

**Township of
Drummond/North Elmsley**

STRATEGIC PLAN

2019-2024



Executive Summary

Strategic Plan is an important tactical tool to assist Council to set both long term and short term goals and to provide a focused approach to achieving the Township's vision. Equally important, the Plan is intended to provide Council and staff with a framework or roadmap for decision making. Strategic plans also tend to promote:



Clear, realistic goals and objectives that are consistent with our vision and mission;



Innovative ways to achieve goals;



Efficient and effective use of resources;



Improved decision making.

This Strategic Plan recognizes the importance of tax payer accountability in the wise management of all the Township's resources. A detailed action plan provides direction over the next 5 years for Council and management.

Background

The Township of Drummond/North Elmsley is located in the south-central area of Lanark County, approximately 35 km west of Kanata and 55 km west of downtown Ottawa. The Town of Smiths Falls is located next to the southeast corner of the Township, the Town of Perth is located near the midway point on its western boundary, and Town of Carleton Place is located less than 10 km to the northeast. The northwest corner of Drummond Ward abuts the Village of Lanark. The Township's main hamlets are Innisville, Ferguson Falls, Balderson, Drummond Centre, Port Elmsley and Rideau Ferry, although many residents live in residential subdivisions around Perth and along the three lakes (Mississippi, Rideau and Otty). The Township was incorporated in 1998 with the amalgamation of the townships of North Elmsley and Drummond.

The Township has an area of 25,921 hectares with a permanent population of 7,773 and a seasonal population estimated at about 4,000+.

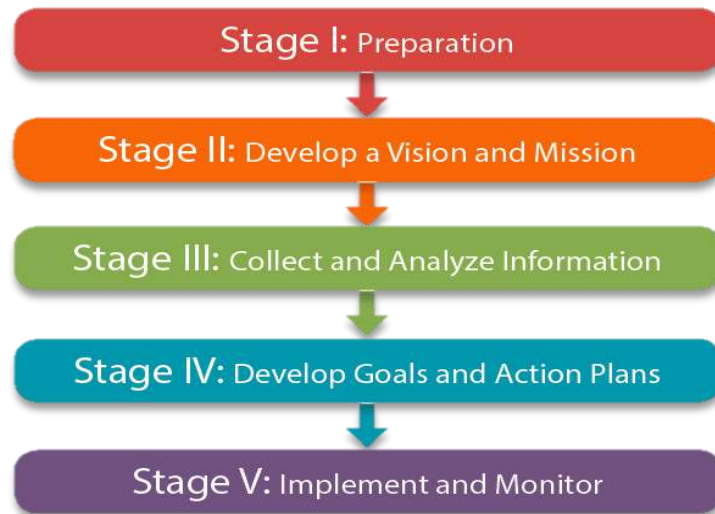
The Township is traversed by two major transportation routes: Provincial Highway # 7 which runs through Drummond Ward and the main Canadian Pacific Railway which runs parallel through North Elmsley Ward. There are eight County Roads - two running east west connecting to other county roads. The remaining county roads radiate out from Perth to the north, east and south. There are 250 km of municipal roads, of which about 50% are unpaved.

In addition to the transportation routes, there are two major waterways that have a significant impact on the development of the Township. The Mississippi River flows eastward through the northern part of the Township to the Ottawa River, and historic Rideau Canal System forms the southern boundary of the Township. It also flows eastward to the Ottawa River (at Ottawa) but it is not far from its highest elevation where it flows southward to Lake Ontario (at Kingston).








Strategy Development Process

The Strategic Plan was developed using the Introduction to Strategic Planning Resource Manual¹ and employing a 5-stage framework depicted below.



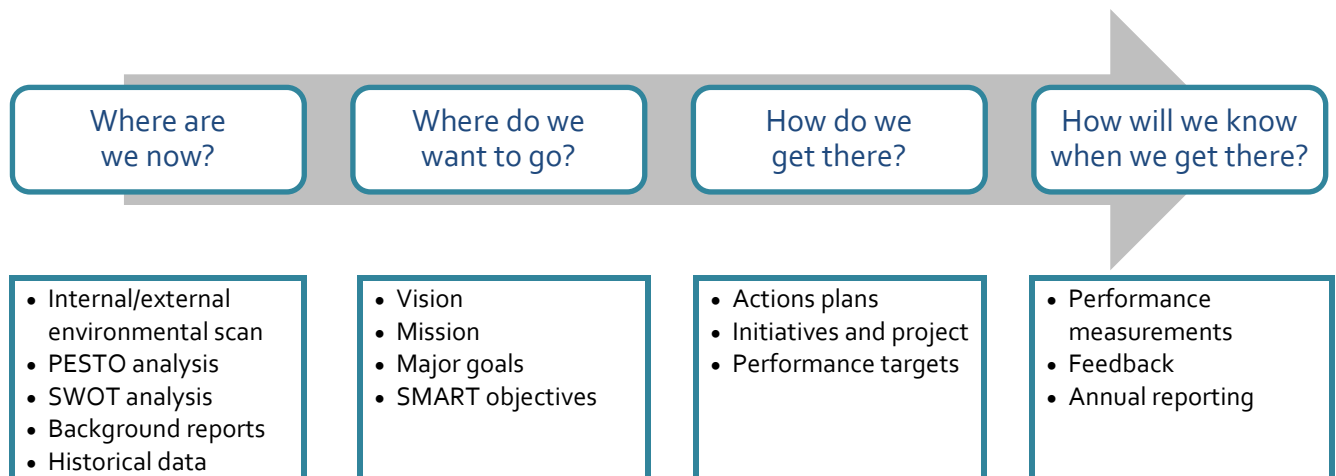
The Planning Team consisted of the Clerk Administrator, Treasurer and Deputy Clerk. Council and staff conducted a strategic plan workshop on June 14, 2019 to complete the following:

-  Mission / vision statements
-  Environmental scan using PESTO
-  SWOT analysis
-  Identification of critical issues
-  Develop strategic goals / objectives.

The Planning Team developed the Action Plan and the performance measurements. The draft strategic plan was presented to Council on November 26, 2019 for adoption.



¹ Province of Ontario. An Introduction to Strategic Planning Resource Manual



Relationship to Other Plans

This Strategic Plan is an overarching strategy that sets the Township’s priorities, and focuses our efforts and resources to strengthen operations, ensures that employees and other stakeholders are working toward common goals, and establishes agreement with respect to intended outcomes.

Aligning Financial Planning With a 5-Year Strategic Plan

The two main risks to financial sustainability are providing levels of service that do not reflect capacity and the cost of infrastructure. As a result, in order for an asset management program to be effectively implemented, it must be integrated with financial planning and multi-year budgeting. The financial strategy should define the relationships between maintenance/capital requirements, debt strategy, reserve strategy and annual revenue opportunities/strategies.

Knowing what needs to be accomplished from a strategic perspective over a five year timeframe makes it possible to complete a multi-year operating budget that will encompass and plan for all objectives set by Council. During the organizational and financial reviews, all service reviewed should include an analysis to ensure the service and the level to which that service is offered ties into Council’s current strategic objectives.

The implementation of a multi-year budget will become a guideline for the Township to follow in making decisions that involve Asset Management. It will provide a framework to reduce financial uncertainties and enable goals and objectives to be met. Such a shift will support the Long Range Financial Plan that is intended to maximize benefits, manage risks and provide satisfactory levels of service to the public in a financially sustainable and environmentally responsible manner.

Asset Management Plan (AMP)

The Township is committed to asset management and has aligned its asset management actions with strategic goals and objectives in order to provide direction to guide Council, management and staff in carrying out its business strategies, plans and activities. The AMP supports the goals in the Strategic Plan by:

- Prioritizing the need for existing and future assets to effectively deliver services;
- Supporting sustainability and economic development; and
- Maintaining prudent financial planning and decision making.

Long Term Financial Plan

The Long Term Financial Plan looks at the future financial requirements and sets out a long term plan for financial sustainability.

Annual Budget

The annual budget allocates the financial resources of the Township in support of the Township’s vision and mission and strategic goals.

Council Priorities

At the beginning of each term of Council, the newly formed Council develops priorities to guide the Township over the next four years. With limited available resources, Council realizes the importance of prioritizing goals for the future and focusing limited resources on those areas that will have the greatest impact on the overall quality of life in Drummond/North Elmsley. The Township has developed and is using a variety of financial plans to guide fiscal spending; such as the long term financial plan, reserve policy, investment policy, asset management plan and departmental operational and capital plans.

Council’s priority is financial sustainability at the lowest possible tax rate. Financial sustainability depends on a tax rate that addresses needs today so that they will not impact the future tax rates. This way the taxpayer will realize only modest incremental increases rather than large spikes in the tax rates.

2018-2022 Council Priorities -High

Department/section	Priority
Administration	Strategic Plan
Bylaw	Animal Control Services, cost effective service delivery
Facilities	Ferguson’s Falls Hall property upgrades / needs study
Finance	Low spending/low tax rate/find efficiencies
Finance	Build up contributions to the Road Construction Reserve
Planning	Growth: new subdivision development
Planning	Quick turnaround for approvals of new developments/severances
Recreation	Recreation: continue sharing recreation facilities
Environment	New waste and recycling agreement
Environment	Develop Phase II Landfill

The priorities which are approved will support the vision and mission of the Strategic Plan.

Official Plan

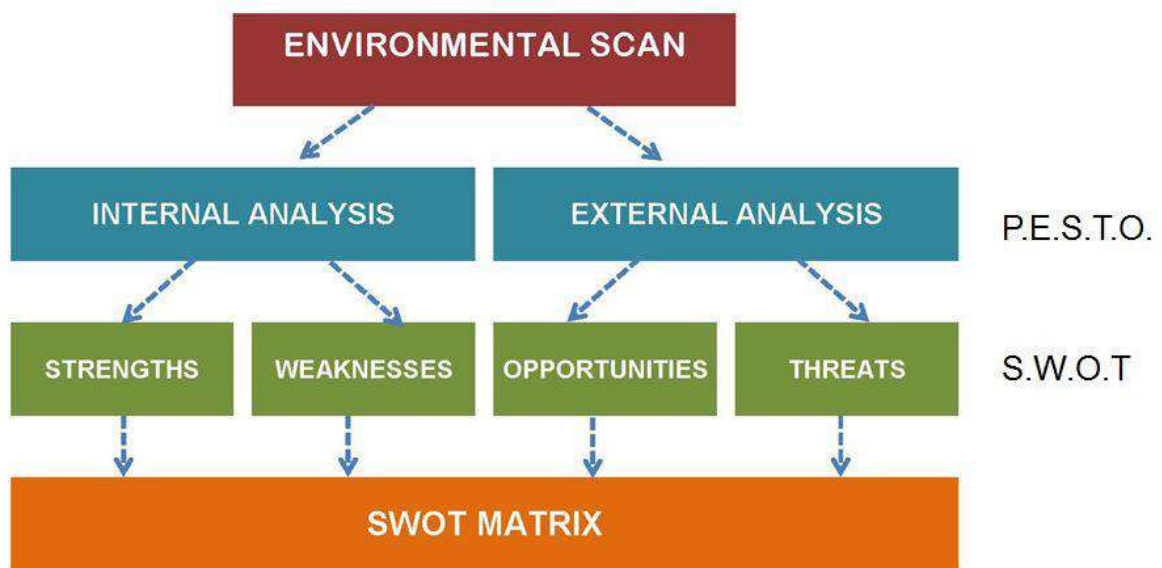
The Official Plan supports the Strategic Plan in the overall achievement of moderate growth that respects and protects the rural heritage of our community and our natural environment.

Diagram 3: Relationship of the Strategic to other Township Plans



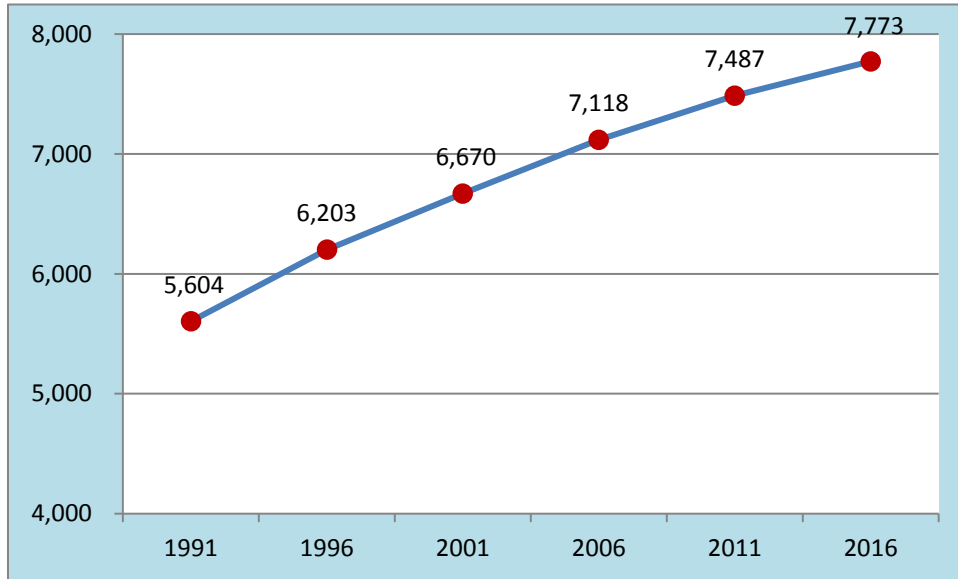
Environmental Scan

The third step in the strategic planning process is collecting and analysing information by scanning the environment. The picture below illustrates the process that was used to conduct the environmental scan.



Population Demographics

Over the past 20 years, the Township's population has grown by 38%.



(Source: 2001-2016 Census)

Distribution of Population in Age Groups

Age Groups	Total	% of population
0-9 years	685	8.8%
10 to 19 years	900	11.6%
20-29 years	710	9.1%
30 to 39 years	655	8.4%
40 to 49 years	975	12.5%
50 to 59 years	1,415	18.2%
60 to 69 years	1,405	18.1%
70 to 79 years	745	9.6%
80 to 89 years	245	3.2%
90 to 99 years	40	.5%

(Source: 2016 Census)

Dwelling Characteristics

Total population 15 years and over: 6,590	Number
Average household size	2.5
Total private dwelling	3,607
Private dwellings occupied by usual residents	3,097
Population density by square kilometer	21.2%

(Source: 2016 Census)

Level of Education

Total population 15 years and over: 6,590	Total # of population	% of population
No certificate, diploma or degree	1,005	15.3%
High school certificate	1,920	29.2%
Apprenticeship or trades certificate or diploma	595	9.0%
College, CEGEP or other non-university diploma	1,940	29.5%
University certificate or diploma below bachelor level	110	1.7%
University certificate, diploma or degree	1,015	15.4%

(Source: 2016 Census)

Household Income

Total population 15 years and over	D/NE	LANARK CTY
Average Full Time Worker Salary	\$61,278	\$59,225
Average Family Income	\$95,391	\$84,789
Median Family Income	\$91,494	\$87,160

(Source: 2016 Census)

Generation Status

Total population	Population #	%
First Generation	525	6.8
Second Generation	780	10.1
Third Generation or more	6,415	83.1

(Source: 2016 Census)

Occupations / Employment

National Occupation Classification	# of population
Trades, transport and equipment operators	800
Sales and service	800
Education, law, social, community and government	585
Business, finance and administration	530
Management	520
Health	255
Natural and applied sciences	160
Manufacturing and utilities	155
Art, culture, recreation and sport	110
Natural resources, agriculture and related production	100
# of people who work from home	455
Rate of unemployment	7.4%

(Source: 2016 Census)

Languages

Language	% of population
English Only	88.4%
French Only	.1%
French and English	11.5%



(Source: 2016 Census)

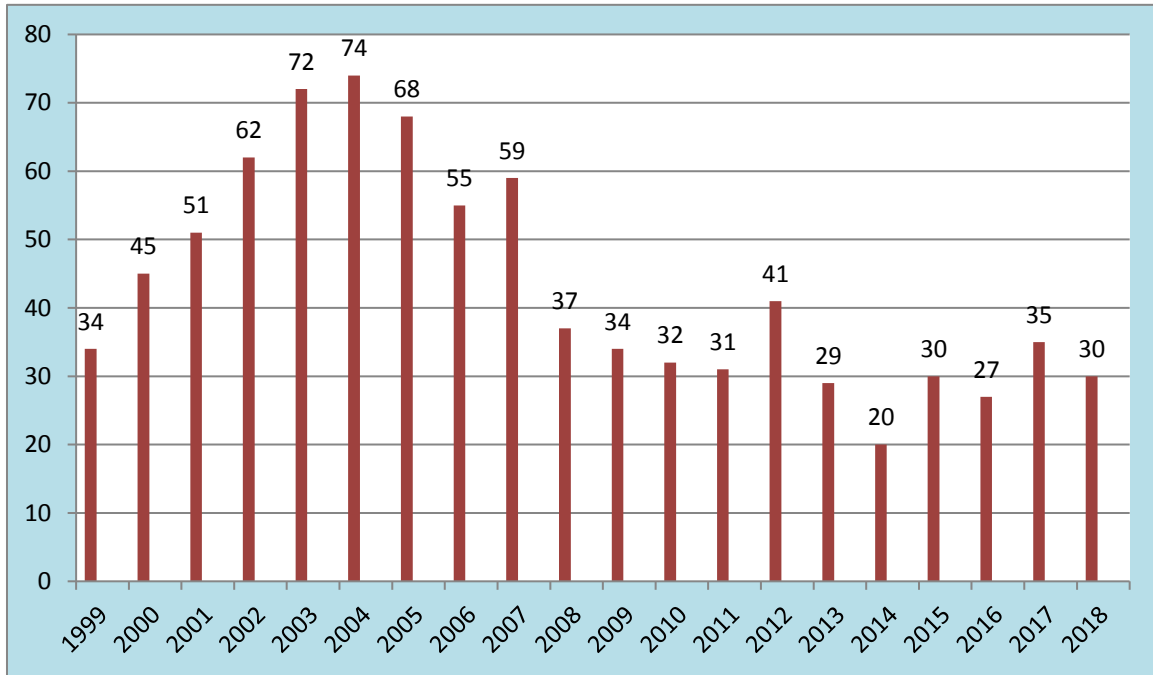
Place of Work

Total population 15 years and over	Total # of population
Perth	950
Ottawa	620
Smiths Falls	335
Carleton Place	170
Tay Valley	150
Drummond/North Elmsley	125
Mississippi Mills	90
Beckwith	60
Rideau Lakes	55
Lanark Highlands	40
Kingston	25
Montague	20

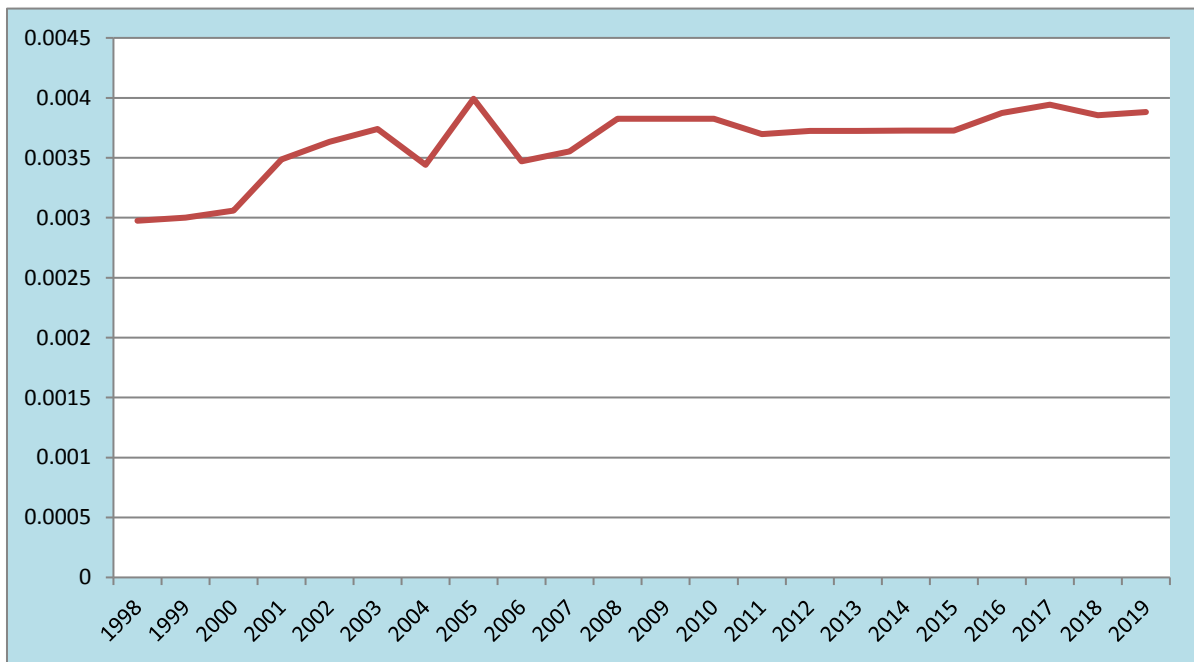
(Source: 2016 Census)



Growth Building Permits 1998-2018



Tax Rate 1998-2018



Tax Levy 1998-2018

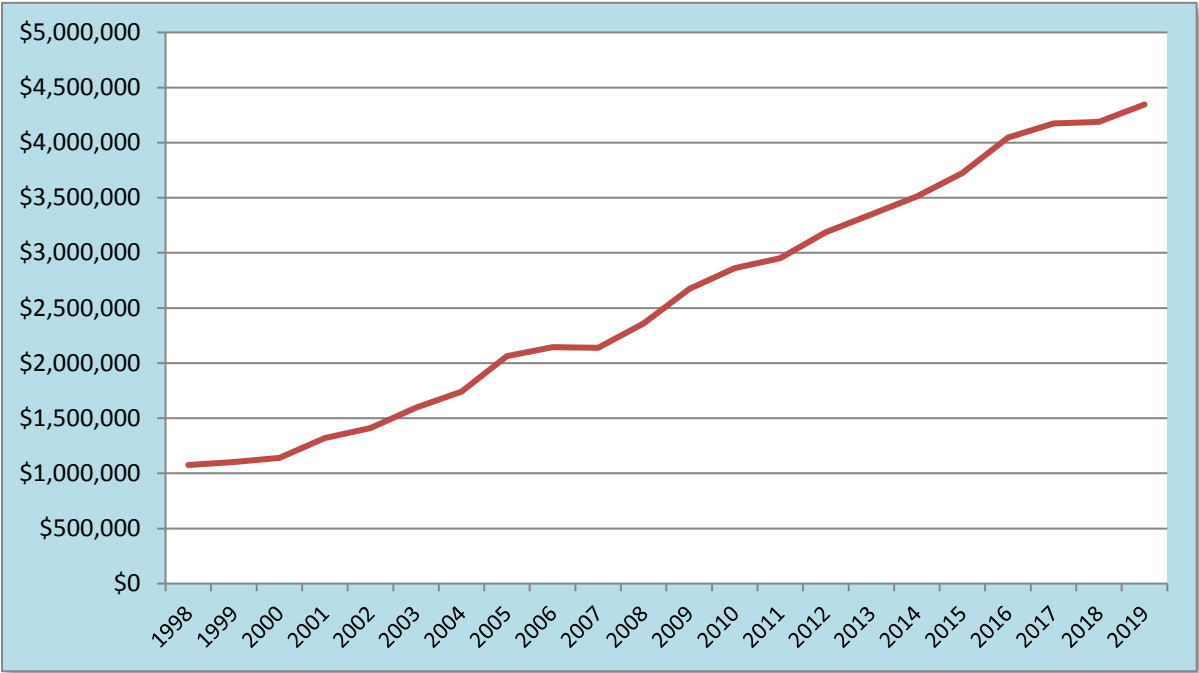


Table 1: PESTO Analysis

POLITICAL	ECONOMIC / ECONOMY EDUCATION	SOCIAL	TECHNOLOGICAL	OTHER
<ul style="list-style-type: none"> - populist governments – Ford Nation - intergovernmental relationship - anti-tax sentiment - trade agreements - impact of elections – change in government/council leaders - carbon tax - provincial /federal legislation impact: PPS, Waste Free Ontario, Act, cannabis legislation, More Homes More Choice, etc... - provincial cuts to grant - provincial downloading 	<ul style="list-style-type: none"> - increase in minimum wage - tighter environmental legislation - extreme weather: flooding, wind storms, droughts - impact of carbon tax - property reassessments every 4 years - escalating health-care costs - intensive agriculture threatening small farms - fluctuating interest rates and fuel costs - lack of access to natural gas - increase in invasive and threatened species 	<ul style="list-style-type: none"> - impact of changing demographics: aging population and school closures - younger people moving away for jobs - lack of affordable housing options - volunteers declining: core group is shrinking - immigration & multiculturalism - diversity & Human Rights – mental illness - legal cannabis - diminishing social skills - fewer volunteers - attitudes about work/life balance - 4 generations in the workplace 	<ul style="list-style-type: none"> - broadband infrastructure increasing - cyber crime - social media is changing traditional communication - demand for more online services - public is more informed 	<ul style="list-style-type: none"> - impact and influence of globalization

Table 2: SWOT Analysis

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> - public works - good customer service - staff - council leadership - low tax rates - municipal partnerships in recreation & library services - joint fire board - waste site capacity - Well maintained infrastructure - team work staff/ council - well educated & experienced staff - quality of life - limited debt - good snow plowing - recycling program - cohesive council - municipal office - great facility - healthy reserves - re-use centre - good reputation - community engagement - accessible - consistent and stable fees - access to VIA rail - higher per capita income 	<ul style="list-style-type: none"> - no outdoor recreation - few trails - no water and sewer services - lack of staff for new initiatives - no succession plan - small commercial/industrial tax base - dependent on grants - few services available - no support programs for seniors /youth - economic development - tourism - connecting with business community - no sense of community - limited internet access - poor cell coverage in spots - limited revenue sources - few volunteers - no public transportation - gateways into township eyesores - short staffed in public works - fire inspection services - lack of commercial & industrial development - rely on contract services - not all training can be utilized, to modernize services due to size - lack of public transportation 	<ul style="list-style-type: none"> - proximity and public access to lakes/ rivers - Rideau Canal UNESCO designation - proximity to urban areas - major transportation routes Hwy 7 - diverse landscape - agriculture / local produce - rural setting - shared services with County and municipalities - Lanark Archives - Regatta / Rock the Docks - home-based businesses - RVCA Beach - natural beauty / resources - cycling / canoe routes - private rugby fields - wildlife reserve / bird sanctuary - 3-4 maple producers - Tay River Reflections - lots of flea markets, antiques - cannabis production - Port Elmsley Drive In - Infrastructure grants - American \$ & tourism - expansion of Hwy 7 - autonomous vehicles - power generation - social media platforms - community outreach - developer controlled development - Hinton Industrial Park - tourism / Leboat 	<ul style="list-style-type: none"> - extreme weather / changing climate - invasive species - cuts to provincial grants - change in federal/provincial governments - aging population - school closures - Provincial debt load - farms are disappearing - changes in legislation - Provincial downloading - growth – community expectations - water contamination - continual threat of annexations - liability (environmental/public works) - limited revenue sources - rural school closures - cyber threats - carbon tax - high interest rates - urban growth annexation - aging infrastructure - social media - rural designation under threat 4-lane impact zone - US dollar - Urbanization - competitive grant process

Identification of Critical Issues

Succession Planning

Over the next five years, the Township will lose 3 senior staff: the Clerk Administrator, the Treasurer and the Manager of Public Works. Lanark County municipalities including Drummond/North Elmsley have had difficulty in replacing Chief Building Officials, Planners, Treasurers and Roads Superintendents. Often times, the new employee comes from a neighbouring municipality which has created a domino effect as that municipality hires from another local municipality.

Changing Climate / extreme weather events

Flooding, windstorms and droughts followed by invasive species. In recent years, the Mississippi Lake has flooded 3 times in 2014, 2017, 2019. There have been droughts in 2012 and 2016. Invasive species such as wild parsnip and emerald ash borer are claiming the countryside. The budget for winter operations is constrained as there are more freezing rain events, more freeze-thaw cycles, and longer shoulder seasons.

Provincial debt

The Ontario government's total debt is about \$347 billion. As the province grapples with its debt and interest payments, downsides, cuts to municipal funding continue to have a significant impact on municipal resources.

Aging pool and arena infrastructure in Perth

The pool and arena in the Town of Perth are nearing the end of their life cycle. This could have an impact on the Township if the Perth requests for capital funding.

Funding the Asset Management Plan

The Township is heavily dependent on provincial grants to fund its road reconstruction projects. The 2013 Asset Management recommends that the Township spend \$9,655 per km of hard surface roads per year to maintain a condition rating of 6.0². With 141.61 km of hard surface roads this equates to \$1,367,737 per year which is far short of the approx. \$600,000 currently spent (not including the recent OCIF top up funding)

Recycling Market

The recycling market is not stable with little demand for plastics. China stopped importing 24 types of recyclable commodities beginning in 2018 and the lack of a market has driven recycling prices down. As a result, the cost of recycling is at risk for significant increases in the future.

² 1. Township of Drummond/North Elmsley Asset Management Plan. (2013). Page 12.

Vision Statement

*To be an appealing and affordable community
that balances development with our rural landscape.*

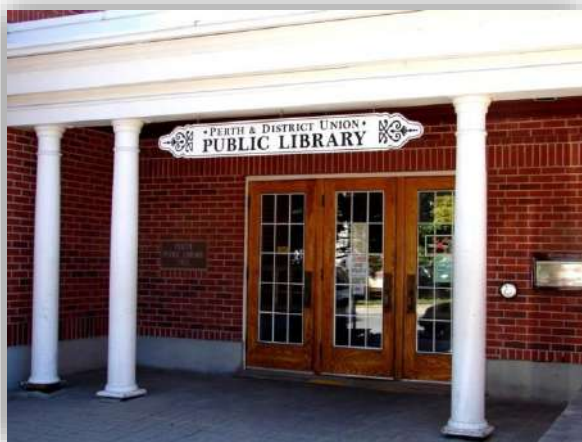


Mission Statement

To provide the best quality of life for people through community partnerships and the delivery of outstanding public services.



McCreary's Beach



Joint library and fire services

Guiding Principles of the Strategic Plan

1) [Being a good neighbour](#)

Being a good neighbour is an informal policy that guides many aspects of the Township's operations. Residents are encouraged to settle their issues directly with each other with the municipality only stepping in where there is a by-law infraction and only as a last resort.

For example, a good neighbour:

- is considerate of his/her neighbours;
- is a responsible pet owner and does not allow animals to run at large, cleans up after his/her pet(s), and does not allow dogs to bark excessively;
- maintain his/her property in a manner that does not devalue or detract from their neighbours' properties;
- does not make excessive noise that disturbs neighbours between the hours of 11:00 pm and 7:00 am.

2) [Protection of the Rural Lifestyle](#)

The Township values its historical roots as a rural agricultural community in a beautiful natural environment. Council supports modest growth that does not threaten our rural heritage and our natural environment.

3) [Citizen focused public service](#)

Public service is for the benefit of serving the public. Therefore customer service is professional, prompt, unbiased, helpful and respectful.

4) [Collaborative partnerships](#)

Collaborative partnerships are at the hallmark of delivering cost effective services. The Township values the agreements it has with the Town of Smiths Falls, Town of the Perth and Tay Valley Township and endeavours to prompt collaboration wherever possible.

5) [Fiscal responsibility](#)

We recognize that we are stewards of the community's fiscal resources; therefore public finances are managed in a responsible and prudent manner that ensures the best value and efficient use.

6) [Accountability and transparency](#)

We are accountable to the tax payer and accept responsibility for our decisions. We conduct our business in an open and transparent manner.



Strategic Goals

Strategic Priority #1 - Financial Sustainability

Aligning Financial Planning With a 5-Year Strategic Plan is knowing what needs to be accomplished from a strategic perspective over a five year timeframe; thus making it possible to complete a multi-year operating budget that will encompass and plan for all objectives set by Council. During the organizational and financial reviews, all service reviewed should include an analysis to ensure the service and the level to which that service is offered ties into Council's current strategic objectives.

The implementation of a multi-year budget will become a guideline for the Township to follow in making decisions that involve Asset Management. It will provide a framework to reduce financial uncertainties and enable goals and objective to be met. Such a shift will support the Long Range Financial Plan that is intended to maximize benefits, manage risk and provide satisfactory levels of service to the public in a financially sustainable and environmentally responsible manner.

Strategic Priority #2 - Well Maintained Assets

The two main risks to financial sustainability are providing levels of service that do not reflect capacity and the cost of infrastructure. As a result, in order for an asset management program to be effectively implemented, it must be integrated with financial planning and multi-year budgeting. The financial strategy should define the relationships between maintenance/capital requirements, debt strategy, reserve strategy and annual revenue opportunities/strategies.

Strategic Priority #3 - Managed growth that protects and respects our rural heritage and natural environment

What brought the early settlers to Drummond/North Elmsley still exists today; farmland, water, and transportation routes. There are many 7th generation families living in the Township today. We want to protect these resources so that the generations that come after us can still enjoy them. Therefore growth will be managed in a way that comprises the rural character, green spaces and healthy lakes and rivers.

Strategic Priority #4 - Efficient and responsive delivery of municipal services

Local Government has undergone rapid change in legislation and technological advances. We want to keep pace with changing expectations of our residents in an ever changing environment. We do not want to forget that our mandate is to serve the public.

Strategic Priority #5 - Thriving local economy

Thriving local economies foster entrepreneurship and sustain good jobs that provide livable wages, create a healthy tax base and create wealth for the community.

STRATEGIC PLAN 2019-2024

ACTION PLAN

1.0 Financial Sustainability				
#	ACTION	LEAD	PARTNERS	TIMING
OBJECTIVE 1: Stable tax rates				
1.1.1	Develop a debt strategy	L. Van Alstine	C. Halcrow	1-3 years
1.1.2	Implement a multi-year budget	L. Van Alstine	C. Halcrow	1-3 years
1.1.3	Update the long term financial plan	L. Van Alstine	C. Halcrow	1-3 years
OBJECTIVE 2: Healthy reserves to meet future demands				
1.2.1	Review & adjust reserves as required	L. Van Alstine	C. Halcrow	annual
OBJECTIVE 3: Maximize all revenue generating tools				
1.3.1	Maximize funding opportunities with other levels of governments	C. Halcrow	L. Van Alstine	1-3 years
1.3.2	Review user fees on an annual basis in conjunction with the budget	L. Van Alstine	all department heads	annual
2.0 Well maintained assets				
#	ACTION	LEAD	PARTNERS	TIMING
OBJECTIVE 1: Protect assets from impacts of changing climate				
2.1.1	Conduct an energy efficiency review of all buildings and implement recommendations	C. Halcrow	L. Van Alstine, S. Cameron	1-3 years
2.1.2	Protect assets by considering changing climate impact on all asset replacement/construction decisions	C. Halcrow	C. Halcrow	ongoing

OBJECTIVE 2: Update the Asset Management Plan				
2.2.1	Complete a comprehensive AMP in accordance with the new regulations	C. Halcrow	L. Van Alstine, S. Cameron	1-3 years
2.2.2	Undertake a roads needs study	S. Cameron		3-5 years
OBJECTIVE 3: Ferguson's Falls Hall redevelopment				
2.3.1	Develop a plan for Ferguson's Falls Hall	C. Halcrow		1-3 years
2.3.2	Establish a reserve fund with annual contributions	L. Van Alstine		3-5 years
3.0 Managed growth that protects and respects our rural heritage and natural environment				
#	ACTION	LEAD	PARTNERS	TIMING
OBJECTIVE 1: Develop and/or review land use policies				
3.1.1	Official Plan Review	R. Shepherd		3-5 years
3.1.2	Zoning By-law Review	R. Shepherd		3-5 years
3.1.3	Investigate the applicability of a Community Improvement Plan in our hamlet or gateway areas	R. Shepherd		3-5 years
OBJECTIVE 2: Encourage moderate growth				
3.2.1	Create policies for the cannabis growth industry			1-3 years
3.2.2	Conduct annual meetings with developers			annual
3.2.3	Develop a streamlined consultation process for major projects	R. Shepherd		1-3 years
OBJECTIVE 3: Protect our natural environment				
3.3.1	Review in policies of Official Plan	R Shepherd		1-3 years

4.0 Efficient and responsive delivery of municipal services				
#	ACTION	LEAD	PARTNERS	TIMING
OBJECTIVE 1: Streamline the delivery of municipal services				
4.1.1	Electronic voting in 2022 municipal election	C. Ryder		1-3 years
4.1.2	Succession Plan	C. Halcrow	C. Ryder	1-3 years
4.1.3	Partnership / collaboration to deliver services	C. Halcrow	all department heads	1-3 years
4.1.4	Promote and celebrate customer service excellence	C. Halcrow	all department heads	1-3 years
4.1.5	Work with stakeholders to identify and find solutions to streamline processes and remove barriers	C. Halcrow	all department heads	annually
	Electronic form submission and payment	C. Ryder	all department heads	3-5 years
OBJECTIVE 2: Increase opportunities for electronic service delivery				
4.2.1	Correcting mapping and linking documents to G.I.S. system	R. Shepherd	all staff as appropriate	1-3 years
4.2.2	Electronic voting in 2022 municipal election	C. Ryder		1-3 years
4.2.3	Council Chambers electronic upgrade	C. Ryder		3-5 years
5.0 Thriving local economy				
#	ACTION	LEAD	PARTNERS	TIMING
OBJECTIVE 1: Create a "sense of community"				
5.1.1	Branding	C. Halcrow		3-5 years
5.1.2	Develop, encourage and support community events			Ongoing
5.1.3	Develop and Implement Recreation Master Plans	C. Halcrow		1-3 years
OBJECTIVE 2: Support and encourage local businesses				
5.2.1	Support and encourage greater internet speeds and bandwidth.	C. Halcrow R. Shepherd		3-5 years

5.2.2	Support and raise awareness of locally grown food, agri-food and local food initiatives	C. Halcrow R. Shepherd		3-5 years
5.2.3	Economic Development Strategic Plan	C. Halcrow		3-5 years
5.2.4	Streamline processes, policies and practices that make it easier and more efficient to do business in Drummond/North Elmsley	C. Halcrow R. Shepherd		annually
5.2.5	Implement recommendations from the Lanark County's Business Retention and Expansion study as applicable to this township	C. Halcrow R. Shepherd		3-5 years



STRATEGIC PLAN REVIEW

The Action Plan will be reviewed annually by Council in the fall of each year in the form of a staff report. The annual review will be posted on the Township's website.

Questions about the strategic plan can be directed to:

Cindy Halcrow, Clerk Administrator
310 Port Elmsley Road
Perth ON K7H 3C7

chalcrow@dnetownship.ca
613-267-6500 ext. 220

