

November 29, 2024

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To: City Council

From: Michelle Plouffe, Chief People Officer and City Solicitor, Employee and Legal Services
Craig Walbaum, A/Deputy City Manager, Integrated Infrastructure Services
Kim Petrin, Deputy City Manager, Urban Planning and Economy

Subject: Follow-up to November 4, 2024 Memo to Council - City of Edmonton
Workforce: Leadership/Supervisors and Frontline Staff - IIS/UPE 2024

On November 13, 2024 City Council requested further details regarding the workforce and organizational structure within the City's Integrated Infrastructure Services (IIS) and Urban Planning and Economy (UPE) departments. This memo provides this information as related to two previous memos, [City of Edmonton Workforce: Leadership/ Supervisors and Frontline Staff](#) provided on November 4, 2024 and subsequent [Follow-Up Memo](#) from November 13, 2024.

Context

The City of Edmonton is structured with similar mandates, functions and expertise grouped together within departments to support the effective and efficient use of resources and assets. IIS and UPE have distinct mandates and roles and understanding their specific organizational needs will clarify why their workforce structures differ from those of other City departments.

In 2017, the City of Edmonton transformed the organizational structure, accountabilities, strategic focus, processes, and culture to become more open, responsive, and integrated to better serve Edmontonians and Council. This transformation created both IIS and UPE to respectively build and shape Edmonton's growth and development.

IIS was established to improve the performance, transparency, and accountability of the City's capital infrastructure program. This was achieved by centralizing existing resources involved in capital projects without increasing the overall number of full-time equivalents (FTEs). Prior to the creation of IIS, there was limited visibility into the total number of the City's capital projects, the resources allocated to them, and the processes governing their delivery. IIS addressed

these gaps by standardizing project management practices and centralizing oversight. Today, IIS manages in the order of 250 projects per year including major transformational projects such as the expansion of the City's LRT network, the redevelopment of Blatchford lands and the Yellowhead Trail freeway conversion. This work is delivered with an annual capital expenditure of approximately \$1.8 billion and a net operating budget of \$21.5 million.

UPE was established to ensure Edmonton's future growth and environmental and economic prosperity by centralizing transportation and land use planning resources and integrating these teams together, along with branches from the former sustainable development department. Today, UPE is leading projects such as District Plans, Bus Rapid Transit Implementation Strategy, Infill Infrastructure Fund, Zoning Bylaw Renewal implementation, Climate Resilience Planning and Development Action Plan, Industrial Investment Action Plan and Economic Action Plan, Ribbon of Green and River Valley bylaw update and neighbourhood level population and housing projections. Further, UPE is responsible for regulatory approval, permitting, licencing, and inspecting roughly \$3.2 billion worth of development and construction activity a year. This work is delivered with an operating expenditure budget of \$175.4 million offset by development services revenue for a net operating budget of \$67.6 million.

Both departments have evolved since their inception, and their workforce size, responsiveness to service demands and their ratios of frontline staff to supervisors have also adapted.

Workforce Size

The City's size and workforce scope reflect the service levels and expectations of Edmontonians and City Council. Workforce size is measured in full-time equivalents (FTEs) and varies over time. Respectively, IIS and UPE represent, on average, 5% and 6% of the City's overall workforce in the past 5 years. Both departments have held relatively steady, with an approximate variation of 5% in their workforce sizes from 2020 to 2024.

Table 1 - Permanent and Temporary FTE Count

Permanent and Temporary FTE Count			
Year	City	IIS	UPE
2020	11,305	525	691
2021	10,934	497	600
2022	11,069	501	599
2023	11,635	561	653
2024	11,604	553	660
5 Year Average	11,310	527	641

IIS' moderate growth from 2020-2024 (5.3%) can be attributed to FTEs from the former Communications and Engagement department joining the department in fall 2023.

The decrease in FTEs for UPE since 2020 (-4.5%) can be attributed to reductions between 2020-2022 from the Corporate Strategy Transformation Project, one-time COVID reductions in Development Services Branch, as well as FTE transfers from the Integrated Service Counter to the former Engagement branch. This was partially offset by the growth from 2022-2024 which was due to FTEs from the former Communications and Engagement department joining the department; and approved positions added through approved service packages to support Council’s priority climate work, and within Development Services to support Safety Codes and Inspections service levels.

Responsiveness and Growth

In 2020, The Auditor noted in a Management Staffing Analysis provided to Council that Edmonton’s population has grown at a rate faster than the City’s workforce since 2010. As presented in the original memo to Council, this trend of a smaller workforce serving a larger population has continued.

This is apparent for both IIS and UPE where the department size in the last five years has fallen behind the City’s general workforce growth. This means that these two departments have continued to maintain and provide services and infrastructure to more Edmontonians with proportionally even less resources.

Table 2 - FTE Count Percent Change

Permanent and Temporary FTE Count Percent Change			
Years	City	IIS	UPE
2020 - 2024	6.79%	5.53%	-4.63%

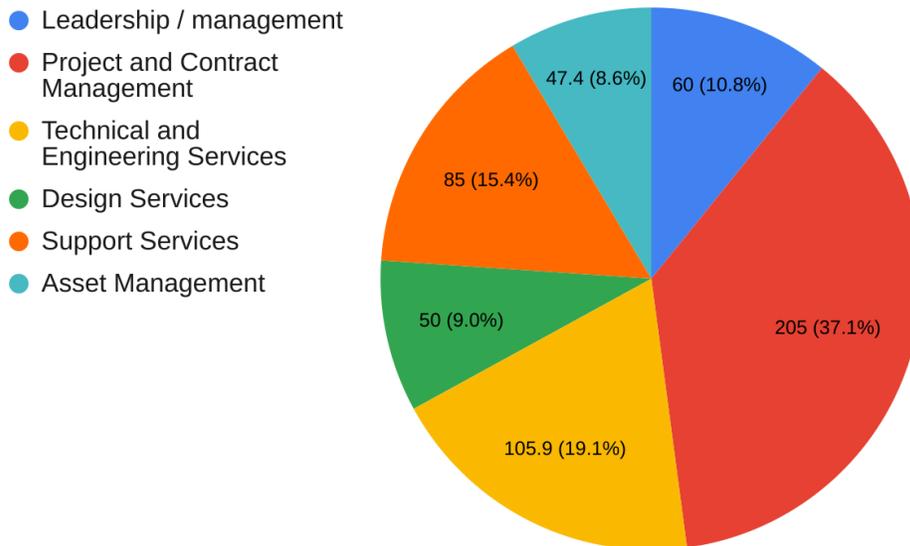
As noted above, IIS is currently managing in the order of 250 infrastructure projects per year. The quantity and scope of the projects represent increasing annual capital expenditures from \$1.0B annually in 2017 to a projected \$1.8B annually in 2024 to build the infrastructure necessary for the city’s population growth. With an 80% increase in capital projects, oversight and accountability, and only 5.5% FTE growth, this reasonable consistency demonstrates IIS’ commitment to efficiency, continuous improvement and fiscal responsibility.

Similarly, UPE has remained agile to meet their service demands or Council direction (i.e. climate action). UPE has continued to innovate and find efficiencies and better meet customer expectations, including fully automating the majority of house development permits in developing areas and automating portions of the permit and license processes for small businesses. In addition to customer experience improvements and efficiencies, UPE monitors and adjusts workforce levels according to fluctuations in application volumes, using a robust set of forecasting models to align staffing levels with projected workloads.

IIS Span of Care

The span of care in IIS is a result of the primary roles and accountabilities of the team. The figure below provides a breakdown of the different primary roles of the 553 staff in the department which are further defined in [Attachment 1](#).

Chart 1: IIS Primary Roles



The span of care reflects the work of the IIS department, the unique professional requirements of IIS supervisors, and the external teams, contractors and consultants supervised by IIS leaders. For example, a typical project residing in Planning and Design involves the oversight and coordination of a Prime Consultant and multiple specialized experts (architects, engineers, environmental specialists, etc.) that are not included in the City's workforce - and thus are not reflected in the ratio of frontline staff to supervisors. Managing these external relationships is critical to project success but the extra personnel is not captured in internal reporting metrics.

For further clarity, many positions classified as supervisors in Table 3 are also working professionals. Given the nature of the distinct infrastructure services delivered, and specific expertise required in IIS and by these professionals, their roles include both frontline engineering (or other professional/technical service delivery) and leadership responsibilities best described as technical mentoring and guidance as part of a broader professional practice requirement (as aligned with industry). Examples include:

- Engineers - 47 of 161 Supervisors (~29%) within IIS are in a unique position where they fall within the Professional Engineer classification. Regulatory obligations identified from the Association of Professional Engineers and Geoscientists of Alberta ([APEGA](#)) require all engineering and geoscience work performed on behalf of the permit holder to be authenticated and validated in accordance with APEGA practice standards and bulletins. This includes providing oversight of members-in-training and other individuals

contributing to the practice of engineering by including the following roles in our structure: Performance Supervisors, Technical Supervisors and Responsible Members.

- Program Managers - 32 of 161 Supervisors (~20%) within IIS are responsible for coaching and mentoring in-scope technical staff, Project Managers and Coordinators. These positions are responsible for delivering on a broader program by managing large and complex projects, as well as guiding integrated, multi-disciplinary teams of Project Managers and Coordinators. In addition to internal reports, these professionals oversee external consultants and contractors, and are responsible for managing the associated capital project budgets.

[Attachment 2](#) provides examples of typical project resource charts, including internal and external resources.

UPE Span of Care

UPE is responsible for the creation of a large portion of the organization's strategic documents that guide its operations and managing and creating these strategic documents relies on senior and experienced personnel leading the integration of multiple disciplines such as planners, and engineers within the department and across the City to ensure solutions are well representative of the corporation.

Similar to IIS, UPE also has unique roles where, given the nature of the breadth of services delivered and specific expertise required in each branch, many supervisory positions are also working professionals, where leadership is less than 50% of the major responsibilities. The following two examples are distinct classifications of positions that account for 42% of UPE's supervisors.

- Engineers - 28 of 158 Supervisors (~18%) within UPE are in unique positions (PE2/PE3) where they fall within the Professional Engineer classification. Regulatory obligations identified from [APEGA](#) include ensuring all engineering and geoscience work performed on behalf of the permit holder is authenticated and validated in accordance with APEGA practice standards and bulletins. This includes providing oversight of members-in-training and other individuals contributing to the practice of engineering by including the following roles in our structure: Performance Supervisors, Technical Supervisors and Responsible Members. While simultaneously delivering frontline engineering services, these positions also serve a regulatory obligation to supervise the day-to-day work of subordinate engineers and in-scope technical staff in different engineering disciplines (i.e. transportation, drainage, environmental, etc.).
- Senior Planners and Environmental Managers - 39 of 158 supervisors (~25%) make up the majority of the professional supervisors (PT2/PT3/PT4) within UPE. They are responsible for overseeing the work of in-scope technical staff, Analysts, Project Managers and Coordinators. These positions are responsible for delivering specific work

by guiding and directing integrated, multi-disciplinary teams, including internal and external resources.

Like IIS, oversight of external resources does not show in the City's workforce data, which impacts the department's employee to supervisor ratio. As an example, the building inspection team supervisors use roughly 25% of their time to administer contractor work creating a greater need for supervisors than the City average. These factors are all considered when responding to service, budget and workforce changes.

Supervisor Ratios

Across the entire City's workforce, 85 percent of all employees are considered to be in frontline positions while only 15 percent are supervisory leaders, creating a ratio of 5.73 employees to each supervisor. While IIS and UPE both have different spans of care relative to the entire City, when evaluated against all departments less City Operations (which comprises approximately 48 percent of the City's workforce and many of the high volume and operational positions), the ratios of frontline staff to supervisors are more comparable.

Table 3 - IIS and UPE Supervisor Ratios

Department	Frontline Employees		Supervisory Leaders*		Ratio
	FTE	%	FTE	%	
Integrated Infrastructure Services	392.3	70.9%	161.0	29.1%	2.4:1
Urban Planning and Economy	501.9	76.1%	158.0	23.9%	3.2:1
Departments less City Ops	4,748.2	79.4%	1,235.8	20.7%	3.8:1

*Includes Frontline supervisors, middle managers and senior managers combined

As shown in the supervisor ratios and span of care detail, the structures of IIS and UPE reflect the complexity of their mandates, knowledge and specialization of work, professional standards and managing external contractors and the dual roles of supervisors who also provide frontline services.

Commitments to Continuous Improvement

Every department, service and team across the City is continually assessing the people, time and equipment required to deliver their services, and ensure that these resource demands are matched to existing budgets. Through identifying current structural budget pressures, uncovering fiscal gaps and opportunities, the City will ensure resources are allocated to the services that meet the needs and priorities of Edmontonians.

Ensuring the City has the appropriate workforce to deliver these services and priorities requires ongoing review and alignment, not just a one-time project. Through continuous improvement, Administration has, and will continue to identify opportunities to best align resources and FTE towards the core services of Edmontonians, which includes the services provided by both IIS and UPE.

IIS' leadership is aligned with the City's goal to optimize organizational efficiency. Recent examples include the removal of a Director position in Building Great Neighbourhoods and a Manager position in Communications. Leadership will continue to ensure IIS remains both effective and lean.

Simultaneously, UPE has and will continue to make ongoing refinements through review of its organizational efficiency and structure as the implementation of major transformational initiatives noted above come into operation.

Conclusion

The scope, complexity and scale of both IIS and UPE mandates require unique organizational design that supports effective and efficient execution of the City's essential infrastructure program and the planning and economic services required for today and for the future.

The City holistically, and IIS and UPE individually, are committed to ongoing evaluation and adaptation to meet the City's objectives and ensure public trust.

MP/cs
CW/ml
KP/jw

c: Mayor's Office
Councillors' EAs and CAs
Aileen Giesbrecht, City Clerk
Executive Leadership Team
Senior Executive Advisors
Executive Assistants

Attachment 1 - IIS Primary Roles Definitions

Category	Definition	Examples
Leadership / management	Leaders responsible for strategic management and day-to-day decisions to ensure effective management and oversight over the City's capital program as well as its alignment with citizen expectations.	Leaders of people and strategy (DCM, Branch Managers, Directors and Supervisors)
Project and Contract Management	Project Management professionals responsible for program and project planning, design and delivery of municipal infrastructure including contract management of external resources. In partnership with COE business areas, ensure that the infrastructure provided meets the needs of the programs and services desired by users in alignment with The City Plan and relevant Policies, Standards, and Bylaws.	Leaders of programs and projects (Program Managers, Project Managers and Project Coordinators)
Technical and Engineering Services	Includes the necessary skilled resources necessary to provide quality assurance and control to ensure that investments in built infrastructure meet the high standards expected from municipal projects. This includes specialized engineering functions such as environmental monitoring and structural and mechanical engineering, among others. These engineering specialized skills provide service to capital projects as well as other City services.	Quality Assurance and Quality Control (Inspection, Survey and Materials Testing) and Engineering (Mechanical, Electrical, Structural, Environmental, Geotechnical and Noise and Vibration Monitoring)
Design Services	A combination of in-house design (engineering and landscape architecture) and architectural expertise allowing for knowledgeable ownership and insight into industry and technology changes	In-House Design (Civil Engineering and Landscape Architecture) and Architectural Expertise
Support Services	Critical back-of-house expertise providing tactical support to the teams in terms of financial, communication, public engagement and many other important tasks that free up the time of project management teams and specialty services.	Communications, Finance, Project Management Center of Excellence, Reporting and Clerical.
Asset Management	Asset management expertise to both assess the condition of the entire municipal infrastructure portfolio and determine the appropriate investment required to ensure that Edmonton receives the most value out of its infrastructure to support the City services.	Asset Management Centre of Excellence, Condition Assessment, Renewal Program Development.

Attachment 2 - IIS Sample Resource Charts

