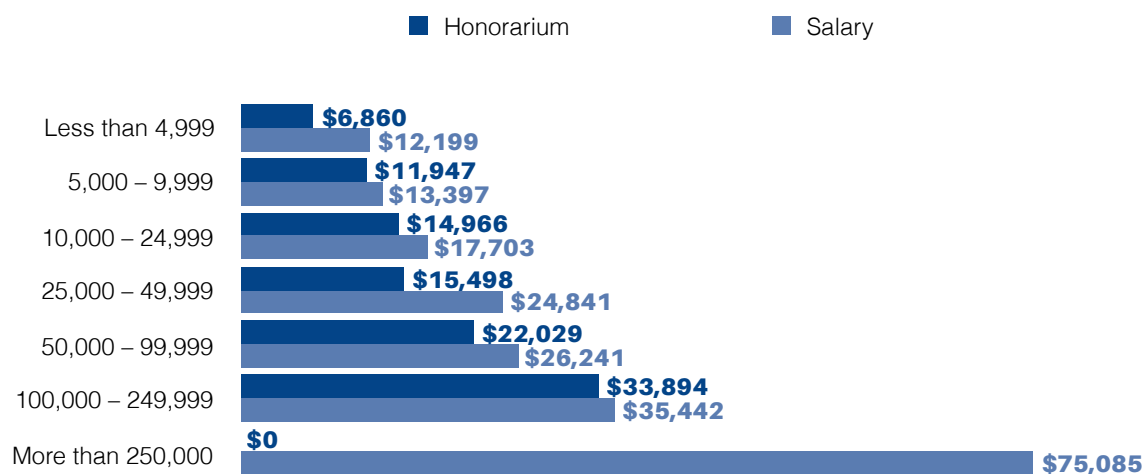
## Levels of Pay

While levels of pay vary widely across the province, the majority of councillors and heads of council in Ontario are paid less than \$40,000 per year. Most municipalities pay their members of council either an annual salary or an annual honorarium or stipend. Fewer than 10% of municipalities only pay their members of council a set rate per meeting. All of the municipalities that pay per meeting have a population below 5,000.

**Chart 13.**  
**Average Head of Council Compensation**



**Chart 14.**  
**Average Member of Council Compensation**



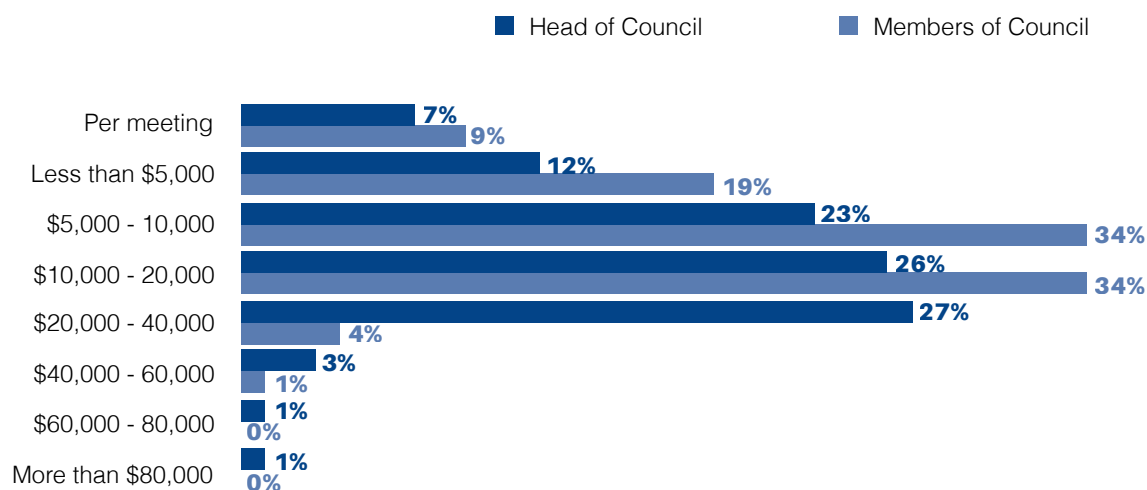
**Table 2.****Average Head and Member of Council Honorarium or Salary by Population Size, Region**

REGION	POPULATION						
	Less than 4,999	5,000 – 9,999	10,000 – 24,999	25,000 – 49,999	50,000 – 99,999	100,000 – 249,000	More than 250,000
<b>Head of Council Honorarium</b>							
Province-wide	\$9,822	\$19,117	\$28,116	\$42,727	\$36,842.95	-	-
Eastern Ontario	\$13,901	\$14,075	\$30,129	\$22,584	\$23,434	-	-
Central Ontario	\$15,366	\$25,311	\$26,276	\$47,484	\$95,630	-	-
South-western Ontario	\$9,873	\$16,196	\$26,772	\$30,554	\$29,750	-	-
Northern Ontario	\$9,713	\$15,578	\$28,987	-	-	-	-
<b>Member of Council Honorarium</b>							
Province-wide	\$6,860	\$11,947	\$14,966	\$15,498	\$22,029.22	\$33,894	-
Eastern Ontario	\$10,020	\$10,089	\$16,090	\$7,362	\$13,278	-	-
Central Ontario	\$11,292	\$17,721	\$15,273	\$25,551	\$32,693	-	-
South-western Ontario	\$6,330	\$9,528	\$13,155	\$17,924	\$17,500	\$33,894	-
Northern Ontario	\$6,361	\$9,237	\$14,499	\$19,292	\$22,735	-	-
<b>Head of Council Salary</b>							
Province-wide	\$18,779	\$24,055	\$31,721	\$52,592	\$68,305	\$93,087	\$157,496
Eastern Ontario	\$34,962	\$43,054	\$34,429	\$45,396	\$54,964	-	-
Central Ontario	\$20,129	\$25,341	\$33,344	\$62,826	\$81,550	\$107,290	\$159,777
South-western Ontario	\$19,203	\$19,499	\$29,245	\$48,724	\$61,716	\$86,079	\$154,075
Northern Ontario	\$17,159	\$23,769	\$32,926	-	-	-	-
<b>Member of Council Salary</b>							
Province-wide	\$12,199	\$13,397	\$17,703	\$24,841	\$26,241	\$35,442	\$75,085
Eastern Ontario	\$18,632	\$20,689	\$18,309	\$16,006	\$22,416	-	-
Central Ontario	\$17,764	\$15,240	\$19,670	\$29,321	\$37,884	\$43,438	\$91,037
South-western Ontario	\$11,208	\$12,357	\$15,945	\$24,791	\$19,755	\$32,175	\$43,182
Northern Ontario	\$10,266	\$11,323	\$16,463	-	-	\$35,788	-

Heads of council are generally paid at a higher rate than members of council. For instance, 15% of heads of council who are paid a salary earn more than \$80,000 per year, while only 3% of councillors who are paid a salary earn the same amount. Similarly, approximately 32% of heads of council who are paid an honorarium earn above \$20,000, compared to just 5% of members of council. The highest salary paid to a head of council is \$228,453, while the lowest is \$7,344. In contrast, the highest salary paid to a councillor is \$137,878, while the lowest is \$5,388.

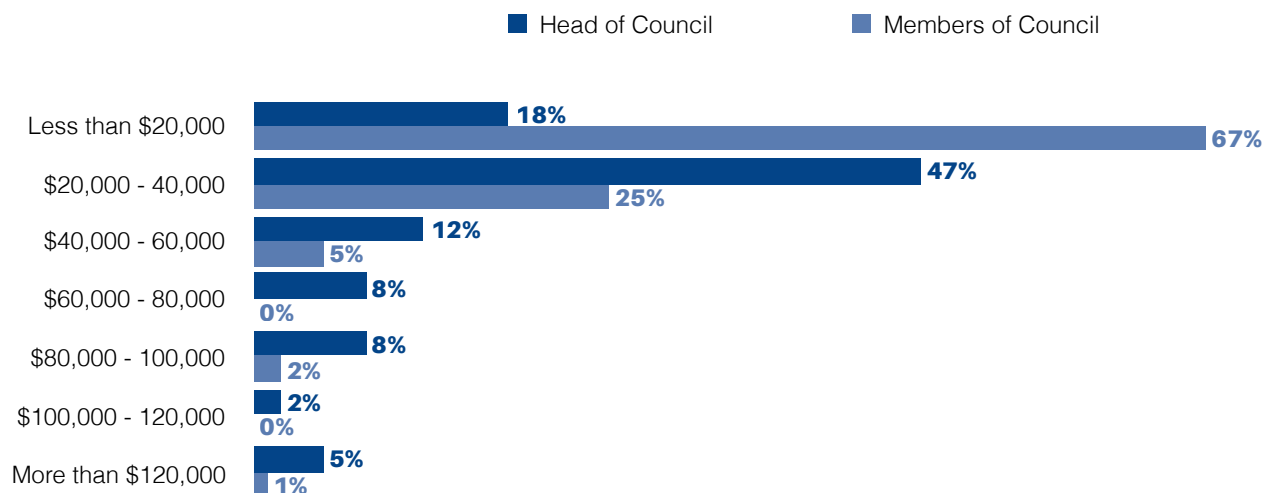
## Chart 15.

### Council Compensation—Honorariums/Stipends (per year)



## Chart 16.

### Council Compensation—Salaries(per year)



## Population Differences

The level of compensation that a municipality offers is closely correlated to its size. As seen in Tables 3 and 4, smaller municipalities are more likely to pay their members of council at a lower rate than larger municipalities. For example, the average salary for a head of a council with a population between 5,000 – 10,000 is \$24,055 per year, compared to an average of \$68,305 for the head of council of a municipality with a population between 50,000 – 100,000. Similarly, the average salary for a councillor in a municipality with a population of 5,000 – 10,000 is \$13,397 compared to \$26,241 for a municipality with a population of 50,000 – 100,000. No municipalities with a population over 100,000 offer an honorarium instead of a salary for their head of council and all the municipalities that pay their members of council exclusively by a per meeting rate have a population below 5,000.

**Table 3.**  
**Council Honorariums, by population size**

	Per meeting	Less than 5,000	\$5,000 - 10,000	\$10,000 - 20,000	\$20,000 - 40,000	\$40,000 - 60,000	\$60,000 - 80,000	More than 80,000
<b>Heads of Council</b>								
Less than 4,999	11%	19%	34%	30%	6%	-	-	-
5,000 – 9,999	-	3%	7%	33%	57%	-	-	-
10,000 – 24,999	-	-	5%	10%	75%	10%	-	-
25,000 – 49,999	-	-	-	-	50%	25%	25%	-
50,000 – 99,999	-	-	-	-	20%	20%	20%	20%
100,000 – 249,000	-	-	-	-	-	-	-	-
More than 250,000	-	-	-	-	-	-	-	-
<b>Members of Council</b>								
Less than 4,999	15%	25%	48%	11%	1%	-	-	-
5,000 – 9,999	-	13%	17%	67%	3%	-	-	-
10,000 – 24,999	-	5%	10%	80%	5%	-	-	-
25,000 – 49,999	-	-	40%	40%	20%	-	-	-
50,000 – 99,999	-	17%	-	33%	33%	17%	-	-
100,000 – 249,999	-	-	-	50%	-	50%	-	-
More than 250,000	-	-	-	-	-	-	-	-



**Table 4.**  
**Council Salaries, by population size**

	<b>Less than \$20,000</b>	<b>\$20,000 - 40,000</b>	<b>\$40,000 - 60,000</b>	<b>\$60,000 - 80,000</b>	<b>\$80,000 - 100,000</b>	<b>\$100,000 - 120,000</b>	<b>More than \$120,000</b>
<b>Heads of Council</b>							
Less than 4,999	56%	41%	4%	-	-	-	-
5,000 – 9,999	31%	69%	-	-	-	-	-
10,000 – 24,999	6%	81%	14%	-	-	-	-
25,000 – 49,999	-	33%	42%	17%	8%	-	-
50,000 – 99,999	-	8%	23%	38%	31%	-	-
100,000 – 249,999	-	-	-	27%	45%	9%	18%
More than 250,000	-	-	-	-	-	20%	80%
<b>Members of Council</b>							
Less than 4,999	96%	4%	-	-	-	-	-
5,000 – 9,999	100%	-	-	-	-	-	-
10,000 – 24,999	77%	23%	-	-	-	-	-
25,000 – 49,999	36%	55%	9%	-	-	-	-
50,000 – 99,999	33%	58%	8%	-	-	-	-
100,000 – 249,999	-	75%	25%	-	-	-	-
More than 250,000	-	17%	33%	-	33%	-	17%

### ***Regional Differences***

While population is the key difference when it comes to councillor compensation, there are also some regional differences. Part of the explanation for these regional disparities is the distribution of population size in each region, as discussed earlier. However, as seen in Table 2, even when controlling for population size the average salaries for councillors vary region by region.

Municipalities in Central Ontario consistently pay their councils at rates that are above the provincial average. Municipalities in Northern and Southwestern Ontario tend to pay their councils at rates that fall below the provincial average. Municipalities in Eastern Ontario fall into no clearly discernible pattern, sometimes paying above the provincial average, with others paying below.

**Table 5.**  
**Council Honorariums, by region**

	<b>Per meeting</b>	<b>Less than 5,000</b>	<b>\$5,000 - 10,000</b>	<b>\$10,000 - 20,000</b>	<b>\$20,000 - 40,000</b>	<b>\$40,000 - 60,000</b>	<b>\$60,000 - 80,000</b>	<b>More than 80,000</b>
<b>Heads of Council</b>								
Central Ontario	-	-	-	27%	55%	9%	-	9%
Eastern Ontario	6%	-	31%	17%	39%	8%	-	-
Northern Ontario	10%	24%	27%	25%	10%	-	3%	-
Southwestern Ontario	3%	6%	16%	38%	38%	-	-	-
<b>Members of Council</b>								
Central Ontario	-	-	8%	69%	15%	8%	-	-
Eastern Ontario	6%	8%	31%	47%	8%	-	-	-
Northern Ontario	15%	28%	42%	13%	1%	-	-	-
Southwestern Ontario	3%	18%	32%	44%	-	3%	-	-

**Table 6.**  
**Council Salaries, by region**

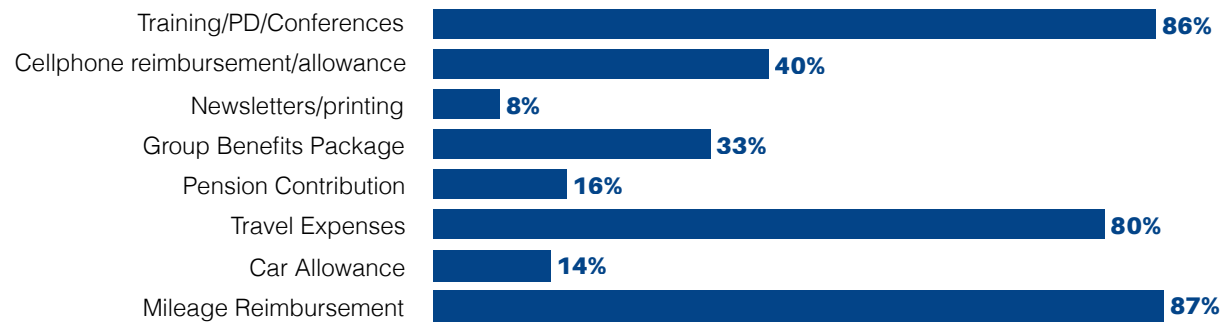
	<b>Less than \$20,000</b>	<b>\$20,000 - 40,000</b>	<b>\$40,000 - 60,000</b>	<b>\$60,000 - 80,000</b>	<b>\$80,000 - 100,000</b>	<b>\$100,000 - 120,000</b>	<b>More than \$120,000</b>
<b>Head of Council</b>							
Central Ontario	6%	41%	16%	9%	16%	3%	9%
Eastern Ontario	16%	68%	12%	4%		-	-
Northern Ontario	53%	41%	-	-	-	-	6%
Southwestern Ontario	15%	41%	13%	13%	11%	2%	4%
<b>Members of Council</b>							
Central Ontario	39%	39%	13%	-	6%	-	3%
Eastern Ontario	88%	13%	-	-	-	-	-
Northern Ontario	94%	6%	-	-	-	-	-
Southwestern Ontario	64%	31%	5%	-	-	-	-

## Other Benefits

In addition to salaries, honorariums, and stipends, municipalities also provide a range of other benefits to their councils. For instance, a strong majority of municipalities provide mileage reimbursement, travel expenses, and dedicated funding for attending conferences, training and professional development. A smaller number of municipalities (40% and 33% respectively) provide an allowance or reimbursement for cellphones, and access to a group benefits package. Approximately 16% of municipalities provide a pension contribution, while 14% provide a car allowance, and 8% provide a budget for printing newsletters and other materials.

## Chart 17.

### Council Compensation—Salaries(per year)



As seen in Table 7, larger municipalities are more likely to provide optional benefits like cellphone reimbursement, newsletter printing or a pension contribution. For instance, most municipalities (83%) with a population over 250,000 provide reimbursement or an allowance for a cell phone, while less than a third of municipalities with a population below 10,000 do the same. Similarly, a majority of municipalities with a population above 100,000 provide pension contributions and a group benefits package while fewer than a third of municipalities with a population below 10,000 provide a group benefits package, and fewer than 7% provide a pension contribution.

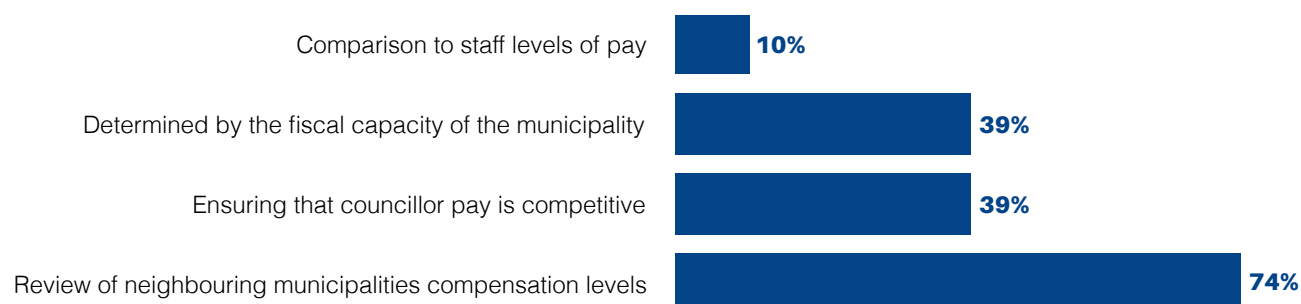
**Table 7.**  
Non-salary benefits provided by municipalities, by population size

	Cell phone reimbursement/ allowance	Newsletters / Printing	Group benefits package	Pension Contribution	Car Allowance
Less than 4,999	29%	1%	14%	7%	5%
5,000 – 9,999	32%	5%	32%	0%	5%
10,000 – 24,999	49%	8%	45%	21%	17%
25,000 – 49,999	69%	13%	63%	25%	44%
50,000 – 99,999	56%	25%	44%	44%	44%
100,000 – 249,999	64%	36%	73%	64%	36%
More than 250,000	83%	67%	83%	83%	33%

## Reviewing Compensation

Approximately half of municipalities surveyed have reviewed their council compensation within the last four years, while 38% have done so within the last year (see Appendix A). There is no clear differentiation, based on either geography or population size for how often a municipality reviews council compensation (Appendix B). Municipalities use a range of factors to help them set their compensation levels. The most common practice that municipalities follow is to survey the compensation paid by neighbouring municipalities (74%). A smaller number (just under 40%) of municipalities work to ensure that councillor compensation is competitive. A similar number report that their ability to compensate councillors is determined by the fiscal capacity of the municipality. Relatively few municipalities (10%) use a comparison to the levels of pay that staff receive.

**Chart 18.**  
**Factors considered in council compensation reviews**



There are some notable population-based differences, as seen in Table 8. Larger municipalities are far more likely to cite ensuring that councillor pay is competitive as a factor they use to set compensation levels. Very large municipalities, those with a population above 250,000, are far less likely to cite reviewing neighbouring municipalities compensation levels as a factor, while this is a common factor for most other municipalities.

**Table 8.****Factors considered in council compensation reviews, by population size**

	<b>Ensuring councillor pay is competitive</b>	<b>Review of neighbouring municipalities compensation levels</b>	<b>Determined by fiscal capacity of the municipality</b>	<b>Comparison to staff levels of pay</b>
Less than 4,999	28%	67%	42%	6%
5,000 – 9,999	41%	86%	39%	9%
10,000 – 24,999	43%	75%	32%	11%
25,000 – 49,999	50%	88%	38%	6%
50,000 – 99,999	50%	63%	44%	19%
100,000 – 249,999	64%	91%	45%	27%
More than 250,000	67%	50%	33%	17%

## 5 CONCLUSION

While compensation is not the only factor when considering representation on local councils, it is an important one. We hope that this report will serve as a valuable resource for municipalities as they review their council compensation. Going forward to hope to continue to conduct this survey and continue to equip municipalities with tools to make better evidence-based decisions.

# 6 APPENDICES

## Appendix A. Full survey results

What is the population of your municipality?	
Fewer than 10,000	60%
10,000 – 50,000	27%
50,000 – 100,000	6%
100,000 – 250,000	4%
More than 250,000	2%

What type is your municipality?	
Upper Tier	6%
Lower Tier	58%
Single Tier	35%

Where is your municipality located?	
Central Ontario	16%
Eastern Ontario	22%
Northern Ontario	32%
Southwestern Ontario	30%



#### How many members of council does your municipality have (including heads of council)?

5 Members	42.80%
6 Members	1.17%
7 Members	30.74%
8 Members	3.50%
9 Members	9.73%
10 Members	1.95%
11 Members	2.72%
12 Members	1.17%
13 Members	2.33%
16 Members	0.78%
17 Members	0.78%
18 Members	0.39%
21 Members	0.39%
23 Members	0.39%
25 Members	0.39%
31 Members	0.39%
45 Members	0.39%

#### Is the head of council in your municipality full-time or part-time?

Full time	14%
Part time	86%

#### Are the members of council in your municipality full-time or part-time?

Full time	6%
Part time	94%

**Is the head of council in your municipality paid or volunteer?**

Paid a salary	44%
Paid an honorarium/stipend	56%

**Are the members of council in your municipality paid or volunteer?**

Paid a salary	42%
Paid an honorarium/stipend	58%

**If the head of council in your municipality is paid an honorarium, how much is it?**

Per meeting	7%
Less than 5,000	12%
\$5,000 - 10,000	23%
\$10,000 - 20,000	26%
\$20,000 - 40,000	27%
\$40,000 - 60,000	3%
\$60,000 - 80,000	1%
More than 80,000	1%

**If the head of council in your municipality is paid a salary how much is it?**

Less than \$20,000	18%
\$20,000 - 40,000	47%
\$40,000 - 60,000	12%
\$60,000 - 80,000	8%
\$80,000 - 100,000	8%
\$100,000 - 120,000	2%
More than \$120,000	5%

### If members of council in your municipality are paid an honorarium how much is it?

Per meeting	9%
Less than \$5,000	19%
\$5,000 - 10,000	34%
\$10,000 - 20,000	34%
\$20,000 - 40,000	4%
\$40,000 - 60,000	1%
\$60,000 - 80,000	0%
More than \$80,000	0%

### If the members of council in your municipality are paid a salary how much is it?

Less than \$20,000	67%
\$20,000 - 40,000	25%
\$40,000 - 60,000	5%
\$60,000 - 80,000	0%
\$80,000 - 100,000	2%
\$100,000 - 120,000	0%
More than \$120,000	1%

### Do you provide any other remuneration or benefits for your councillors?

Mileage Reimbursement	87%
Car Allowance	14%
Travel Expenses	80%
Pension Contribution	16%
Group Benefits Package	33%
Newsletters/Printing	8%
Cellphone Reimbursement	40%
Training/Professional Development/Conference Attendance	86%

### When was the last time that you reviewed council compensation in your municipality?

Not sure	13%
Within the last year	33%
Within the last four years	43%
Within the last ten years	11%

### What factors did you use to determine compensation for your councillors/head of council?

Comparison to staff levels of pay	10%
Determined by fiscal capacity of the municipality	39%
Ensuring that councillor pay is competitive	39%
Review of neighbouring municipalities compensation levels	74%

## Appendix B.

When was the last time that you review council compensation in your municipality?

	Within the last year	Within the last four years	Within the last ten years
<b>By Population</b>			
Less than 4,999	41%	46%	13%
5,000 – 9,999	36%	56%	8%
10,000 – 24,999	33%	52%	14%
25,000 – 49,999	21%	57%	21%
50,000 – 99,999	54%	38%	8%
100,000 – 249,999	30%	40%	30%
More than 250,000	50%	50%	0%
<b>By Region</b>			
Central Ontario	46%	38%	16%
Eastern Ontario	35%	54%	10%
Northern Ontario	37%	51%	12%
Southwestern Ontario	36%	50%	14%

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**BY-LAW 21-2019**

**THE CORPORATION OF THE TOWN OF ST. MARYS**

**Being a By-law to confirm all actions and proceedings of the Council of The Corporation of the Town of St. Marys at its special meeting held on February 5, 2019.**

**WHEREAS:** The *Municipal Act, 2001*, S.O. 2001, c.25, as amended, Section 5(3), provides that the jurisdiction of every council is confined to the municipality that it represents and its powers shall be exercised by by-law;

**AND WHEREAS:** The Council of the Corporation of the Town of St. Marys deems it expedient to confirm its actions and proceedings;

**THEREFORE:** The Council of The Corporation of the Town of St. Marys hereby enacts as follows:

1. That all actions and proceedings of the Council of the Corporation of the Town of St. Marys taken at its special meeting held on the 5<sup>th</sup> day of February, 2019 except those taken by by-law and those required by by-law to be done by resolution are hereby sanctioned, ratified and confirmed as though set out within and forming part of this by-law.
2. This by-law comes into force on the final passing thereof.

**Read a first and second time this 5<sup>th</sup> day of February, 2019.**

**Read a third and final time and passed this 5<sup>th</sup> day of February, 2019.**

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Mayor Al Strathdee

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Brent Kittmer, CAO / Clerk