

Committee of the Whole
OPERATIONS SESSION
ADDITIONAL INFORMATION
DECEMBER 2, 2019

COMMITTEE OF THE WHOLE

Additional Information

1. Attachment A to Report R 181/2019 (City Manager's Office) – City Program and Service Review, Phase One Interim Report

/kp

City Program and Service Review

City of Thunder Bay

Phase One Interim Report

Response to RFP 34/2019 *Professional Consulting Services: City Program & Services Review*

December 2, 2019





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Authorship & Document

Authorship

This Interim Report is prepared by Grant Thornton LLP (Grant Thornton) for The City of Thunder Bay (referred to as the City throughout) Service Review. This report is based on information and documentation that was made available to Grant Thornton as well as information obtained from third party sources prior to the time of drafting the report. Much of the information was gathered from interviews with and documents provided by City senior management. Following the terms of the Proposal, this is an interim report and marks the completion of Phase One of a two-part engagement. A final report will be issued at the conclusion of Phase Two.

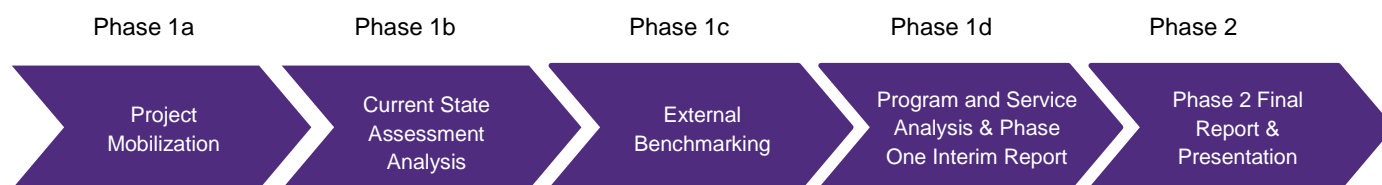
Grant Thornton assumes no responsibility and makes no representations with respect to the accuracy or completeness of any information provided to us. We are not guarantors of the information which we have relied upon in preparing the report, and except as stated, we have not attempted to verify any of the underlying information or data contained in this report. It is understood and agreed that all decisions in connection with the information as presented in this report shall be the responsibility of, and be made by the City. The final report submitted after completion of Phase Two would include the analysis and updates to recommendations based on Phase Two work and will be delivered in the June of 2020.

This report was prepared for the City as part of the Service Review consulting engagement that was awarded to Grant Thornton based on its response to City of Thunder Bay's *RFP 34/2019 Professional Consulting Services: City Program & Services Review*. This report is not to be used for any other purpose, and we specifically disclaim any responsibility for losses or damages incurred through use of this report for a purpose other than as described.

Document Purpose

The purpose of this Interim Report is to provide a summary of Phase One findings from the review of the City's services, organizational structure, internal processes and documents. This document also contains the findings from the current state assessment and external benchmarking. A key purpose of this report is to validate Grant Thornton's understanding of the information gathered to date. High level opportunities for improvement are highlighted in this document; more detailed recommendations will follow in the final report scheduled to be delivered in June 2020. An illustration of the project approach is below:

Figure 1: Project Approach



Project Objectives

The objective of this project is to improve the understanding of the services currently provided by the City and provide better information that will allow Administration and Council to make informed strategic choices regarding City services. Specifically the project includes identifying opportunities and providing recommendations for changes, expansion, reduction, elimination and alternate service delivery options for programs and services offered by the City while also meeting the needs of the residents, businesses and administration that will continue to make Thunder Bay a great place to live, work and play. In addition, the City is looking for a review of the internal organizational structure and review the current budget to identify costing efficiencies.

Scope

The scope of this independent review, as set out in the Grant Thornton proposal, is to review the 146 programs and services, 5 departments with 23 divisions of the City, and other sources, a benchmarking survey, and the 4P assessment framework. The recommendations outline what services to enhance, maintain, eliminate and reduce.

This review focuses on making implementable and sustainable recommendations regarding the relevance of services to meet current and future user needs, and to ensure resources and infrastructure in the City are being applied to provide services in a highly efficient manner, while achieving effective results. In doing so, the review identifies opportunities for improvement; efficiency, innovation, cost savings, and changes to services, service levels and service delivery models.

Approach

Methodology

Methodology is important for doing a review of this scope. It has to have two elements:

1. A methodology that provides nuance into the report that customizes and addresses the unique factual circumstances of the City. To do this, the project team works out a set of **Drivers** and **Themes** around City circumstances.
2. A rigid methodology process that creates more objective analysis, stakeholder engagement, and layers of control in the analysis that build in redundant re-evaluation of analysis by a cross-functional team. For this reason, the process included:
 - i. a clear identification and delineation of the scope of work,
 - ii. current state assessment,
 - iii. review of reports/budgets/documents collected from the City (further work on this in Phase Two to validate qualitative and stakeholder feedback),
 - iv. interviews managed with controlled interview guides,
 - v. engaging with stakeholders through interviews with management, staff and unions, an internal survey sent to all internal City staff, an external survey made available to the public and a two day open house at CityHall,
 - vi. benchmarking the City against 5 communities with similar challenges,
 - vii. our 4P analysis to carve out areas to recommend as opportunities to influence, and
 - viii. in Phase Two, a further analysis outlined below.

Phase One

Phase One of the review, as well as reviewing at a high level all 146 programs and services through the methodology outlined, will recommend a short list (assumed to include up to ten (10) 'key areas' in the original proposal) of program or service areas as candidates for Phase Two review.

Phase Two

For the prioritized programs and services and areas selected for the in-depth review, the Grant Thornton project team will fully scope viable alternative service models (up to two as well as the status quo approach). This will include how each model performs qualitatively and quantitatively using Grant Thornton's operating model scoping framework used for previous similar engagements. This is largely rooted in the SIPOC (supplier, input, process, outcome, and customer) framework for Lean Six-Sigma analyses. While this will be tailored to meet the needs of each service, it will include the following perspectives:

- Service supplier and inputs: explains who (including technologies, assets, etc.) will deliver the service.
- Service methodology: at a high-level, this explains how the service will be provided by the supplier and inputs, as well as governance of the operating model.
- Service outputs and outcomes: this at a high-level describes any changes to the core service that will be impacted as a result of the proposed option.
- Service customers: this describes key and potential/ancillary customers/users of the service.

From a budget efficiency perspective, it is important to note that large areas of the City services were out of scope for us to review – such as Fire and Emergency Medical Services (EMS). Services in scope for us to review only make up about 55% of the City budget. The City is having the other areas reviewed independently.

Out of Scope

The following areas are out of scope but receive funding from the City:

Table 1 - Out of Scope Areas

Area	Description	Budget
Fire and EMS	<ul style="list-style-type: none">• Thunder Bay Fire Rescue• Superior North Emergency Medical Services	\$39.6M
All Outside Boards, Organizations, or Agencies	<ul style="list-style-type: none">• Thunder Bay District Health Unit• Community Economic Development Commission• Thunder Bay Public Library	Approx. \$68.8M

- Victoriaville Centre and Board of Management
- Thunder Bay Police Services
- District of Thunder Bay Social Services Administration Board
- Waterfront District BIA
- Parking Authority
- Tbaytel
- Synergy North
- Lakehead Region Conservation Authority
- Thunder Bay Community Auditorium
- Victoria BIA

Executive Summary

Preamble

Economics – Historic Learning

As we look across a significant municipality with 146 programs and services, in challenging economic and social times, it is intuitively tempting to see a services review entirely through the lens of budget reduction. While that lens is invaluable, it only allows for a limited assessment and analysis of the City's programs and services.

This issue is experienced by the United States under the leadership of President Roosevelt between 1932 and 1944. As the Great Depression decimated the American economy, President Roosevelt's fiscal policy was driven by deficit-aversion and by balanced budgets. As the Depression deepened his thinking evolved towards the Keynesian idea that deficit spending and government fiscal stimulus had a role to play in managing the economy.

That shift and programs like the *Works Progress Administration*, played a role in positioning America for decades of prosperity.

The question that Keynes asks us to consider is: "Are there times when investing in the future through government stimuli, makes sense?"

The caveat to that position is an important one: we must drive that investment through a clearly articulated plan that identifies which investments yield the best return in sustainable growth. In fact, especially in a municipal context, the Keynesian spirit of government investment in certain avenues of growth must be balanced by contraction in other areas.

We must say no to some things to give a louder yes to others.

The Whole or the Parts?

In systems theory, one of the driving principles is that in optimizing in isolation to a part of a system, there is almost always a cost paid by the whole. This is rarely the way most organizations undertake improvement projects. Most often, improvement projects are driven by the belief that if we just optimize each piece one by one, in the end the whole system will be the better for it.

In a review like this it is important, especially at the governance level, not to become fixated on individual components at the cost of losing sight of the sustainable growth of the whole. Optimizing each service individually is not likely to result in the improved performance of the whole. This truth is another reason why an underlying robust strategic framework to guide the City services delivery is paramount.

In the review we point some high-visibility areas where optimizing in isolation will not be beneficial, specifically: *Human Resources* or *Corporate Information Technology*. The internal efficiency of these services cannot be assessed in isolation. What is true in a very visible way in these services, is true to some extent in all services.

It is important for the City to have a framework, informed by a central growth strategy, that allows it to collect data and set targets for the whole (ultimately measured as sustainable value created for the community), and understand and measure the contribution, and required resources, of all of the parts, in contributing to the success of that strategy.

A study of any kind cannot be performed or read without context of its utility in larger goals. While this is a review of the City services and programs, a view of contexts for cities is important.

Context for Cities

The City sits in a region in transition.

The historical economy of the region is not the economy that will sustain growth in the future – this was a point of alignment in feedback from interviews and surveys of City managers, employees, councilors and from public engagement. Parts of the economy will continue to propel the region (e.g. mining) but new areas need to be, and are being developed (e.g. education) in order to remain sustainable. This has an impact on day-to-day operations of the City and the municipal government that serves it.

Some examples where this transition is visible include:

1. The City is at an evolving intersection and has to be nimble in being relevant to the intersection needs of the day that change due to transportation needs, resource extraction needs and changing economic drivers. The City is an intersection between North and South; the small and mostly Indigenous communities to the North of it, and the metropolises of Southern Ontario; it connects Western Canada to Eastern Canada sitting on the Great Lakes; it is arguably the Northern most point of North/South flow to the Gulf; the flow of people from surrounding communities into and through Thunder Bay creates greater services pressures that are difficult to quantify.
2. At the time of this report creation, Bombardier is announcing the start of its long-discussed lay-offs in its operations in the City.
3. At the same time, new opportunities in 'old economy' projects like the Ring of Fire are opening.
4. There are 'new economy' opportunities arising in healthcare and education.

Celebrating its 50th anniversary as one city, the City stands in a time when there is some agreement that the region is working on how to transform and is very conscious of its place as a major participant in that challenge. As in most municipalities there is also the diversity of solutions, approaches and tactics as the City tackles its mandate, vocally and passionately expressed by the various decision-makers leading the City. The City can play a key role in regional transformation, however, the absence of a well-articulated strategy can hinder the City's successful transformation.

The City has a vested interest in healthy, sustainable development of the region as, ultimately, it materially impacts its own revenue base and costs. Cities can use private sector approaches but they are not private sector business and that must be accounted for when looking at solutions. See Appendix A for a summary of unique aspects of municipalities and private sector.

Underlying drivers, research themes and summary of recommendations

The visible strengths of the City include a proactive City leadership that are open to change and improvement. Some examples of this leadership include:

- The City putting out an RFP for the programs and services review
- Separate RFPs put out for bid for EMM and Thunder Bay Fire Rescue services
- The delivery of a strategic plan to council in November 2019
- The push for significant development in the City including revitalization of the waterfront area attracting many new restaurants, shops and development at the marina
- In many areas City benchmark's well against the benchmarked cities

The drivers below indicate major issues leading to the challenges the City is facing. On the methodology, this is a context lens identified to personalize analysis to the City's factual situation. The following are identified for the City for looking at inefficiency internally as well as with externally facing services.

Driver 1: Absence of a strategic plan (D1)

A strategic plan informs prioritization criteria, performance metrics to support organizational direction and service level performance measurement. In the absence of these tools, services can be ineffectively delivered and inefficiencies could develop such as ineffective communication between departments e.g., between Fleet and Roads which can lead to decisions made based on departmental need rather than the overall organizational strategy. Implementation of a corporate framework that flows from a strategic plan would bolster consistencies in structure, decision making, staffing and service delivery leading to better operational efficiency. The City has put a strategic plan to council in November 2019 however, at the time of this review, the divisions have not realized the benefits of any strategic plan due to a lack of strategy implementation.

Driver 2: Lack of strategic execution (D2)

There is a lack of formal strategic execution best practice. Therefore, while some stakeholders noted the City has attempted improvement and efficiency projects in the past, these have not been viewed as successful as they could have been due to a lack of resources and/or ineffective strategic execution. Implementation of formalized strategic execution process would decrease risk of redundancies and inefficiencies in the City's internal processes.

Driver 3: Prevalence of sprawl (D3)

As a tangible manifestation of the lack of strategic direction, we found evidence of a factor we are describing as sprawl. This includes symptoms like geographic sprawl (roads and other infrastructure); the ongoing acquisition or holding off large facility maintenance projects without the operating budget to support them; the expansion of storage into physical locations rather than digitization; the existence of duplicate facilities and processes that reflect the 'two cities' origin of Thunder Bay, but have never been fully integrated; and the existence of a large suite of services and programs that compete for limited resources.

Driver 4: Social issues (D4)

The City and the region has numerous social pressures including poverty, crime, racism and drug use. Moreover, the City has experienced substantial sprawl and the need to develop basic infrastructure in sub-urban or rural areas. These forces have created pressure on the City regarding service delivery and have resulted in the City approving requests for expenditure, hiring requests and alternative delivery models without reviewing the overall impact of decisions.

Themes

A theme is an identified high level capture of buckets of what recommendations are likely to address for the City. The following are identified for the City.

Theme 1: Modernization of systems (T1)

The City needs to i) update internal technology and ii) modernize policies and processes. Solidifying a technology strategy (both a short and long term strategy) would address and capture perceived or real outstanding issues of using outdated technology, ineffective systems integration, a lack of regular software updates, inappropriate resource allocation and an absence of risk mitigation plans. Overall, the City should see if use of existing technology can be optimized in areas such as leveraging on-line communication tools, data entry and storage, mobile technology etc.

Theme 2: Concerns with human resources (T2)

Our findings indicate that Human Resources is an area for improvement as it crosses various departments and effects internal activities and external service delivery. Human Resources plays a role in strategy development and strategic execution due to their role in recruitment, managing relationships between various departments, handling people issues and communication so a City strategy may be helpful in giving them a barometer to use to prioritize and guide their activities.

Theme 3: Institutional and administrative inefficiencies (T3)

Our findings indicate that certain internal processes such as material management, structuring third party relations and centralizing core functions such as finance may be more efficiently streamlined. These processes impact a variety of services and can therefore, have a positive impact on service delivery.

Theme 4: Opportunities to generate revenue (T4)

The findings highlighted opportunities to improve current revenue sources and generate revenue through non-tax channels. This includes:

- Charging new or higher user fees
- Providing online portals for programs with registrants and offering online payments options
- Exploring alternative fees besides user fees i.e. corporate advertising, naming rights, development charges, etc.
- Reviewing spending controls
- Staffing effectively to collect fees/fines
- Expanding use of volunteers (to keep costs low)

We recognize that some of the above revenue opportunities are currently being explored by the City.

Interim Recommendations in Advance of Completing Phase Two

At the heart of a successful response to the drivers and themes above is a strategic direction for the future that balances setting a compelling longer-term vision with the ability to be nimble, practical and responsive in the present. This can only be done with excellent strategic execution capability.

At the heart of any responsive organization are a few key elements:

- A shared vision and space of consensus between the diverse interests at the table;
- Effective decision-making built on real-time access to data and metrics, and clear decision-making frameworks;
- High quality communication protocols and tools;
- A commitment to alignment between strategic execution, tactics (especially the allocation of resources), and day-to-day operations.

The context of the City is important when considering recommendations. Some important considerations generally agreed upon by stakeholders include:

1. The region is in economic transition and building the sustainable economy of the future is a work in progress;
2. The City is a stakeholder that can help or hinder finding that sustainable economy of the future;
3. The City would suffer if the economy got worse;
4. We can learn from economic history and similar problems facing other communities;
5. Short term decisions have to be balanced against long term vision for The City and health in the region;
6. Good information helps make better decisions;
7. The City has many diverse stakeholder and interests but they would all suffer if the economy got worse – so a lack of cooperation would lead to a tragedy of the commons;
8. The City is stretched out over a large geography.

Note, there was general consensus on the above-noted considerations across the broad group of stakeholders engaged.

Therefore, the recommendations took into account:

1. The above-described realities of cities;
2. The uniqueness of City decision-making and circumstances;
3. The complexity of interests and stakeholders;
4. Effective approaches to decision-making and strategic execution;
5. How to leverage above-mentioned shared understanding for constructive collaboration.

Programs and Services Recommendations

We analyzed 146 programs and services in 23 divisions and put them through the 4P framework (see page 36). We identified the following divisions as areas for further review and areas for change. These services represent 24.03% of total budget (\$241M) and 42% of total FTE (2000 FTE). Alongside each division is the relevant driver and theme impacting service delivery along with the recommendations.

Our recommendation categories include:

- Strategic execution plan (S): Requires a holistic strategy, action plans and performance measures
- Operational improvement efficiency (O): Processes can be improved to deliver higher level of service (or more) with the same amount of resource
- Cost savings (C): Cost savings can be realized through
 - i. Staff costs,
 - ii. Discretionary spending,
 - iii. Depreciation of assets (connected to reserves),
 - iv. Using contractors
- Revenue generation opportunity (R): Revenues could be realized through
 - i. User/utility fees,
 - ii. Other (investment revenues, etc.)

Table 2 - Programs and Services Recommendations

Departments	Divisions for Phase 2 detailed review	Relevant Driver	Relevant Theme	Recommendations
City Manager's Office	Human Resources	D1, D2	T1, T2, T3	S, O
Corporate Services & Long Term Care	Corporate Information Technology (CIT)	D1, D2	T1, T3	S, O
	Homes for the aged	D1, D4	-	S
Community Services	Child Care	D1, D2, D4	-	S
	Fleet and Facilities Services	D1, D2, D3, D4	T1, T3	S, O
	Recreation & Culture	D1, D2, D3, D4	T1, T3, T4	S, O, C, R
Infrastructure & Operations tax	Parks	D1, D2, D3, D4	T1, T3, T4	S, O, C, R
	Roads	D1, D2, D3, D4,	T1, T3	S, O, C
Infrastructure & Operations rate	Solid Waste	D1, D2	T1, T3	S, O, C
	Waterworks and Waste water	D1, D2	T1, T2, T3	S, O, C
Mayor & Council	Sister cities	D1	-	S, C
General Corporate Expenditures	General Human Resources (honorariums to retirees, long service awards and retirees banquet)	D1	-	S

Detailed asset or function recommendations

In addition to the above table, we have identified twenty five assets or areas where efficiencies can be realized. See Table on page 102 for details.

Next steps

After the presentation of the interim report to Administration and Council, the project will move to the next phase.

Phase One identified a short list for a 'detailed review' as listed out in the above table for a detailed analysis. After the City's approval of the short list, the work will begin and is anticipated to be completed by June 2020.

Through the deeper-dive analysis of the next phase, we will rely on senior City administrators to assist providing additional quantitative information to balance qualitative/stakeholder inputs and themes. This may include relevant annual operating and maintenance costs, ongoing capital investment requirement timing and costs, confirming or contradicting in-house tracked data (historical metrics, cycle times, resource utilization, future potential changes, etc.). The Grant Thornton Project team will extract meaningful data analytics from this.



Section A

Current State Assessment

Current State Assessment

History

The City is located in North-Western Ontario and has a metro population of more than 108K people¹ making it the most populous city in North-Western Ontario. As a result, it has become the regional services centre for North-Western Ontario with most provincial departments represented. The City is an amalgamation of 2 former cities; Port Arthur, Ontario and Fort William, Ontario. Some of the largest industries historically in Thunder Bay include transportation, manufacturing, education, mining and forestry with the City moving towards a more knowledge base economy. Some upcoming industries include film production, health sciences and IT.

Thunder Bay has a diverse demographic mix, a median age of 44 and has one of the highest concentrations of indigenous population in Canada. Moreover, the City boundaries have expanded over the past decades to accommodate population growth. The City offers more than 146 services organized under 5 departments and 23 divisions. As the last services review occurred over a decade ago, the City has acknowledged the need to conduct a comprehensive services review (except for Fire, Emergency Medical Services and Outside Boards which are undergoing a separate review).

Approach

To accurately assess the current state of the City service delivery, Grant Thornton conducted a current state assessment to identify opportunities for changes, expansion, reduction, elimination and alternate service delivery options for programs and services offered by the City.

The analysis of the City services uncovered 4 overall drivers including:

1. Absence of a strategic plan;
2. Lack of strategic execution;
3. Prevalence of sprawl and;
4. Social issues

The analysis focused on four themes:

1. The City needs to modernize their systems;
2. Concerns with Human Resources;
3. There are institutional and administrative inefficiencies and;
4. There are opportunities to generate revenue

¹ 2016 Canadian Census, Statistics Canada

The analytical activities included interviewing internal stakeholders and union employees, reviewing internal documents including the City Service Profile, deploying an internal survey to over 2000 City staff, conducting external research such as previous benchmarking studies and holding 2 public open houses and an online public survey.

When discussing programs and services we are referring either to specific divisions within the City's organizational structure, or to a section within a division (e.g. Roads within Infrastructure Operations).

Underlying drivers

Key drivers and themes were discovered during the analysis. These drivers and themes act as lenses through which we see the opportunities for clarity and alignment at the division and service level.

D1: Absence of a strategic plan

Upon conducting consultations with several stakeholder groups and analyzing the underlying problems in the processes, it was discovered that the City lacks a single, coherent strategy that guided tactical and operational decisions. To the extent strategic plans did exist, it was not clear how they drove decision-making at the budget (resourcing) on a day-to-day level. If strategic documents existed, they did not appear to inform prioritization criteria.

Connected with the questions about a central, driving strategy, were questions that will be sounded throughout this report: what are the performance metrics to support organizational direction and performance measurement? In the absence of data and performance metrics aligned against an overall strategy, there can be inconsistencies in structure, decision making, staffing and service delivery leading to operational inefficiency. Moreover, there is a risk of ineffective communication between departments which can lead to risk of departmental focused decisions rather than decisions rooted in an overall City strategy

The City should take into account strategic purposes of their programs and services to have guiding principles that help prioritize how those programs and services are managed. The City is on the right track in developing a strategic plan that was put to council in November 2019.

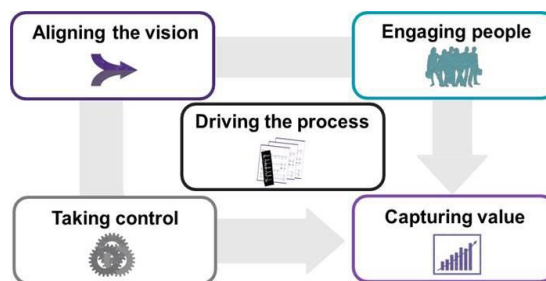
D2: Lack of strategic execution

Similar to findings from the strategy driver, there is value in implementing formalized strategic execution processes. There are many skills, tools and processes that connect strategy with successful strategic execution. Three areas that together lead to successful strategic execution are formal process for:

1. Change management – focus/management/leadership of the people affected by change projects
2. Project management – focus/management of the processes, tools, activities needed to complete a project
3. Controls – Inputs that manage the risk of failing on a project like budget, timeline for success (that include staying the course long enough and staying within projected completion timelines), decision process to change scope/timelines/budgets for projects that tie to vision/goals/intents.

Together, this moves vision to value realization:

Figure 1 - Vision to value realization



As we connect day-to-day decisions and operations with strategic execution priorities and outcomes, part of the journey when done well, is through continuous improvement. The other part is through significant, often tactical, high-impact projects. Starting or stopping a major program; implementing a new process; implementing a new software platform; changing the way we manage or communicate or channel resources; all of these things are projects and all require effective strategic execution for them to do what we hoped they would do.

A focus on implementing formal strategic execution processes throughout the corporation would be beneficial. The City has attempted improvement and efficiency projects in the past, some have not been successful or as successful as they could have been. Often it was observed that this happened even where the change was potentially valuable, and supported by stakeholders. However, sometimes initiatives fail due to an absence of quality change management, project management, and/or increased costs and risks. This is not a unique problem to the City.

Specific areas of strategic execution that could be improved include:

1. A common understand and communication of who is impacted by the change and how
2. Communication and feedback process to act as a guide in managing the change
3. An understanding and communication of the full arc of change, including after-the-fact training and mentorship, and a way of assessing impact
4. Aligned desired results and resources

D3: Prevalence of sprawl

Thunder Bay is made of two communities, Port Arthur and Fort William, which were amalgamated fifty years ago. While the City is planning its celebration of that union, in the coming year, there remain artefacts of that union that we heard, and agree still impact the progress of the City.

The term we adopted to describe this understanding, is 'sprawl'. This includes:

1. geographic sprawl (roads and other infrastructure);
2. the ongoing acquisition or holding of facilities without the operating budget to support them;
3. the existence of duplicate facilities and processes that reflect the 'two cities' origin of Thunder Bay, but have never been fully integrated;
4. the existence of a large suite of services and programs that compete for limited resources.

Overall, the breadth of City services and the ability to provide the significant number of services over such a large geographic area was acknowledged by many stakeholders. However, it was also acknowledged that it may not be sustainable. Some examples of the impacts of sprawl include the distribution of parks, recreational facilities, and the location and distribution of various service yards and other City assets.

In Phase Two we will look in greater detail at some of these factors. On a division-by-division basis there are individual observations to be made (e.g. in the Recreation and Culture division, does it make sense to keep adding new facilities given long-term operating costs of those facilities combined with those of existing, and aging, ones?) However, the larger questions must be asked in the context of long-term growth strategies for the City. The existing number and distribution of facilities may be challenging and even costly to close or amalgamate, etc., but that cost must be understood in the context of not impeding growth far into the future.

Add to that the already-noted complexity of the incompleteness of information regarding the actual population size that relies on the City services.

D4: Social issues

Social issues are another driver creating pressure on City department resources. Magnified regional issues of concern are:

- i. poverty,
- ii. race relations,
- iii. addiction issues like drugs and/or alcohol,
- iv. crime, including violent crime.

Public pressure for the City to participate in solving these issues may lead to undisciplined decisions regarding service levels, including spending decisions, and/or undisciplined expansion or focus of services.

However, and of note, these issues need to be accounted for in terms of making decisions about what to do to improve services whether that be from a cost, delivery (i.e., safety), efficiency or revenue perspective.

Themes

T1: Modernization and access to the best information

In the 21st century, investing in a roadmap to the future is difficult to imagine without a modernization, technology, or digital transformation component. This is relevant for the City as well.

Value of data in relation to decisions and performance management

One of the immediate benefits of modern digital technologies for organizations is ready availability of real-time data. This data can help make effective decisions in rapidly evolving environments. The feedback we received was that data insights were not as available, and/or stakeholders felt it does not exist at the City.

This in turn touches on one of the central topics in the review: the need for accessible or transparent performance metrics and standards.

The challenge this creates in a review like this is that evidence of performance, good or bad, is very difficult to get at. The assumption then becomes if the review team found this to be true, then management may also be challenged in the same way. Management by outcome or objective is very difficult in the absence of that kind of reporting.

Value of great communication in relation to decisions and performance management

As well as metrics and feedback data, the other area of technology central to the good performance of an organization is communication.

Performance within and between divisions can be hampered by ineffective communication, which also gives rise to incorrect perceptions.

Value of tools/processes in relation to decisions and performance management

Other areas for modernization included tools and processes for scheduling, dispatch, and reporting, across numerous divisions.

On the public-facing front the good work being done with www.thunderbay.ca/getinvolved could be paralleled in functions like online booking of events or facilities, and online and digital payment platforms.

Modernization is more than software. Other areas that make up this lens or theme, include:

- modern change management approaches to new programs and initiatives;
- innovative ways to look at human resources practices;
- Making sure existing tools and technologies are being optimally used;
- Identifying instances where 'because it's always been done this way' appears to be the main argument for the perpetuation of a practice or existence of a facility or program.

Overall, the analysis concluded that the City required:

1. Evaluating whether current tools/technologies are being optimally used;
2. Update technologies where value and efficiency can be created; and,
3. Modernize policies and processes.

This perception has grown in absence of a well communicated, comprehensive technology strategy to build the City for the future, to address outdated technology, incomplete systems integration, misunderstood resource allocation and an absence of understood risk mitigation plans.

Stakeholder observations

- There are some positive initiatives the City is undergoing including Intalex software to support the safety management system, Applicant Tracking System and Mobile Work Orders that have supported modernization of service delivery and internal processes.
- The City currently uses outdated software that is not integrated with other systems. This has led to duplicated data entry, poor data generated to inform strategic and operational decisions and paper intensive systems.
- There is a perception that the City is currently using legacy systems with no back up plan in case of emergencies. There is also no metrics for turnaround on ticketed work requests. A review of this mitigates operational and financial data risks.
- There is a lack of understanding of SAP planning and communication of SAP best practices across the organization. There are concerns of inefficiencies with use of SAP such as certain required SAP modules not “turned on” due to cost where other software or manual processes are being used instead.
- There are significant challenges when staff (especially super users) with deep expertise with SAP leave and there is no succession plan. Finally, there is organizational risk if there are a lack of formal processes to handover information of heavily customized programs.
- There is no consistent means of scheduling software in the City
- Some by-laws are outdated and require revisions such as zoning and signs by-laws. The new departmental manager has started work on this.

T2: Concerns with Human Resources

Human Resources was identified as an area for improvement as it crosses various departments and effects internal activities and external service delivery.

Stakeholder observations

- Recruiting and retaining qualified employees are seen to have hampered efforts to make progressive changes within the City.
- Employees find the recruitment process long and cumbersome which does not support operations in achieving required and desired outcomes. The lack of efficiency within the recruitment process has led to management having less time to address their operational responsibilities.
- Employees are aware there will be little consequence for policy violation (e.g., violating personal leave rules) and in turn managers do not feel supported.
- Employees see HR as being too risk averse to the point that it is creating barriers for recruitment. Feedback for HR department also includes their reluctance to have difficult conversations with unions and therefore making it difficult to accomplish work day to day and implement change.
- Collective agreement language is seen as a barrier to change e.g., waterworks requires employees with a unique skillset that other departments do not need.
- The frontline supervisors may need more support from HR when they have problems with members to effectively manage their staff.
- Most relationships between employees and supervisors were seen as mostly collaborative and value generating given supervisors are receptive to employee input and encouraged group problem solving.

- Day to day Staffing is a critical to efficiency problem in both the LTCH and Transit divisions. Sick time/sick leaves and a shortage of coverage were identified as both causing additional overtime, domino effects resulting in sick leave for the rest of the staff as well as a prioritization of duties that eliminates time for improvement initiatives.
- Communication by administration to departments about internal talent is seen as ineffective. As a result departments contract out work that could have been filled internally.
- There may be too many managers/supervisors in certain service areas and are seen as not adding value and creating backlog of service requests
- Staff are seen as employee-centric and not customer-centric which can impact quality of service delivery

T3: Institutional and administrative inefficiencies City organization

Stakeholder observations

- Most departments identified either their whole department/division or portions of it as providing value to the City and tax and rate payers.
- Overall the City was commended for providing good quality services given the number of services offered.
- The City requires a strategy that outlines which areas they want to operate in that the for-profit sector does. Due to a lack of a strategic plan there is a lack of clarity of what City priorities are and therefore questions about whether the City should provide services the private sector already provides/can provide and how resources are allocated. It also leads to confusion as to which specific services should be offered by the City e.g., golf courses.
- There are inefficiencies observed due to the merger of Port Arthur and Fort William. This duplication exists both structurally for example with duplicated roles with a parks north and parks south division and operationally with both north and south yards.
- Iterations of councils have continued to build or acquire new assets while not disposing of or decommissioning older ones. The impact of ineffective asset management by council coupled with the absence of user fee increases has resulted in a great pressure to compress operating costs.
- There is a perception that council agrees to most funding requests and very rarely says no. This has led to unnecessary spending especially with Recreation and Culture services.

Centralization/decentralization

- Employees do not feel there is adequate administrative infrastructure to support consistent processes between departments with administrative functions e.g., central support divisions in operations such as Finance.

Asset and materials management

- There is room for improvement to align materials management (both the procurement process and with the management of stores) and the departments they support to make service delivery more efficient.
- There is a lack of updated inventory when there are internal changes., e.g., there are phone lines that are unused or underused phones based on staff leaving; same applies to any low dollar high volume expense.

Third party relationships

- Outside boards: Stakeholders identified that certain relationships with third parties and outside Boards are unorganized and have undocumented agreements which can lead to great organizational risk and costs. Examples include: tenant agreements with City facilities, community centre agreements (or lack thereof) and back office service provision for outside boards.
- Contractors: Hiring contractors is seen as 'easier' than assigning work to employees. The criteria required to hire contractors needs to be evaluated both for cost effectiveness and quality of the services. Moreover, standardization of processes/document templates (contracts/agreement specifically) are required with processes needing more centralization.
- Internal service providers: Services such as legal services were identified as areas of inefficiency and ineffectiveness due to the lack of standard set of agreements. This has increased administrative time and money to manage these operations. The City is currently working on standardizing legal agreements.

T4: Opportunities to generate revenue

Internal stakeholders recognized the City can do more to improve current revenue sources and generate revenue through non-tax channels.

Stakeholder observations

- The City generates revenue from common sources such as user fees, provincial offences act fines, license and permit fees, parking fees and municipal accommodation tax. However, the City has also taken initiative to diversify revenue sources through the marina, casino and hydro solar dividends.
- The City is currently reviewing user fees as it seen as an area of inefficiency from fee establishment, process to administer fees and collection. Currently fees are not based on a full accounting standards and for certain Recreation and Culture services, do not fulfil the cost recovery principle expected for programs e.g., user fees need to be increased in certain areas to cover true costs.
- Programs with registrants require online portals
- Most transactions are made by cash and there is a lot of cash handling. This can lead to great financial and operational risk. It can also make processing financial transactions more cumbersome.
- Stakeholders acknowledged that there is opportunity for the City to grow revenues through alternative means besides user fees such as corporate advertising, naming rights, development charges, etc. There are also areas the City pays to maintain that can be charged - for example the City could review docking fees at the marina.
- There are some services within Recreation and Culture that do not have a set criteria for funding requests and therefore, there are no controls for spending.
- Investment by the City in certain areas would be a net financial benefit for the City. For example, additional FTEs to collect provincial offences act collection fines.
- The City provides value when programs that are fee assisted make use of volunteers either directly or from outside boards as costs are kept low.



Section B

Research Summaries

Research Summaries

Internal Survey Summary

The overall themes from the internal survey include:

- Human resources may be the single most frequently cited area (recruiting, training, accountability)
- Top heavy org chart may be the second-most cited concern
- Localized efficiencies hurting larger efficiency (Human Resources Staffing)
- Employees not well trained
- Lack of transparent and accessible communication (digital)
- Lack of change management in new programs and new tools and software

Top services employees felt the City should stop offering:

- Golf courses
- Day-care centres
- Sidewalk snow ploughing
- Certain recreation facilities (arenas, hockey rinks, outdoor swimming pools)
- Chippewa

Top services employees felt the City should start offering:

- Indoor sport facilities
- Organic garbage collection/composting
- Online payments for services

Feedback on pre-identified contributors to citizen experience/livability

The following factors were rated by stakeholders to measure the impact on their quality of life (0 being no opinion or don't know and 4 being A lot). See appendix B 'livability' section for scoring definitions.

Child Care: Most responders rated this a 4/4

Overall response: This is an important service, however it should not be the responsibility of the City to deliver to the general public. The City should support those in financial need (e.g. social assistance) but should leave it to private sector (note: in corresponding with the City, TBDSSAB is the service provider. In Phase Two, we will clarify the delivery model).

Roads: Most responders rated this a 4/4

Overall response: Roads are in poor condition especially with potholes. Most people recognized this is due to the climate and suggested addressing seasonal road maintenance first (i.e., snow removal).

Walkability: Most responders rated this a 4/4

Thunder Bay is not a walkable community given the sprawl. Overall people thought the City is a beautiful place to walk around however, crime in certain areas make it unsafe. Sidewalks need to be improved to enhance walkability.

Aesthetics - Visual Attractiveness: Most responders rated this a 3/4

Areas of Thunder Bay are beautiful but there are inherent issues such as infrastructure, crime, and drug use that need to be addressed first. However, visual attractiveness is important when attracting people to the City as well as encouraging citizens to stay.

Recreation facilities: Most responders rated this a 4/4

Recreation Facilities are needed in the City. People use them and services provided are good. However, fees should be increased and facilities need to be better maintained

Performing arts: Most responders rated this a 3/4

The arts can attract people to the City and are good source of entertainment for the community. More events could bring people to the City. Thought should be taken as to whether this should be provided by the City or private sector.

Visual arts: Most responders rated this a 3/4

The art gallery was mentioned the most and was seen as not providing a lot of value. Overall, people felt this should not be a priority for the City.

Sports and fitness: Most responders rated this a 4/4

Physical activity and social engagement are generally linked to a positive experience. Therefore, sport and fitness activities is needed throughout the year. Areas for improvement include multi use turf facilities, better maintenance of trails.

Public transportation: Most responders rated this a 4/4

This was seen as important service especially given the City sprawl and the need to create efficient routes. Public transportation was seen as area to develop especially to reduce carbon emissions.

Inclusivity and multi-culturalism: Most responders rated this a 4/4

While the City has gotten a lot better at promoting the inclusivity of all groups of people, there is still a lot of work that needs to be done in the community in order to get through to some members of the community. In-order for the community to grow, we need to be more welcoming.

Property Crime Most responders rated this a 4/4

No material qualitative comments

Personal Crime Most responders rated this a 4/4

No material qualitative comments

How responsive do you believe the City (elected officials and staff) is to questions and concerns, from the public?

Most responders rated this a 3/4.

How responsive do you believe the City (elected officials and management staff) is to questions and concerns, from employees?

Most responders rated this a 3/4.

External Survey Summary

Overall feedback on pre-selected factors impacting citizen experience/livability:

Child care: 77% of respondents felt that child care services managed by the City are important, very important or extremely important.

Commentary: Overall there are concerns about affordability, accessibility and capacity of child care spaces.

Roads: 98% of respondents felt that road conditions are important, very important or extremely important.

Commentary: Most common concerns include driving safety given poor road conditions and rough weather conditions worsen roads. Responders also mentioned the difficulty of road maintenance given a perceived lack of choice of contractors and budget.

Walkability: 91% of respondents felt that walkability is important, very important or extremely important.

Commentary: There are issues with safety when walking in the City. Encouraging more walking would reduce strain on roads by cars. Sidewalk and trail maintenance were recognized as areas for improvements.

Visual attractiveness: 94% of respondents felt that visual attractiveness is important, very important or extremely important.

Commentary: Attracting new citizens, tourists and businesses through keeping the City clean and having well maintained green areas is very important. Many responders only mentioned that private businesses could be play a part increasing attractiveness.

Overall recreational opportunities offered by the City (i.e. arts, sports, culture, etc.): 90% of respondents felt that recreational opportunities are important, very important or extremely important.

Commentary: Recreational activities improves quality of life through staying physically and mentally active. Some suggestions include focusing on activities for children and indoor activities in the winter.

Facilities (i.e. buildings, trails, beaches, parks, bike lanes, etc.): 98% of respondents felt that facilities are important, very important or extremely important

Commentary: There were mixed responses about bike lanes - They are not useful given they cannot be used for majority of the year (due to snowfall) vs. there should be more bike lanes built (for health, low emissions, etc.). Overall, the public felt the facilities were an integral part of the City and needed to be properly maintained.

Public transportation: 89% of respondents felt that public transportation is important, very important or extremely important.

Commentary: Safe, efficient, and affordable public transportation is important. Many responders mentioned the importance of planning for public transportation for the future.

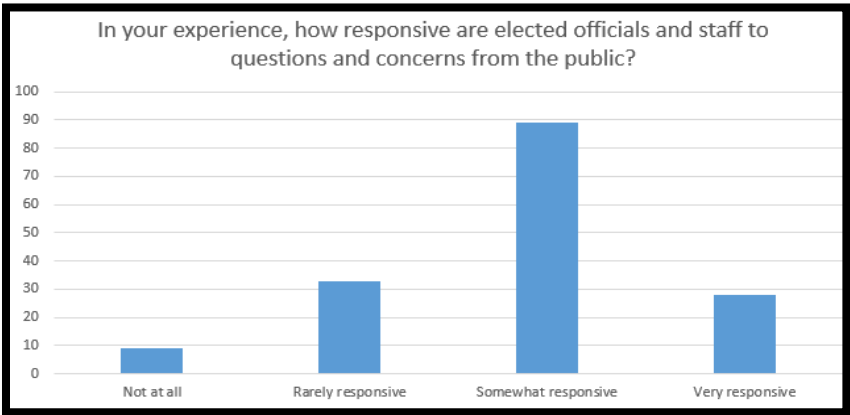
Inclusivity and Multi-Culturalism: 83% of respondents felt that inclusivity and multi-culturalism is important, very important or extremely important.

Commentary: More inclusion, more awareness of cultural diversity and more activities to celebrate each other were noted as areas to combat discrimination. 17% of respondents felt like this area is a waste of tax payer’s money and has already been heavily invested in.

Crime prevention: 95% of respondents felt that Inclusivity and crime prevention is important, very important or extremely important

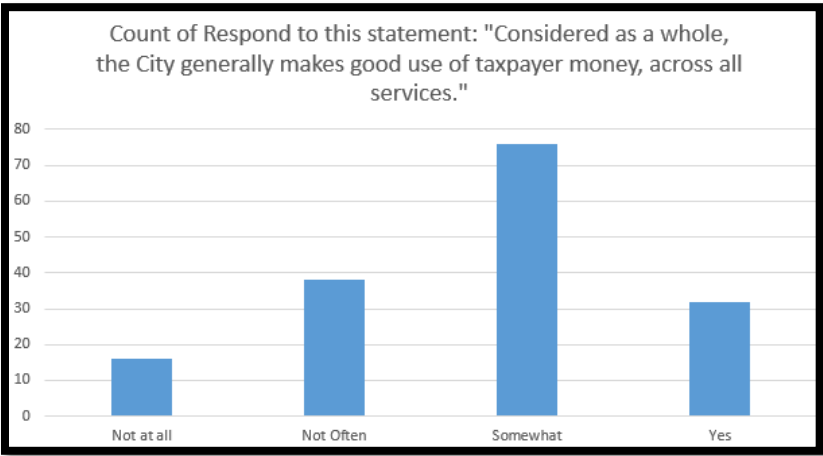
Commentary: Community safety is a key concern. There is a lot of crime (specifically violent crime, drug usage and gang activities) with a police force is too small. Many responders questions the current prevention strategies as being ineffective.

Figure 2 - How responsive are elected officials and staff to questions/concerns from the public?



Commentary: Overall the public seemed frustrated by both councilors and staff. Many complained about wait times to receive responses to emails.

Figure 3 - Respond to the statement “Considered as a whole, the City generally makes good use of taxpayer money, across all services.”



Commentary: Overall the public questioned City spending specifically around recreation and culture facilities, golf courses and the time it takes to make decisions and execute

List up to five City programs or services that you think add the MOST to the quality of life in Thunder Bay, and provide good value for taxpayers.

- Most common responses: Fire, water, parks, police, roads and recreation and culture

List up to five City programs or services that you think add the LEAST to the quality of life in Thunder Bay, and provide low value for taxpayers.

- Most common responses: Golf courses, child care, arts facilities, Homes for the aged, visual attractiveness plans

Do you believe there are any programs or services that the City should STOP offering?

- Examples included: golf courses, child care, campgrounds, bike lanes, homes for the aged and sister cities

Do you believe there are any programs or services that the City should START offering?

- Examples included: Improved recycling and composting collection, safe injection sites, and snow removal from resident driveways

Public House Summary

Public consultation occurred at City Hall October 23 and 24.

Details of public feedback can be found in Appendix C.

Public feedback focused largely on the need to limit increases in taxes and focus resources on maintaining roads infrastructure. Citizens also spoke about the need to contain sprawl. Citizen feedback largely suggested the limiting of expansion of assets in favour of maintaining the assets we currently have. Also commented on was the need for the City to be strategic in decision-making.

Benchmarking Summary

Approach

Grant Thornton conducted a comparative analysis of jurisdictions in order to gather relevant lessons learned and common best practices to inform future state recommendations. This was Phase 1c of the project. To accurately select jurisdictions, Grant Thornton worked with the City to develop a preliminary evaluation criterion to define characteristics that would provide the most value to the study. Cities were selected based on the initial scoring of the evaluation criteria. The following table summarizes the final selected municipalities that were identified as potential benchmarking candidates.

Table 3 – Municipal Benchmarking Evaluation Criteria

No.	Municipality/City	Similar Population size	Similar geographical area	Similar demographic mix	Similar median income	High diversity of tax base
1	Greater Sudbury, ON	x	x	✓	✓	✓
2	Sault Ste Marie, ON	x	x	✓	✓	x
3	Kingston, ON	✓	✓	✓	✓	✓
4	Winnipeg, MB	x	x	x	✓	✓
5	Moncton, NB	x	✓	✓	x	✓
6	Prince George, BC	x	✓	x	x	x

Benchmarking Survey

Following the confirmation of the municipal candidates, Grant Thornton contacted representatives from each jurisdiction to assess their willingness to participate in a benchmarking survey. Grant Thornton preceded to send the benchmarking survey based on findings from the CITY's current state analysis to each of the jurisdictions. From the above list, four candidates responded positively to the request: 1) Greater Sudbury, 2) Sault Ste. Marie, 3) Kingston, 4) Moncton, and, 5) Prince George

1. **Greater Sudbury:** Greater Sudbury provides an alternative Northern Ontario perspective with numerous similarities to the CITY, including a similar geography, a large indigenous community and a high knowledge based economy such as health, education, retail etc.
2. **Sault Ste. Marie:** Sault Ste. Marie has a smaller population than COTB but a larger geographic area and weather conditions. It also has a similar economic state including a slight population decline and similar median income
3. **Kingston:** Kingston will provide a view of how a larger Ontario city delivers services. The population of Kingston (120K)² is possibly closer to the true population of Thunder Bay (given the influx of students and visitors is not captured in StatCan data).
4. **Moncton:** Moncton provides an interesting perspective as a city that has overcome economic challenges to lead all Atlantic cities in growth in 2018. In terms of value to this study, Moncton has the potential to provide insight into best practices and opportunities for improvement that will support the COTB's future strategies.
5. **Prince George:** The inclusion of Prince George provides a unique perspective on a western Canadian municipality. It is the largest northern city in Northern BC and has a similar geographic area and weather to Thunder Bay.

A copy of the survey that was distributed to the municipal candidates can be found in Appendix C.

Publicly Available Data & Secondary Research

In addition to the information directly obtained through the benchmarking survey, the Grant Thornton Project team conducted a thorough review of publicly available information and previously conducted reports to provide greater insight into the jurisdictions being analyzed. The information assessed included:

- Financial statements
- Strategic plans
- Capital budgets
- Statistic Canada census profiles
- Previous benchmarking reports
- Weather reports

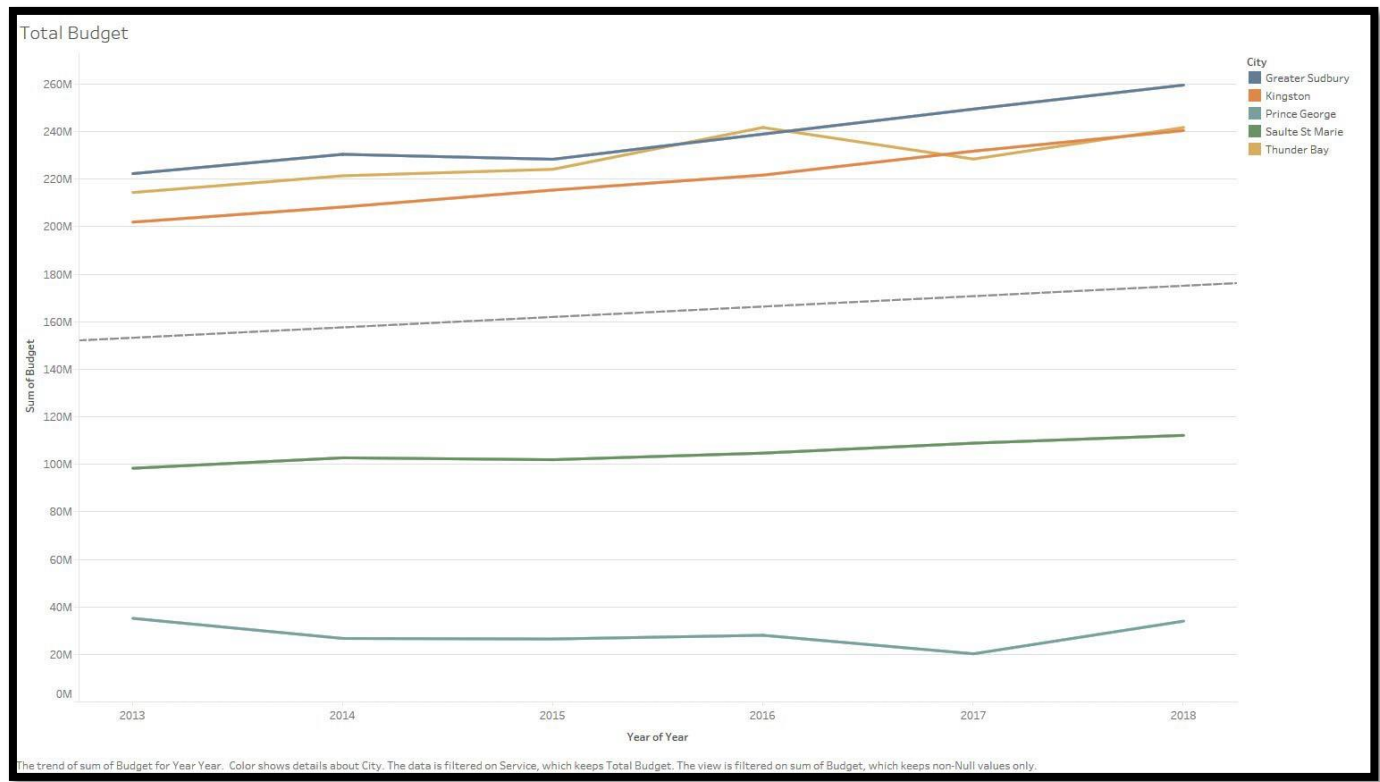
A full listing of publicly available data that was used in the report is referenced in Appendix C.

² 2016 Canadian Census, Statistics Canada

Phase One: Comparative analysis on total budget

Comparing benchmarking cities total budgets from 2013 to 2018, the overall trend has been a steady increase in budgets to keep up inflation, growing populations and service expansion. The City is the only city to have been significant decrease in budget (in 2016) to control spending. However, it is important to note that there is no correlation between total budget and quality of service delivery. In order for the City to recognize efficiencies, it will need to look for a mix between qualitative and quantitative indicators.

Figure 4 – Total budget (2013 to 2018)



Phase Two: Overall survey observations

The municipalities selected have unique circumstances that are summarized in the table below to provide context and considerations regarding specific findings.

Table 4 - Municipal Overview

	COTB	Sudbury	Sault Ste. Marie	Kingston	Moncton	Prince George
City Population	107,909	161,531	73,368	136,685	67,575	74,003
Geographical Area (sq. km)	328	36invo	715	450	142	318
Weather (snow fall) inches	64.1	103.7	126.0	61.8	111.0	55.9
Days per year with rain or snow	143	167	176	159	161	163
Similar demographic mix	Median age: 44 Population decline: 0.08%	Median age: 43 Population growth: 0.16%	Median age: 47 Population decline: 0.47%	Median age: 42 Population growth: 0.07%	Median age: 44 Population decline: 0.71%	Median age: 38 Population growth: 0.56%
Median income	\$66,163	\$71,805	\$61,020	\$67,485	\$52,132	\$75,690
Property tax rate as % of average income	2.6%	2.1%	2.5%	2.5%	1.8%	1.5%
Crime rate per 100,000	6,784	4,875	5,830	5,664	6,565	6,784
Net Budget (2018)	\$241.7M	\$259.6M	\$112.2M	\$240.5M	\$45.5M	\$34.0M
Per capita	\$2,193.8	\$1,607.1	\$1,529.3	\$1,759.5	\$673.3	\$459.4
Parks Services	\$8.7M	NA	\$3.2M	\$3.7M	\$7.0M	\$21.8M (Parks and Rec)
Per Capita Cost	\$78.7	NA	\$43.8	\$26.8	\$103.8	\$294.6
Roads Services	\$15.7M	\$69.8M	\$3.3M	\$6.7M	\$10.6M	NA
Per Capita Cost	\$142.4	\$432.3	\$45.0	\$48.2	\$156.8	NA
Solid Waste Services	\$4.4M	\$13.9M	\$2.6M	\$7.6M	\$3.2M	\$1.8M
Per Capita Cost	\$40.0	\$85.8	\$35.5	\$55.4	\$47.3	\$24.0

The following observations provide an overview of the general findings from the benchmarking survey with relevance to the City viability study. Observations have been divided into five distinct themes relating to the focus areas of the study: 1) Opportunities for modernization, 2) Organization structure, 3) Revenue Generation 4) Change Management and, 5) Service Delivery.

Social issues, sprawl and change management

1. Thunder Bay, Kingston and Moncton have almost the same percentage of population dependent on social economic support services- 14% (Moncton is 14%, Kingston is 14.1% and COTB is 14.7%). Therefore, the City could learn from how these cities are approaching these services.
2. Prince George and Moncton are the only cities that have experienced sprawl which has led to a financial impact, service boundary expansion, and pressures on asset management. Kingston was experiencing sprawl but in 2017 their Council decided to not have the urban boundary expand past existing boundaries.
3. Only Moncton has a formal change management processes that uses Six Sigma methodologies such as DMAIC projects, Kaizen or Rapid Improvement Projects, Daily management, Waste walks, 5S activities as well as developing project charters and change management documents for all projects.

Service Delivery

Roads

1. Northern cities (Greater Sudbury and Sault Ste. Marie) experience similar issues as Thunder Bay including limited resources for infrastructure such as roads.
2. Using a contractor to perform the construction enables some cities to complete more work during the short construction season.
3. Demand for maintenance especially during peak season (spring) means cities are spread too thin. Most cities feel stretched regarding snow removal.
4. Solutions to remediate high demand for road and sidewalk maintenance include piloting other maintenance methods such as different construction techniques and material choices, additional part time resources for high peak times, reaffirming agreed upon level of service from contractors and analyzing AVL (simulation) data to determine service requirements

Solid Waste

1. Modernization through automation route optimization, and waste reduction education has positively impacted solid waste collection. Cities like Sault Ste. Marie have seen success with contracting out collection zones while other cities like Kingston and Prince George have found success in conducting 100% in house. These benefits are listed below:

Table 5 - Benefits

Benefits for using contractors	Benefits for in-house
More cost efficient	More control over service delivery
More flexibility to increase services in certain areas	Less complexity to deliver services (no project management required to oversee contractor work)
Services are delivered at a high quality (given proper contract management)	Faster collection and response from complaints

Child Care

1. Most cities provide some level of services for child day care. Important considerations for service delivery include location accessibility, financial assistance and ensuring there are available spaces. Kingston specifically is looking at different ways to bolster their programs including partnerships and collaboration with health, education and wellness providers.
2. For the City of Kingston - TBDSSAB is the service manager of child care services and the City provides funding to 30 licensed childcare centres and homes.

Water/Waterworks

1. Aging infrastructure for waterworks/waste water was seen as areas for improvement in all benchmark cities that provide these services except Sault Ste. Marie.

The City is on the same track as other benchmarked cities as all cities mentioned initiatives to modernizing water systems.

Parks

Benchmarking cities are responsible for a variety of services under their Parks division including day camps, municipal playgrounds, off leash dog parks, skate parks, BMX, smoke free parks, splash pads, sports field maintenance, horticulture, forestry, maintenance of waterfront walkway and trails, event booking for park spaces, playground inspections, irrigation, public washroom maintenance, cemetery & mausoleum operations.

General

Some cities operate services traditionally outside municipality scope such as zoos, tourist attraction and a maple sugar camp similar to the City (i.e., Chippewa, conservatory, etc.).

Organization structure

- Thunder Bay: Five departments with twenty three directors/managers
- Greater Sudbury: Five departments with twenty four directors
- Sault Ste. Marie: Three service areas and two functional areas with 29 directors/managers
- Kingston: Twenty two departments with twenty two directors.
- Prince George: Nine departments with twenty two divisional managers
- Moncton: Eleven departments with eleven directors and six general managers

Cities have different ways of organizing themselves with three to twenty departments and subsequent directors and divisional managers. There is no correlation with size of municipality and senior management structure.

1. The City's administrative services are generally centralized (legal, HR, IT) with finance department being decentralized
2. Moncton and Kingston are the only cities that have their administrative services centralized

Human Resources

1. Efficiency in recruitment is seen as an area to be addressed for all cities with the use of technology and Lean Six Sigma used to realize time and cost efficiencies. COTB is also addressing recruitment needs through technologies like Applicant Tracking System, Intranet Resources and customized processes for certain divisions.
2. Efficiencies generated from negotiations from collective agreements include alternative shift scheduling and management policies.

Revenue Generation

Examples of how other cities are advertising for generating revenue through their Recreation and Culture department (or equivalent).

- Sault Ste. Marie: Naming rights are sold for two of the newest recreational facilities. Advertising within recreational facilities has been in place for many years.
- Prince George: Advertises on social media, City website, traditional media, and electronic sign at the flagship arena, CN Centre. The City also produces two "Community Active Living Guides" (fall/winter, spring/summer) that include programming, activities, etc. These are in magazine format and are very popular. The City sells advertisements on arena boards through user-groups, and as ads in the Living Guides. The City also provides naming rights opportunities to the major arenas and is exploring additional future options.
- Moncton: Facility advertising is taken care of by third party contractors.
- Kingston: Traditional print, billboard and radio advertising, combined with targeted digital advertising (social media and Google Ads) have had the largest impact on raising awareness of recreation and culture programming. Each municipal recreation program is considered individually so a customized marketing campaign can be created. Within City facilities, digital advertising and rink board advertising are generally managed by a third party with a portion of the revenue provided back to the City of Kingston. Naming rights for city facilities are on a case by case basis but generally are completed through a competitive process or Request for proposal. Examples include Leon's Centre, INVISTA Centre, CaraCo Home Field and individual ice pads (SWISH Maintenance, Selkirk Lifestyle Homes, Desjardins Insurance and Kingston Transit).

In general, most cities collected revenue through typical means of user fees, licenses and permit fees. Unconventional user fees collected were from airport, marina, parking, planning services to another municipality, gaming revenue, traffic fine revenue, etc.

Examples of opportunities to sell 'back office' services include:

- Water treatment services to smaller, neighbouring communities
- Accounting, technology and HR services to other agencies and boards

In general, most cities collected revenue through typical means of user fees, licenses and permit fees. Unconventional revenue sources were from airport, marina, parking, planning services to another municipality, gaming revenue, traffic fine revenue, etc. In comparison, the City generates revenue from user fees, provincial offences act fines, license and permit fees, parking fees and municipal accommodation tax. Other revenue sources through the marina, casino, hydro and solar dividends.

Examples of 'back office' services the City sells include:

- Labour relations services provided to Thunder Bay Public Library for a fee under a service agreement.

- Payroll and benefit administration services, including wellness are provided to Police. Revenue is collected through internal recovery

Examples of opportunities to sell 'back office' services from other cities include:

- Water treatment services to smaller, neighbouring communities
- Planning services to the neighbouring town
- Accounting, technology and HR services to other agencies and boards

Overall, the City is actively selling some of their back office services. There could more opportunities to sell other services based on what other cities are doing.

Opportunities for modernization

There are various examples of how cities have modernized their processes in the past few years and the positive impact it has had on their internal operations. The most notable examples include:

Table 6 – Opportunities for modernization

Technology	Efficiency achieved
CityWORKS	<ul style="list-style-type: none"> • CMMS program CityWorks has been implemented to help track the preventative maintenance which was occurring as well as assist with identifying areas of improvement
Lean Deployments	<ul style="list-style-type: none"> • Increased efficiencies for divisions that have implemented the methodology for processes streamlining
Oracle Service Cloud– CRM	<ul style="list-style-type: none"> • Workflow management (in progress) • Rapid routing to appropriate people - fewer manual, paper-based processes • Improved analytics and service metrics; • Paperless\centralized information; Data quality improvements • Cross-system integrations to streamline processes • Improved staff productivity, Improved knowledge sharing among work teams, who need to collaborate to deliver service • Better engagement with stakeholders, and citizens - Increased customersatisfaction
Wiki; centralized knowledge repositories	<ul style="list-style-type: none"> • Improved information organization and accessibility, increased contributions (quality of information), increased collaboration, real time updates, integrated version control, lower potential for knowledge loss, greater potential for knowledgeutilization

Implemented Security Awareness training and simulated phishing testing	<ul style="list-style-type: none"> Improved the click rate (% of staff who clicked on a simulated phishing link or attachment) from 10% to 1% in under 2 years
PeopleSoft HRMS- Human resource self-service portal: Employee self-serve access to information;	<ul style="list-style-type: none"> Reduces back-office service demands, rapid dissemination of information; potential for future process optimization (e.g. online leave requests)
Electronic web forms 100+ forms are electronic on the city website	<ul style="list-style-type: none"> Open Data updates Incorporated non-spatial data into open data site, provided graphical representation of non-spatial data (dashboards)
Server Virtualization / Hyper Converged Infrastructure	<ul style="list-style-type: none"> Faster provisioning of systems; Improve continuity of services; Significantly reduced operating costs; Improved service availability and sustainability
3D Digital Imagery - LiDAR	<ul style="list-style-type: none"> Increased accuracy and quality of data to enable better topographic profiles of the city which benefit city planners, engineers, builders and facility operators to reduce expenses, collect lost revenue, plan, design, build the city in an environmentally responsible and sustainable manner Better data increases accountability and service delivery proactively by bringing accuracy, efficiency and transparency in all geo-enabled and geo-centric systems

The City has implemented certain technology such as Intelex software, Online Voting System for Municipal Elections and Specialized Transit In-Vehicle Dynamic Scheduling System (Routematch). There have been some benefits realized from these technologies however, implementation of a robust change management and performance measurement system may increase the benefits realized from such new technologies.



Section C

4P Analysis & Recommendations

4P Analysis & Recommendations

4P Analysis

The service delivery analysis involved a preliminary overview of all the City departments to identify which areas present opportunities for efficiency and merit further analysis. Services were selected based on criteria including types of service budget, full time employees, service type, and the overall proportion of total budget and was supplemented by the primary research collected. Grant Thornton will conduct a detailed review in Phase Two of the project.

Services were selected based on criteria including types of service (e.g. 'mandatory' or 'business case'), budget, full time equivalent count (FTE), and the overall portion of total budget. The collated current state data was analyzed in a performance framework, which included areas for improvement from the 4P framework. A '4P Analysis' was used to map information gathered (or identified as missing) against the list of City divisions. The 4P analysis considered each division through four lenses:

1. Purpose and strategy: defines the relationship between the desired outcomes and practices pertaining to the service(s) /program(s).
2. People and culture: opportunities pertaining to the City's organizational structure, roles and responsibilities, culture dynamics, and communication procedures, etc.
3. Processes and finances: includes opportunities as they relate to approaches and processes to provide the service(s) /program(s), including responses to bottlenecks, inconsistencies, and identification of areas that work well.
4. Performance and measurement: includes pragmatic data and statistics to gauge services and support continuous performance improvement.

Each lens is assigned a rating based on the feedback received through the stakeholder engagement, or possibly, through other sources:

- Green – feedback indicating an area of strength
- Yellow – feedback indicating an area of some concern and a possible opportunity for improvement;
- Red – feedback indicating an area of significant concern and/or a 'mission critical' requirement for progress.
- White – indicates that little or no feedback from stakeholders or commentary from other sources, was received. We leave the divisions in the table regardless for the sake of completeness.

Divisions for further analysis were chosen where there was

- Many red cells signal significant areas of concern
- Areas for improvement represent a large portion of the budget or total FTEs
- Areas for improvement were complex and required further analysis to flush out recommendations

The following is the complete 4P Table:

Table 7 – 4P Table

DEPARTMENT	DIVISION	Purpose & Strategy	People & Culture	Process & Finance	Performance & Measurement
City Manager's Office	City Manager's Office				
City Manager's Office	City Solicitor & Corporate Counsel	Can all legal services be brought in house or contract out?	Interview commentary that legal is too risk averse	Work on creating more standardized agreements is ongoing	How is value for money currently measured?
City Manager's Office	Corporate Strategic Services - Communications and Strategy	Directions, initiatives, and controls do not appear to be driven by a central plan.	Interview commentary there is no central guiding plan for decisions		Unclear how strategy connects with financial or service performance
City Manager's Office	Corporate Strategic Services - Strategic Initiatives		Interview commentary there is no central guiding plan for decisions		Unclear how strategy connects with financial or service performance
City Manager's Office	Human Resources	There is risk of a local optimization effect here	Throughout the organization there are concerns about capacity and culture	Local optimization constraining effective process?	Unclear how strategy connects with financial or service performance
City Manager's Office	Human Resources - Administration	There is risk of a local optimization effect here	Division that directly impacts all other departments; Is HR equipped to support departments?	Local optimization constraining effective process?	Unclear how strategy connects with financial or service performance

DEPARTMENT	DIVISION	Purpose & Strategy	People & Culture	Process & Finance	Performance & Measurement
City Manager's Office	Human Resources - Corporate Safety		Focussed efforts on prevention to improve overall safety	Better systems for data will allow for pattern tracking	Is safety performance tracked relative to investment (ROI)?
City Manager's Office	Human Resources - Corporate Safety			Are there opportunities to improve prevention?	
City Manager's Office	Human Resources - Library Funding				
City Manager's Office	Human Resources - Staffing, Development & Support Services	Is this division guided by an overall long-term succession strategy?	Interviewees commented on the lack of planning stressing the system.	Is there a standardized process for identifying and addressing turn-over risk?	Is current succession planning benchmarked against cost of vacancies, etc.?
City Manager's Office	Human Resources - Wellness				
City Manager's Office	Office of the City Clerk	Opportunities for additional archiving may reduce need for physical buildings			
City Manager's Office	Office of the City Clerk - Aboriginal Liaison	Outreach to Aboriginal community priority for city		Would merging all indigenous outreach positions provide greater value?	How is performance measured? Indigenous stakeholder feedback?

DEPARTMENT	DIVISION	Purpose & Strategy	People & Culture	Process & Finance	Performance & Measurement
City Manager's Office	Office of the City Clerk - Accessibility Advisory				
City Manager's Office	Office of the City Clerk - City Archives	Potential cost centre for archiving		This is a primary opportunity for modernization investment	How is value of service measured?
City Manager's Office	Office of the City Clerk - Heritage Advisory			Query need for committee	How is performance measured as stand-alone function?
City Manager's Office	Office of the City Clerk - Intergovernmental Relations - Administration				
City Manager's Office	Office of the City Clerk - Municipal Accessibility				
City Manager's Office	Office of the City Clerk - Municipal Election				
City Manager's Office	Office of the City Clerk - Property Standards				
Community Services	Asset Management - Administration	Questions raised about strategic drivers and controls on asset acquisition and development.		Commentary that long-term operating costs not considered in asset commitments	

DEPARTMENT	DIVISION	Purpose & Strategy	People & Culture	Process & Finance	Performance & Measurement
Community Services	Asset Management - Construction Services	Questions raised about strategic drivers and controls on asset acquisition and development.		Commentary that long-term operating costs not considered in asset commitments	Questions about value to City of particular model (should use more contractors?)
Community Services	Asset Management - Facilities Services	Does a strategic masterplan exist for facilities, in the context of global City priorities?		Is there a global cost/benefit analysis of all 271 assets?	Commentary on performance of internal and contracted resources. The net-zero model impacts accountability.
Community Services	Asset Management - Fleet Services	Is there a fleet strategy that articulates own-resource, contracting, and cross-divisional needs?	Is Fleet Services effectively communicating with other divisions?	Are there areas to generate internal process efficiencies?	What are the measures/standards for performance of vehicles and division?
Community Services	Central Support			Should these functions be centralized	Is this support being used effectively to drive corporate performance
Community Services	General Manager's Office				
Community Services	Recreation & Culture - Aquatics, Wellness, Children and Youth	How does this division fit into the strategic direction of the City?		Noted as providing good quality programming that is well organized	Measurable performance? Cost/benefit?

DEPARTMENT	DIVISION	Purpose & Strategy	People & Culture	Process & Finance	Performance & Measurement
Community Services	Recreation & Culture - Child Care	Should the City be in the business of direct delivery of service for the child care?	This is a sensitive area for many citizens.		Most recent review did not appear to articulate options for alternate delivery models.
Community Services	Recreation & Culture - Community and Cultural Development	The facilities largely exist for historical reasons, not to serve the current City's priorities and realities.		Noted as providing good quality events that are well organized	Measurable performance? Cost/benefit?
Community Services	Recreation & Culture - Divisional Administration				
Community Services	Recreation & Culture - Older Adults Programs				
Community Services	Transit - Conventional	Aligned with city needs geographical reality (sprawl)?	Safety concerns for drivers due to increasing social issues and scheduling of shifts.	City open to improving transit given transit optimization study underway	Will study look at route optimization and scheduling/labour efficiency?
Community Services	Transit - Specialized	Aligned with city needs geographical reality (sprawl)?		opportunity process improvements in scheduling	Will study look at route optimization and scheduling/labour efficiency?
Corporate Services & Long Term Care	Accounting & Budget - Indigent Burials				

DEPARTMENT	DIVISION	Purpose & Strategy	People & Culture	Process & Finance	Performance & Measurement
Corporate Services & Long Term Care	Accounts Payable			Can use of technology create process efficiencies?	What are the measures of service and efficiency for this division?
Corporate Services & Long Term Care	Corporate Information Technology (CIT)	Lack of an IT strategy?	After HR, this is the second-most commented on division. The capacity and performance of this division has universal impacts	Anecdotally, IT enhancements have brought it in significant operational efficiencies when executed well	What are the measures of service and efficiency for this division? What are the standards for execution?
Corporate Services & Long Term Care	Corporate Services - General Manager's Office				
Corporate Services & Long Term Care	Financial Services - Accounting & Budget		Query number of accountants in City (may not all be in this division)		What are the measures of service and efficiency for this division?
Corporate Services & Long Term Care	Homes for the Aged - Jasper Supportive Housing Apartments	How does this division fit into the strategic direction of the City?			What are the measures of service and efficiency for this division?
Corporate Services & Long Term Care	Homes for the Aged - Meals on Wheels				

DEPARTMENT	DIVISION	Purpose & Strategy	People & Culture	Process & Finance	Performance & Measurement
Corporate Services & Long Term Care	Homes for the Aged - Pioneer Ridge	How does this division fit into the strategic direction of the City?		The City run LTCH was commented on as bringing great value to the residents.	What are the measures of service and efficiency for this division?
Corporate Services & Long Term Care	Homes for the Aged - Pioneer Ridge & Jasper	How does this division fit into the strategic direction of the City?		The City run LTCH was commented on as bringing great value to the residents.	What are the measures of service and efficiency for this division?
Corporate Services & Long Term Care	Internal Audit	Division provides ongoing useful financial and efficiency recommendations		Query process for acting on recommendations	What are the measures of service and efficiency for this division?
Corporate Services & Long Term Care	Revenue			Are there opportunities for modernization in data collection and billing?	What are the measures of service and efficiency for this division?
Corporate Services & Long Term Care	Revenue - Provincial Land Tax (PLT)				
Corporate Services & Long Term Care	Revenue - Provincial Offences (Court Services)			Is there opportunity to improve POA fees collection?	What are the measures of service and efficiency for this division?

DEPARTMENT	DIVISION	Purpose & Strategy	People & Culture	Process & Finance	Performance & Measurement
Corporate Services & Long Term Care	Supply Management			Are there opportunities to improve purchasing processes?	
Corporate Services & Long Term Care	Supply Management - Printing + Imaging	Opportunity to divest and purchase from third party			What are the measures of service and efficiency for this division?
Development & Emergency Services	Animal Services			Division is currently looking at business model for caring for cats	What are the measures of service and efficiency for this division?
Development & Emergency Services	Building Services				What are the measures of service and efficiency for this division?
Development & Emergency Services	Licensing & Enforcement		Staffing model under review to maximize benefit of human resources	If this is where bylaw sits; additional resources dedicated to proactive vs. complaint based compliance may generate additional revenue	

DEPARTMENT	DIVISION	Purpose & Strategy	People & Culture	Process & Finance	Performance & Measurement
Development & Emergency Services	Licensing & Enforcement			If this is where bylaw sits; additional resources dedicated to proactive vs. complaint based compliance may generate additional revenue	
Development & Emergency Services	Planning Services	Feedback received that this division is not guided by a visible strategy.			What are the measures of service and efficiency for this division?
Development & Emergency Services	Realty Services	Should the City continue being a private landlord?			What are the measures of service and efficiency for this division?
Development & Emergency Services	Realty Services	Should the City continue being a private landlord?			What are the measures of service and efficiency for this division?
Development & Emergency Services	Support Services				
General Corporate Expenditures	General Human Resources Expenses				What are the measures of efficiency for this expense area?

DEPARTMENT	DIVISION	Purpose & Strategy	People & Culture	Process & Finance	Performance & Measurement
General Corporate Expenditures	General Human Resources Expenses - Corporate Travel & Training, and Leadership Development				What are the measures of efficiency for this expense area?
General Corporate Expenditures	General Human Resources Expenses - Early Leave, Death and Termination			Are these payouts appropriately monitored?	
General Corporate Expenditures	General Human Resources Expenses - Employee and Family Assistance Program (EFAP)				What are the measures of efficiency for this expense area?
General Corporate Expenditures	General Human Resources Expenses - Honorariums to Retirees	Is this service required or can it be eliminated?			
General Corporate Expenditures	General Human Resources Expenses - Job Evaluations				
General Corporate Expenditures	General Human Resources Expenses - Long Service Awards	Is this service required or can it be eliminated?			

DEPARTMENT	DIVISION	Purpose & Strategy	People & Culture	Process & Finance	Performance & Measurement
General Corporate Expenditures	General Human Resources Expenses - Race Relations				
General Corporate Expenditures	General Human Resources Expenses - Retirees Banquet	Is this service required or can it be eliminated?			
General Corporate Expenditures	Grant Program				
General Corporate Expenditures	Insurance				
General Corporate Expenditures	Legal Fees			Can all legal services be brought in house with more standardized agreements	What are the measures of efficiency for this expense area?
General Corporate Expenditures	Other General Expenditures				
General Corporate Expenditures	Other General Expenditures - Business Vacancy Rebates				
General Corporate Expenditures	Other General Expenditures - Corporate Expenses				
General Corporate Expenditures	Other General Expenditures - Debenture Debt Payments				

DEPARTMENT	DIVISION	Purpose & Strategy	People & Culture	Process & Finance	Performance & Measurement
General Corporate Expenditures	Other General Expenditures - Intergovernmental Relations (City Council)				
General Corporate Expenditures	Other General Expenditures - Low Income Credit				
General Corporate Expenditures	Other General Expenditures - Provision for 911				
General Corporate Expenditures	Other General Expenditures - Rebates to Charities and Interest Assessment Appeals				
General Corporate Expenditures	Other General Expenditures - Strategic Initiatives				What are the measures of efficiency for this expense area?
General Corporate Expenditures	Other General Expenditures - Taxes				
General Corporate Expenditures	Other General Expenditures - Taxes Written Off				
General Corporate Expenditures	Property Assessment (MPAC)				
General Corporate Expenditures	Provision to Reserve Funds				

DEPARTMENT	DIVISION	Purpose & Strategy	People & Culture	Process & Finance	Performance & Measurement
Infrastructure & Operations - Rate	Prince Arthur's Landing Waterfront Park (Boater Services) - Rate Supported			Is there room to expand fees from docking boats, events, etc.?	What are the measures of efficiency for this expense area?
Infrastructure & Operations - Rate	Solid Waste - (Landfill) Rate Supported				What are the measures of service and efficiency for this division?
Infrastructure & Operations - Rate	Solid Waste - (Recycling) Tax and Rate Supported	Is there sufficient education regarding recycling amongst residents? (to reduce solid waste collection)How will the service delivery be impacted by future legislative changes?			What are the measures of service and efficiency for this division?
Infrastructure & Operations - Rate	Wastewater - (Sewer) Rate Supported	Positive public perception about quality of waste water treatment		Concerns about maintenance and opportunity to modernize	What are the measures of service and efficiency for this division?
Infrastructure & Operations - Rate	Waterworks - Rate Supported	Positive public perception about quality of drinking water	Is there opportunity to improve working relationships and therefore improve efficiency	Concerns about maintenance and opportunity to modernize	What are the measures of service and efficiency for this division?
Infrastructure & Operations - Tax	Central Support - Communication				

DEPARTMENT	DIVISION	Purpose & Strategy	People & Culture	Process & Finance	Performance & Measurement
Infrastructure & Operations - Tax	Central Support - Concession Services				
Infrastructure & Operations - Tax	Central Support - Crossing Guard Program				What are the measures of service and efficiency for this division?
Infrastructure & Operations - Tax	Central Support - Dispatch				
Infrastructure & Operations - Tax	Central Support - Eye on the Street				What are the measures of service and efficiency for this division?
Infrastructure & Operations - Tax	Central Support - Financial and Administrative Services	Should support services be centralized?		Is there an opportunity for modernization here?	What are the measures of service and efficiency for this division?
Infrastructure & Operations - Tax	Central Support - Financial Services: Landfill				
Infrastructure & Operations - Tax	Central Support - Manager & Capital & Budget Analysis				
Infrastructure & Operations - Tax	Engineering - Design & Drafting				
Infrastructure & Operations - Tax	Engineering - Earth Care and Climate Adaptation				

DEPARTMENT	DIVISION	Purpose & Strategy	People & Culture	Process & Finance	Performance & Measurement
Infrastructure & Operations - Tax	Engineering - Field Staff				
Infrastructure & Operations - Tax	Engineering - Traffic Engineering				
Infrastructure & Operations - Tax	Engineering Design and Administration (Including the General Manager's office)				
Infrastructure & Operations - Tax	Parks - Administration and Planning	Feedback that Parks divisions are not driven by a central strategy.	This is an area with strong citizen engagement, requires highly consultative approach.	Are there opportunities to make process more efficient? (Issues caused due to sprawl). Better interaction with other Divisions?	What are the measures of service and efficiency for this division?
Infrastructure & Operations - Tax	Parks - General Parks North	Does there need to be a North and South Division? Are the Parks division responsible for too many services?	This is an area with strong citizen engagement, requires highly consultative approach.	Are there opportunities to make process more efficient? (Issues caused due to sprawl). Better interaction with other Divisions?	What are the measures of service and efficiency for this division?
Infrastructure & Operations - Tax	Parks - General Parks South	Does there need to be a North and South Division? Are the Parks division responsible for too many services?	This is an area with strong citizen engagement, requires highly consultative approach.	Are there opportunities to make process more efficient? (Issues caused due to sprawl). Better interaction with other Divisions?	What are the measures of service and efficiency for this division?

DEPARTMENT	DIVISION	Purpose & Strategy	People & Culture	Process & Finance	Performance & Measurement
Infrastructure & Operations - Tax	Parks - Golf	Should the City be in the business of providing golf courses?	This is an area with strong citizen engagement, requires highly consultative approach.		What are the measures of service and efficiency for this division?
Infrastructure & Operations - Tax	Parks - Horticulture - Conservatory & Greenhouses	Should the City be in the business of maintaining and operating the Conservatory?	This is an area with strong citizen engagement, requires highly consultative approach.		What are the measures of service and efficiency for this division?
Infrastructure & Operations - Tax	Parks - Horticulture - Mountainview Cemetery		This is an area with strong citizen engagement, requires highly consultative approach.	Is there opportunity to improve service delivery through enhanced technology?	
Infrastructure & Operations - Tax	Parks - Horticulture - Tree Maintenance	Is there a horticultural strategy for the City?		Is there opportunity to improve service delivery through enhanced technology?	What are the measures of service and efficiency for this division?
Infrastructure & Operations - Tax	Roads - Administration	Feedback that the creation and management of roads and related services not connected to visible strategy.		Are there opportunities to make process more efficient?	Roads department has granular standards; query monitoring process

DEPARTMENT	DIVISION	Purpose & Strategy	People & Culture	Process & Finance	Performance & Measurement
Infrastructure & Operations - Tax	Roads - Drainage and Flood Control	Feedback that the creation and management of roads and related services not connected to visible strategy.			
Infrastructure & Operations - Tax	Roads - Road Surface and Bridge Maintenance	Feedback that the creation and management of roads and related services not connected to visible strategy.	Impacted by sprawl. This is an area with strong citizen engagement, requires highly consultative approach.	Are there opportunities to make process more efficient? (issues caused due to sprawl and contract management)	What are the measures of service and efficiency for this division?
Infrastructure & Operations - Tax	Roads - Sidewalk Cleaning	Feedback that the creation and management of roads and related services not connected to visible strategy.		Are there opportunities to make process more efficient? (issues caused due to sprawl)	What are the measures of service and efficiency for this division?
Infrastructure & Operations - Tax	Roads - Sidewalk Repairs	Feedback that the creation and management of roads and related services not connected to visible strategy.		Are there opportunities to make process more efficient? (issues caused due to sprawl and contract management)	What are the measures of service and efficiency for this division?
Infrastructure & Operations - Tax	Roads - Street Cleaning	Feedback that the creation and management of roads and related services not connected to visible strategy.		Are there opportunities to make process more efficient? (issues caused due to sprawl)	What are the measures of service and efficiency for this division?

DEPARTMENT	DIVISION	Purpose & Strategy	People & Culture	Process & Finance	Performance & Measurement
Infrastructure & Operations - Tax	Roads - Traffic Control and Street Lighting	Feedback that the creation and management of roads and related services not connected to visible strategy.			
Infrastructure & Operations - Tax	Roads - Traffic Safety Maintenance	Feedback that the creation and management of roads and related services not connected to visible strategy.			
Infrastructure & Operations - Tax	Roads - Winter Control	Feedback that the creation and management of roads and related services not connected to visible strategy.	Impacted by sprawl. This is an area with strong citizen engagement, requires highly consultative approach.	A high-profile service; appropriately funded?	What are the measures of service and efficiency for this division?
Infrastructure & Operations - Tax	Roads - Winter Control - Sidewalks Clearing & Sanding	Feedback that the creation and management of roads and related services not connected to visible strategy.		Are there opportunities to make process more efficient? (issues caused due to sprawl)	What are the measures of service and efficiency for this division?
Infrastructure & Operations - Tax	Solid Waste - Waste Collection	Is there another model to deal expand collection capacity (i.e., contractors?) How will the service delivery be impacted by future legislative changes?		Can waste collection become more streamlined with opportunity for modernization (automated garbage trucks)	What are the measures of service and efficiency for this division?

DEPARTMENT	DIVISION	Purpose & Strategy	People & Culture	Process & Finance	Performance & Measurement
Mayor & Council	City Council - General Council	Is there a strategic justification for the current structure, or for change?	This is an area with strong citizen engagement, requires highly consultative approach. Ward system.		What are the measures of service and efficiency for this division?
Mayor & Council	City Council - Sister Cities	Is this service required or can it be eliminated?		Is this service required or can it be eliminated?	What are the measures of service and efficiency for this division?
Mayor & Council	Mayor's Office				

Recommendations

Our recommendations are to be understood within the following framework:

1. The recommendation that the City consider the division, service, or program for deeper analysis is the primary deliverable for this report; all other recommendations are secondary, preliminary, and subject to change in the next phase of this project. That is they reflect Grant Thornton's best understanding of the inputs collected, and acknowledge that Council, on advice from Senior Administration, will make its own determination based on its collective understanding of matters.

We considered the following inputs in arriving at the recommendations:

1. Our expertise and experience in the areas of organizational management and performance, and in the delivery of municipal services Nationally;
2. The feedback and input on the basis of carefully constructed interview questions, from internal stakeholders with material knowledge of the City's operations: senior administration and management, front-line management, and City councilors.
3. Feedback and input collected in interviews and surveys with representatives of the Labour Unions representing City employees, and the public at large.
4. A review of historical and current documents including internal documents from the City, such as the draft Strategic Plan, or Child Care review report, and external documents such as the 2013 Covenco Report or the MBNCanada 2017 report on Efficiency of City Services (See appendix F for document sources)
5. The 4P table, with assessment drawn from internal stakeholder commentary (especially frequency), and Grant Thornton's own observations, especially when the larger themes such as 'sprawl' or 'strategic alignment' were found to be at play;
6. The percent of total budget represented by a Division or group of Divisions;
7. The percent of total FTE (Full Time Equivalent) employees represented by a Division or group of Divisions; and,
8. Any insights provided by the external benchmarking survey.

Strategy

While it is not the purpose of this report to drive municipal strategic planning, review/recommendations with regards to services reviews must take into account strategic purposes of said services and have some guiding principles to lead to balanced advice. Overall, we recommend:

- The City articulate a strategy in support of sustained growth for the COTB; one that is clearly defined enough to drive tactical and operational decision-making resource planning and guides services management, and that within that strategic framework. The strategy should including a plan to generate revenue through advertising, user fees, etc. make sure all divisions who have opportunities for revenue generation have clear objectives and goals
- The City review the responsibilities and resourcing of the Human Resources Divisions to support improved succession, recruiting, knowledge transfer, and support for change management;
- The City review the responsibilities and resourcing of the Corporate Information Technology Division to support improved succession, recruiting, knowledge transfer, and support for change management;

Strategic Execution

There are many skills, tools and processes that connect strategy with successful strategic execution. Three areas that together lead to successful strategic execution are formal process for:

1. Change management – Central to the change will be championship from senior leadership. Establishing administrative steering committees is a consistent recommendation for execution Programs and Services Recommendations section of this report. The same would be required for the strategic recommendations made above. An administrative steering committee supporting, and guided by, a project management office or project/change manager, properly resourced and with clearly defined authority and responsibility for outcomes will contribute significantly to success.
2. Project management –The City should consider instituting a PMO office tasked with facilitating effective strategic execution across all areas of the City. A PMO office will allow for focus and management of the processes, tools, and activities needed to complete a project change activities. Moreover, departments can be held accountable for processes leading to more effective communication and control;
3. Controls – Controls can include initiatives such as managing timelines, quality and budget. These inputs that manage the risk of failing on a project like budget or timeline for success (that include staying the course long enough and staying within projected completion timelines), decision process to change scope/timelines/budgets for projects that tie to vision/goals/intents.

Finally, the most effective control in any change management undertaking is an excellent communication protocol. This protocol is driven by the stakeholder map and the milestones established by the steering committee. Defining what needs to be communicated and to whom, how frequently to seek feedback, and the communication periods and milestones, drive accountability and buy-in, and reduce implementation risk.

Sprawl

A refreshed strategic plan should address sprawl and the need to

- Move towards thinking of the City as one City not a Fort William or Port Arthur area. This can be reinforced through City communications, organization structure (Parks North and Parks South division instead of one Parks division), public events, etc.;
- The sprawl has led to a duplication and spread of assets which could lead to cost leakage. The City should review assets such as facilities and properties associated with the Recreation and Parks Divisions, and freezing any new projects and developments until a master framework is developed that articulates a response to the concerns about sprawl through cost/benefit analyses for all existing and proposed facilities/properties;
- Our analysis uncovered the difficulty in servicing 'out zones' or sub divisions that are far from the City centre. We recommend considering discouraging migration away from the City core through population infill strategies such as lower property taxes, promoting convenient amenities nearby, etc.

Social issues

Though out of scope, we recognize that the City has many social issues that drive both the level of services offered and therefore impact costs. The City has been proactive about these issues where strengths include programs that support vulnerable groups and the use of volunteers within these and other programs to extend the reach of social and recreational activities within budget constraints. Committees such as the drug and crime prevention committees are highly valuable to address and combatting social issues. We recommend the City remain proactive and cognizant of social issues while still seeking efficiency within initiatives and committees. E.g., The City can leverage synergies between committees (subject matter experts, materials, etc.) through collaboration tools or online platforms which can subsequently to keep costs low.

Programs and services recommendations through 4P evaluation

Based on the analysis, it was determined there were specific services where significant improvements could be made. This was based on both qualitative data collected as well as quantitative. We assume the quantitative sources provided by the COTB and benchmarking cities (see appendix F for list of sources) are accurate. To qualify interview and survey feedback we approached feedback by considering:

- I. The position and experience of the person interviewed;
- II. Frequency with which the issue or topic appeared in feedback;
- III. The constraint that feedback indicates candidates for further analysis and does not qualify as analysis in and of itself

Furthermore, to mask the analysis from bias, when qualitative analysis was used as a data point, more than one source for validation was used. These data points can be seen under 'Evidence' under each Observation.

Based on the review, this table highlights service areas that are candidates for deeper review and for change.

Table 7 – Highlight service areas for deeper review

Departments	Divisions for Phase 2 detailed review	Relevant Driver	Relevant Theme	Nature of review
City Manager's Office	Human Resources	D1, D2	T1, T2, T3	Strategic Place, Capacity
Corporate Services & Long Term Care	Corporate Information Technology (CIT)	D1, D2	T1, T3	Strategic Place, Capacity
	Homes for the aged	D1, D4	-	Strategic Place, Efficiency
Community Services	Child Care	D1, D2, D4	-	Strategic Place, Elimination

	Fleet and Facilities Services	D1, D2, D3, D4	T1, T3	Efficiency, Reduction
	Recreation & Culture	D1, D2, D3, D4	T1, T3, T4	Efficiency, Reduction
Infrastructure & Operations tax	Parks	D1, D2, D3, D4	T1, T3, T4	Strategic Place, Efficiency, Reduction
	Roads	D1, D2, D3, D4,	T1, T3	Strategic Place, Efficiency
Infrastructure & Operations rate	Solid Waste	D1. D2	T1, T3	Efficiency, Reduction
	Waterworks and Waste water	D1. D2	T1, T2, T3	Efficiency, Reduction
Mayor & Council	Sister cities	D1	-	Strategic Place, Elimination [not Phase II]
General Corporate Expenditures	General Human Resources (honorariums to retirees, long service awards and retirees banquet)	D1	-	Strategic Place, Elimination [not Phase II]

The divisions above represent 24.03% of total budget (\$241,756,200M) and 42% of total FTE (2000 FTE). The sources for the following analysis include findings from interviews, internal survey, external survey, open houses and review of internal data and external reports

Recommendation Framework

Each division reviewed is provided with a recommendation framework that sets out the Phase One recommendations for that area. The framework sets out:

1. Recommendations: if the area is recommended for the Phase Two 'detailed review', and any other recommendations to be considered by Council as part of that detailed review or to be considered by Council independently of this review;
2. Cost savings: how (or if) the division or service can realize cost savings for the City. The need for cost savings is supported in the results from the Citizen Satisfaction survey where historical data indicate that since 2009, the most preferred balance of tax rate and services has moved from a slight preference for "increasing taxes to maintain services at current levels," to a preference for "cutting services to maintain current tax levels;"

3. Strategic Place: we consider the service or division in respect to opportunities for improved alignment with the drivers and themes identified in this review (Strategy, Sprawl, Modernization, etc.);
4. Efficiency: we consider opportunities for improved financial and/or operational efficiency in the delivery of the service;
5. Balancing values: we answer the question, "What values must be balanced or considered in realizing strategic or efficiency objectives?" Values of quality of service, corporate culture, and public impact are considered in particular.
6. Balancing executions challenges: this is a high-level commentary on what can be anticipated in the way of challenges in executing on the recommendation. This is a dimension that would be explored more deeply in Phase Two of this review.
7. Scoring for easy/mid/hard 2020 change: in a very approximate fashion we identify the assessment as to the ease of execution and realization of efficiencies in the next budget cycle. We provide some high level reasoning for the assessment.

After each set of recommendations, there is an execution overview which comments on action items required to execute on the recommendation. Please note, in four areas in the following Recommendations, we suggest the City establish Steering Committees as part of overall improvement strategies. In making these recommendations we acknowledge two factors:

- i. These are preliminary execution recommendations that could be subject to change during the deeper analysis; and,
- ii. A 'Steering Committee' is a structure of convenience. We acknowledge the City may use other structures for that work, including informal working groups, individual service-area managers, or a dedicated Project Management Office or officer.

Human Resources

This analysis and the recommendations speak to seven Human Resources-related divisions in the City Manager's office: payroll, benefits and pension administration. Compensation management and pay equity maintenance. Disability management, workplace accommodation and return to work. Collective bargaining, grievance and collective agreement administration. Recruitment, selection and hiring. Legislated Training. Workplace Harassment and Discrimination Investigations. Legislation compliance. Support for acquisition and divestment of corporate services. Leadership development, Occupational Health & Safety, WSIB, support for Thunder Bay Public Library, wellness program.

As with Information Technology (and to a lesser extent Divisions like Fleet Services), Human Resources is a collection of Divisions that impact many other divisions in the City. In fact, the commentary we analyzed suggests that Human Resources may have the single-greatest impact on the culture and performance of the rest of the City.

Budget: \$2.9M (1.2% of total 2018 budget)

FTE: 28.7 (1.4% of total FTEs)

Documents

City of Thunder Bay organizational structure

Benchmarking Commentary

Cities have different ways of organizing themselves with three to twenty departments and subsequent directors and divisional managers. There is no correlation with size of municipality and senior management structure.

1. Moncton and Kingston are the only cities that have their administrative services centralized
2. Efficiency in recruitment is seen as an area to be addressed for all cities with the use technology and Lean Six Sigma used to realize time and cost efficiencies
3. Efficiencies generated from negotiations from collective agreements include alternative shift scheduling and management policies

Observations

Observation 1: The recruiting process is inefficient which may impact negatively the quality of internal and external service delivery from other departments

Evidence: Extensive commentary was made during internal interviews that the recruitment process was very slow and resulted in lengthy vacancies

Implication: *An opportunity exists to improve the recruitment process to reduce cycle time and be more responsive to requesting departments.*

Observation 2: Occupational Health and Safety does not seem to be efficiently integrated with operations-centric departments such as roads, waterworks, etc.

Evidence: Extensive commentary was made during interviews that better data sharing, including information regarding incidents being more visible to supervisors, would both streamline incident reporting and provide ease of access to information to focus on trends and root causes to facilitate preventative activities rather than reacting and reporting incidents.

Implication: *An opportunity exists to better integrate Occupational Health and Safety with operational departments to track incidents to identify root causes and reduce repeat incidents*

Observation 3: There appears to be lack of consistent process regarding management of unionized employees and labour relationships

Evidence: Commentary from internal interviews mentioned that risk-aversion within human resources regarding conflict with unions was impairing the corporation's ability to manage operations effectively.

Implication: *An opportunity exists to update the City's relationship and shared processes with unions to increase the ability of the City to focus on improving services to the public in a cost-effective and efficient manner.*

4P Assessment

Yellow indicates areas of moderate concern or opportunity for improvement or better understanding. Red indicates serious concerns or significant opportunity for improvement.

As is the case for most of the City divisions in Thunder Bay, we could find little in the way of performance measurement, making it difficult to assess quantitatively the return on value on tax-payer or rate-payer dollars.

Table 8 – 4P Assessment

DIVISION	Purpose & Strategy	People & Culture	Process & Finance	Performance & Measurement
Human Resources	Is the Human Resources group of Divisions 'optimized' to the point where the whole corporation is underserved?	Commentary throughout the organization there are concerns about capacity and culture impacted by HR.	Local optimization constraining effective process?	Are expectations, demand, and performance set out in transparent metrics?
Human Resources - Administration		Division that directly impacts all other departments; Is HR equipped to support departments?		
Human Resources - Corporate Safety			Better data systems will allow for pattern tracking	Is safety performance tracked relative to investment (ROI)?
Human Resources - Staffing, Development & Support Services	Is this division guided by an overall long-term succession strategy?	Interviewees commented on the lack of planning stressing the system.	Is there a standardized process for identifying and addressing turn-over risk?	Is current succession planning benchmarked against cost of vacancies, etc.?

Recommendation Framework

Recommendations

- We recommend that the Human Resources Divisions be reviewed as part of the Phase Two 'detailed review';
- We recommend the City review all recruiting and succession-related practices to identify opportunities for improvement in these areas;
- We recommend the City look at overall organizational performance (culture, processes, and measurement) to ensure the best alignment between expectations, processes, and resources.

Cost savings

We do not see this as an area for short term cost savings, and possibly even an area for an expanded budget. In the long term, a properly aligned Human Resources team and process are critical to the good functioning of the rest of the organization, and this work is unlikely to result in cost savings.

Strategic Place

A Human Resources and internal culture strategy that supports the larger strategic objectives of the City is critical. Given the feedback received during the first phase of this review, developing an effective Human Resources strategy may arguably be one of the most important recommendations coming out of this review.

Efficiency

There are possibly opportunities for improved financial efficiency in the Human Resources Divisions. However, the recommendations are that effectiveness be seen as driving any efficiency. In this way efficiency must be realized while ensuring the excellent support of other Divisions. An expanded budget can still be an efficient budget where effectiveness is the goal.

Balancing values (quality of services, corporate culture, public impact)

Since effectiveness should be seen as the driver, matters of quality of service, culture, and impact do not need to be balanced for; they are the drivers.

Balancing execution challenges

The effectiveness of the execution will be a direct function of the quality of understanding, and the willingness to make substantive changes. Council and the executive team must make this a priority to drive effective change management.

Scoring for easy/mid/hard 2020 change

Level of difficulty: Hard.

Given that a possible outcome of the discovery phase in reviewing the Human Resources Divisions, is an expansion of the budget, and a change process that touches on corporate culture, there is little likelihood of financial efficiencies in 2020.

That said, changes not resulting in fiscal efficiencies can be undertaken in the 2020 year, and should in fact be budgeted for. An initial discovery and organizational audit in respect of Human Resources services should be a priority in the 2020 budget.

Execution Overview

A full execution overview and roadmap are properly associated with Phase Two of the services review. A high level commentary is provided here.

- Undertaking a comprehensive review of the Human Resources Divisions, the organizational performance, internal processes, and impacts on the rest of the City's Divisions, is a strong recommendation.

One particular area of focus for review is succession and recruiting. This review should not just focus on Human Resources in isolation, but should consider the entire internal customer ecosystem and what gaps and opportunities exist in better serving that ecosystem for the good of the whole.

Corporate Information Technology

Service detail: Maintenance of all technology software & hardware for mandatory/ primary services, e.g. Tax & Water Billing, Payroll, General Ledger, Building Permit and Inspections, Pioneer Ridge Resident Care, etc.

As with Human Resources (and to a lesser extent Divisions like Fleet Services), Corporate Information Technology is a division that impacts many other divisions in the City. A full understanding of demands and expectations, internal resources, and operational effectiveness are an important element of understanding the City's capacity for digital transformation, and modernization generally.

Budget: \$3.3M (1.4% of total 2018 budget)

FTE: 29 (1.5% of total FTEs)

Benchmarking Commentary

There are various examples of how cities have modernized their processes in the past few years and the positive impact it has had on their internal operations. Detailed examples are found in Appendix E.

Observations

Observation 1: Corporate information technology requires a detailed strategy and action plan that focuses on integrating with the City as a whole.

Evidence Considerable commentary was received during internal interviews regarding the need for reduction in manual data entry; for creation of internal and external portals for various City business activities; the need to integrate and update software programs; proper IT training; and expanding the use of mobile devices within field departments.

Implication: *The City would benefit from an IT strategy. Future growth, efficiency, value creation for the City will likely involve significant use of technology and the role of CIT will continue to increase in importance. Therefore, planning for this department should be integrated with the future vision for the City.*

4P Assessment

Yellow indicates areas of moderate concern or opportunity for improvement or better understanding. Red indicates serious concerns or significant opportunity for improvement.

As is the case for most of the City divisions in Thunder Bay, we could find little in the way of performance measurement, making it difficult to assess quantitatively the return on value on tax-payer or rate-payer dollars.

Table 9 – 4P Assessment

DIVISION	Purpose & Strategy	People & Culture	Process & Finance	Performance & Measurement
Corporate Information Technology (CIT)	The City appears to lack a comprehensive digital transformation strategy.	After HR, this is the second-most commented on division. The capacity and performance of this division has universal impacts	Based on interviews and benchmarking, there is opportunity to modernize processes across the organization	What are the measures of service and efficiency for this division?

Recommendation Framework

Recommendations

- We recommend that the Corporate Information Technology Division be reviewed as part of the Phase Two ‘detailed review’.
- We recommend the City develop a comprehensive digital transformation strategy to support a central vision for the future of The City;
- We recommend the City undertake an organizational performance review within Corporate IT to determine if the organizational chart, the team, and internal processes are creating the maximum possible value in executing on a digital support and transformation strategy.

Cost savings

We do not see this as an area for cost savings, and possibly even an area for an expanded budget. Properly aligned, Corporate IT people and process are critical to the good functioning of the rest of the organization, and this work is unlikely to result in cost savings.

Strategic Place

A digital transformation strategy that supports the larger strategic objectives of the City is critical. Given the feedback received during the first phase of this review and our internal analysis, developing an effective IT Division driving to execute on a city-wide strategy is arguably central to the success of many other recommendations in this review.

Other than following digital routes to increased efficiency, perhaps even more important functions of Corporate IT are facilitating effective communication within and between other Divisions, and creating opportunities to improve reporting and data visibility for the good management of the City.

Efficiency

There are possibly opportunities for improved financial efficiency in the Information Technology Division. However, the recommendations are that effectiveness drive efficiency. Efficiency must be realized while ensuring the excellent support of other Divisions. An expanded budget can be an efficient budget where effectiveness is the goal.

Balancing values (quality of services, corporate culture, and public impact)

Since effectiveness is the driver, matters of quality of service, culture, and impact do not need to be balanced for; they are the drivers.

Balancing execution challenges

The effectiveness of the execution will be a direct function of the quality of understanding, and the willingness to make substantive changes. Council and the executive team must make this a priority to drive effective change management.

Scoring for easy/mid/hard 2020 change

Level of difficulty: Hard.

Given that a possible outcome of the discovery phase in reviewing the Corporate IT Division, is an expansion of the budget, and a digital transformation strategy that requires thoughtful alignment with an overarching corporate strategy, there is little likelihood of financial efficiencies in 2020.

That said, changes not resulting in fiscal efficiencies can be undertaken in 2020, and should in fact be budgeted for. An initial discovery and organizational audit in respect of IT Services should be a priority in the 2020 budget.

Further Corporate IT should be an active stakeholder in the other opportunities identified in this report for digital transformation or modernization.

Execution Overview

A full execution overview and roadmap are properly associated with Phase Two of the services review. A high level commentary is provided here.

- Validate IT issues, perception about IT internally and determine opportunities to align IT with other divisions
- Outline a Corporate IT needs and opportunity assessment, identifying and mapping out all digital transformation opportunities in other Divisions, and the possible resources required to execute on those opportunities.
- Outline a framework for aligning service and transformation needs in the city with Corporate IT resources.
- To facilitate effective adoption of new technologies, and process transformation generally, a change management framework should be outlined, including the ways in which change management should be led, and by whom.

Homes for the aged

Homes for the Aged - Jasper Supportive Housing Apartments, Homes for the Aged - Pioneer Ridge

Homes for the Aged - Jasper Supportive Housing Apartments is a 100 unit Seniors' supportive housing facility which is owned by Thunder Bay District Housing and has 24 hour on-site Support Services Program administered by The City Homes for the Aged.

Homes for the Aged - Pioneer Ridge is the 150 bed City of Thunder Bay Home for the Aged is operated by the Municipality in partnership with the Ministry of Health & Long Term Care. This home is accredited by Accreditation Canada.

Budget: \$4.4M (1.8 % of total 2018 budget)

FTE: 181.9 (9.1% of total FTEs)

Observations

Observation 1: Legislative and health care system structural changes in Ontario could impact Pioneer Ridge LTCH service delivery environment.

Evidence: Bill 66- Restoring Ontario's Competitiveness Act, 2018 proposes changes to service delivery including the licensing or authorizing of additional long-term care beds in LTC homes in urgent situations and emergencies. In addition, the Province of Ontario is currently restructuring the healthcare system including the creation of Ontario Health Teams that will provide long-term care.

Observation 2: An alternative delivery model has been suggested by several employees as a way to reduce costs

Evidence: According to OLTCA, 58% of care homes in Ontario are privately owned, 24% are non-profit/charitable and 16% are municipal. In terms of service quality, many research institutes indicate that higher staff levels equate to higher quality with non-profit ownership models usually having higher Staffing levels. However, municipal-run homes tend to have higher Staffing costs due to pay equity legislation and collective agreements.

Observation 3: There are opportunities to optimize staffing

Evidence: According to internal feedback, challenges with both the length of time to recruit and the availability of qualified applicants poses challenges to efficient operation of this division. Additional commentary focused on the need to examine all employees working to his/her full scope of practice and the number and scope of administrative positions.

Implication: Changes to Homes for the aged services impact older more vulnerable citizens. Given this sensitivity and the size of the workforce and budget, a review is needed to ensure continuity and quality of services in the face of legislative changes. Long-term care homes are highly regulated and subject to compliance reviews. Prior to any Staffing adjustment, such compliance requirements must be considered.

4P Assessment

Yellow indicates areas of moderate concern or opportunity for improvement or better understanding. Red indicates serious concerns or significant opportunity for improvement.

As is the case for most of the City divisions in Thunder Bay, we could find little in the way of performance measurement, making it difficult to assess quantitatively the return on value on tax-payer or rate-payer dollars.

Table 10 – 4P Assessment

DIVISION	Purpose & Strategy	People & Culture	Process & Finance	Performance & Measurement
Homes for the Aged - Jasper Supportive Housing Apartments (Discretionary)	How does this division fit into the strategic direction of the City?	Homes for the aged services impact older more vulnerable citizens		Are LHIN and MSAA metrics used to determine the effectiveness of service?
Homes for the Aged - Pioneer Ridge (Mandatory)	Need for strategic review given upcoming healthcare regulation updates?	Homes for the aged services impact older more vulnerable citizens		What are the measures of service and efficiency for this division?

Recommendation Framework

Recommendations

- We recommend that the Homes for the Aged Divisions be reviewed as part of the Phase Two 'detailed review';

Cost savings

While improved cost efficiency is a possibility in this division over a longer period, we do not see significant short term opportunities.

Strategic Place

Given an aging population, consideration of the place of the Homes for the Aged Divisions in a City-wide social strategy is reasonable.

The weight of the strategic consideration would be on the Jasper Supportive Housing facility, as Pioneer Ridge is a mandatory service.

Efficiency

We are recommending a review of these divisions on the basis of the importance to the community, the size of the budget and FTE, and comments around labour and management inefficiencies.

Balancing values (quality of services, corporate culture, and public impact)

Quality of service, particularly for a mandatory program serving a vulnerable population, would be a primary balancing value in identifying any financial efficiencies.

Balancing execution challenges

As all decisions must be driven by a truly Lean perspective (maximum value created with a minimum of waste). To execute on this in the Homes for the Aged Divisions, would require a considerable level of analysis and understanding how value is created for the end-users of the service, and the resources required.

Scoring for easy/mid/hard 2020 change

Level of difficulty: Hard.

Given the complexity of legislative requirements, the needs of residents, and the size and complexity of the workforce, arriving at an understanding that results in efficiencies in 2020 is unlikely.

Execution Overview

A full execution overview and roadmap are properly associated with Phase Two of the services review. A high level commentary is provided here.

- A review of possible impacts of the legislation on the mandatory service, is required.
- A review of organizational performance (culture, processes, and value for residents) is required before executing on any efforts for cost savings through labour efficiencies, etc.

Child care services

Includes the operations of 4 child care centers as well as private home child care.

Budget: \$966K (0.4 %of total 2018 budget)

FTE: 31.8 (1.6% of total FTEs)

Documents

- Task Force on City-Operated Child Care (R 140/2017)

Benchmarking Commentary

- Most cities provide some level of services for child day care. Important considerations for service delivery include location accessibility, financial assistance and ensuring there are available spaces. Kingston specifically is looking at different ways to bolster their programs including partnerships and collaboration with health, education and wellness providers
- Kingston has taken a different approach to child care services- The City of Kingston is the service manager of child care services and provides funding to 30 licensed childcare centers and homes

Observations

Observation 1: The City could consider alternative delivery models i.e., transfer services to for profit sector as a way to mitigate service delivery risk

Evidence: Internal and external feedback suggested an alternative service model. According to research conducted by ECEC policy research institute, non-profit child care are more likely to provide better child care than for-profit centres. All provinces have a mix of for-profit and not-for-profit and have a higher percentage of for-profit centers except for Quebec. To address issues of quality and stability communities, like Kitchener/Waterloo have moved towards models of greater municipal involvement while not being in the 'business' of delivering care directly.

Implication: Balancing civic resources with social needs, especially where children and young families are concerned is complex reality. The relative isolation must also be considered, in the community's ability to attract private providers.

Observation 2: There are concerns about affordability, quality and capacity of child care centres in Thunder Bay

Evidence: Employees and the public voiced concerns about service delivery and the need to increase the number of centres while maintaining high quality of services especially if the City wants to attract a younger demographic.

Internal Survey results: Most responders rated this a 4/5 for importance – Overall, this an important service to people, however there is commentary that it should not be the responsibility of the City to deliver to the general public.

From external survey results, 77% of respondents felt that child care services managed by the City are important, very important or extremely important Overall, the public was concerned about affordability, accessibility and capacity of child care spaces

Implication: Child care is important to the public as affordability, quality and capacity of child care centres can impact livability in the City.

4P Assessment

Yellow indicates areas of moderate concern or opportunity for improvement or better understanding. Red indicates serious concerns or significant opportunity for improvement.

As is the case for most of the City divisions in Thunder Bay, we could find little in the way of performance measurement, making it difficult to assess quantitatively the return on value on tax-payer or rate-payer dollars.

Table 11 – 4P Assessment

DIVISION	Purpose & Strategy	People & Culture	Process & Finance	Performance & Measurement
Recreation & Culture - Child Care	Should the City be in the business of direct delivery of child care?	This is a sensitive area for many citizens. Children and young families would be impacted by any decision to change.		The most recent review did not articulate options for alternate delivery models, including full transition to private providers.

Recommendation Framework

Recommendations

- We recommend that the Child Care Division be reviewed as part of the Phase Two 'detailed review';
- We recommend the City undertake a review of private child care capacity including wait times and geographical distribution, to update information on the 16 providers of 38 child care locations in the City at the time of the 2017 report³.
- We recommend the City review again the recommendations for amalgamating child care facilities in the City.

Cost savings

While improved cost efficiency is a possibility in this division over a longer period, we do not see significant short term opportunities. An alternative option for the City is to re-open the 2017 report and review the possibility of the \$116,000 to \$258,100 in savings to be realized in amalgamating child care facilities. Performance measurements and change management could be used to successfully execute change

Strategic Place

The decision to continue to operate child care services in the City is entirely a values-driven strategic one.

At the time of the report the City was funding a program paid for by all taxpayers, which provided spaces to 13% of the total update at the time. Given that 77% of the child care services are already provided by providers other than the City, it is reasonable to ask if the \$966,000 investment is an appropriate one.

Efficiency

Given the highly regulated nature of this activity (child-provider ratios are tightly controlled by the Province), significant financial efficiency gains are unlikely in the current structure. Some efficiencies may be found in administration or management of the Division, but these are not likely to be material.

Efficiencies gained through amalgamation of facilities would be significant. Reviewing these in the light of any changes to the City's economic and financial realities moving into 2020 and beyond, may be an option.

³ Task Force on City-Operated Child Care (R 140/2017)

Balancing values (quality of services, corporate culture, and public impact)

The research on the contribution of quality child care in a community on its social and economic health is well-documented. As we cite above, there is also evidence to show that, on average, municipal programs deliver better quality care than private programs.

These factors, and the reliance of families currently in the municipal program or who are planning on its availability, as young families, must be balanced against the financial considerations.

Balancing execution challenges

There are two levels of execution channels should any decision favouring change to the status quo be selected:

1. If amalgamation is selected, the execution challenges would be largely facility-related and logistical;
2. If ending direct involvement in childcare is an option, the execution challenges include a change management road map toward that exit, engagement with the public and employees at a significant level, working with the private and other providers to confirm capacity and growth sufficient to step into the 13% of demand the City met in 2017, and planning for future use of the current facilities.

Scoring for easy/mid/hard 2020 change

Level of difficulty: Hard.

This scoring reflects the assessment that while the strategic choices are not complex, they are difficult. The questions are straightforward: should a municipality be using taxpayer money to provide services to a small portion of its citizens? Should a municipality be in the 'business' of child care when there are other providers available? Should the City amalgamate child care sites?

While the questions are not complicated, they demand difficult answers. The requirement to align social, financial, and business/economic factors potentially result in difficult decisions and awkward compromises.

Execution Overview

A full execution overview and roadmap are properly associated with Phase Two of the services review. A high level commentary is provided here.

- Before any decisions are made, we will review fully the outcome of the 2017 report to test the opportunities for executing on amalgamation;
- An update of current child care capacity from other providers is required.
- A significant change management plan, and resources to shape and drive that plan, would be required for any option except the status quo.

Asset Management

Fleet Services

Fleet: Scheduled maintenance and repair. Management of third party vendors. Fleet procurement. Document management and driver training.

Fleet Budget: \$741 K (0.3% of total budget)

Fleet FTE: 37 (1.9% of total FTEs)

Observations

Observation 1: There is an ineffective relationship and therefore suboptimal communication between Fleet, Parks and Roads divisions

Evidence: External facing service delivery departments have voiced concerns about Fleet services being a constraint to delivery (especially with Parks and Roads). Specifically other divisions do not feel that fleet is focused on delivery of quality services to the public and are instead focused on budget as the primary driver. Fleet does not feel that operating divisions are lean enough in the equipment they ask for and operations does not feel that fleet provides them with the equipment they request and need to operate.

Implication: Ineffective communication can lead to suboptimal resource management and allocation leading to less efficient service delivery.

Facilities Services

Facilities: Daily maintenance and management of facility repairs, pool operations, management of third party vendors, janitorial, security, life safety inspections and repair.

Facilities Budget: \$826K (0.3% of total budget)

Facilities FTE: 27.8 (1.4% of total FTEs)

Observations

Observation 1: The sprawl of City buildings represents the historic north and south infrastructures which needs to be assessed to determine if certain assets can be sold, demolished, consolidated, etc.

Evidence: There are 271 city owned facility buildings with many buildings needing renovations and a long term management plan. Moreover, there is a lack of a long term plan for renovations and maintenance of older buildings

Implication: There may be inefficiencies with the number of buildings the City owns and operates. The sprawl of City buildings can increase the costs for maintenance and duplication of assets (e.g., storage of vehicles in both the north and south yard)

4P Assessment

Yellow indicates areas of moderate concern or opportunity for improvement or better understanding. Red indicates serious concerns or significant opportunity for improvement.

As is the case for most of the City divisions in Thunder Bay, we could find little in the way of performance measurement, making it difficult to assess quantitatively the return on value on tax-payer or rate-payer dollars.

Table 12 – 4P Assessment

DIVISION	Purpose & Strategy	People & Culture	Process & Finance	Performance & Measurement
Asset Management - Facilities Services	Does a strategic masterplan exist for facilities, in the context of global City priorities?		Is there a global cost/benefit analysis of all 271 assets?	Commentary on performance of internal and contracted resources. The net-zero model impacts accountability.
Asset Management - Fleet Services	Is there a fleet strategy that articulates own-resource, contracting, and cross-divisional needs?	Is Fleet Services effectively communicating with other divisions?	Are there areas to generate internal process efficiencies?	What are the measures/standards for performance of vehicles and division?

Recommendation Framework

Recommendations

- We recommend that the Facilities Services and Fleet Services divisions be reviewed as part of the Phase Two 'detailed review';
- We recommend that the City undertake an assessment of both Facilities and Fleet Services to ensure:
 - The assets on the facilities inventory represent measurable value to the City, and where closure or amalgamation may yield improved return on taxpayer dollars;
 - The Fleet Services are functioning in a high-value supplier-customer relationship with other Divisions, in the creation of value for citizens; specifically we recommend a review of processes, especially communication processes;
 - The most effective and efficient way of managing City assets with both in-house and external-contractor options considered.

Cost savings

Like Human Resources or Information Technology, acting in an internal supplier-customer relationship to other Divisions suggests that finding localized cost efficiencies must be balanced carefully against their impact on the rest of the City's operations. While improved cost efficiency is a possibility in these divisions over a longer period, we do not see significant short term opportunities.

Strategic Place

There are a number of divisions in the City that should be looked at through a tactical lens more than through a strategic lens. There is little question that fleet and facilities services are required by the City. The high-level, or tactical way in which they perform those functions, the nature of factors like communication and accountability are an appropriate focus.

The exception to this is the list of assets themselves, as managed by the Facilities division. A strategic review, either just within the Asset Management area, or across all stakeholder Divisions including especially Parks, and Recreation and Culture, of the 271 facilities is recommended.

Efficiency

Based largely on commentary from stakeholders, the opportunities for efficiency may lie within:

- Improved communication and planning between Fleet Services and other divisions;
- Some labour efficiency in the structure of divisional organizational chart;
- Improvement in capacity and efficiency by establishing a framework for when internal or contracted resources are the right choice.

Balancing values (quality of services, corporate culture, and public impact)

Facilities and Fleet services are largely internal-facing, often once-removed from impacting public experience, but not exclusively. In particular, the state of a City facility may have an impact on public experience, even though these services treat the facilities and fleets as their immediate customer, not the public per se. Internally however, these two areas have significant impact on the experience of the divisions they serve. This is observed from the feedback for Fleet Services that suggested strained relationships and poor communication between that service and other divisions does not contribute to a healthy corporate culture. The most commonly cited concern was ineffective planning and communication by the Facilities and Fleet services.

As such, a review of the Divisions and how they create value for the rest of the City may result in improved global culture and performance.

Balancing execution challenges

Complexity is the primary execution challenge in regard to the recommendations. Establishing and executing on a matrix of financial efficiency, cross-divisional performance and impact, corporate culture, and a significant number of assets (many with implications for citizen's experience of quality-of-life in Thunder Bay), will be a challenge.

Identifying performance and value-creation standards in a Net-zero budget model is also complex, often requiring the implementation of formal Lean Continuous Improvement approaches. These in turn require cultural change through effective change management. These are famously challenging areas to manage and measure.

Scoring for easy/mid/hard 2020 change

Level of difficulty: Hard.

We assign this score because of the situation as described above, in 'Balancing execution challenges'.

Execution Overview

A full execution overview and roadmap are properly associated with Phase Two of the services review. A high level commentary is provided here.

- The establishment of a process within already-recommended Steering Committees for the rationalizing of all 271 City facilities;
- An internal report on the performance, and value-creation processes (including communications standards and processes) of the Fleet Services division.

Recreation & Culture (not including child care)

Service detail: Provides recreational, instructional aquatic and fitness programming for children, youth and adults, provides strategic management and direction for the operation of the Community & Cultural Development Section. Provides lead for projects, operations and services related to events, culture, waterfront, community centres, arenas & stadia, volunteer services, and community development in culture, sport and events sectors, operation of two recreation centres, providing recreation, education and volunteer opportunities for older adults and ensures Corporate/Divisional strategic initiative implementation, legislative compliance and Divisional financial oversight.

Budget: \$9.6M (4.0 % of total 2018 budget)

FTE: 147.5 (7.4% of total FTEs)

Documents

- "Fit Together" - Recreation and Facilities Master Plan

Benchmarking Commentary

Benchmarking commentary mainly focused on how other cities are advertising for generating revenue through their Recreation and Culture department (or equivalent). Some examples of what cities are doing include:

- Sault Ste. Marie: Naming rights are sold for two of the newest recreational facilities. Advertising within recreational facilities has been in place for many years.
- Prince George: Advertises on social media, City website, traditional media, and electronic sign at the flagship arena, CN Centre. The City also produces two "Community Active Living Guides" (fall/winter, spring/summer) that include programming, activities, etc. These are in magazine format and are very popular. The City sells advertisements on arena boards through user-groups, and as ads in the Living GuidesActive Living Guide. The City also provides naming rights opportunities to the major arenas and is exploring additional future options.
- Moncton: Facility advertising is taken care of by third party contractors.

- Kingston: Traditional print, billboard and radio advertising, combined with targeted digital advertising (social media and Google Ads) have had the largest impact on raising awareness of recreation and culture programming. Each municipal recreation program is considered individually so a customized marketing campaign can be created. Within City facilities, digital advertising and rink board advertising are generally managed by a third party with a portion of the revenue provided back to the City of Kingston. Naming rights for city facilities are on a case by case basis but generally are completed through a competitive process or Request for proposal. Examples include Leon's Centre, INVISTA Centre, CaraCo Home Field and individual ice pads (SWISH Maintenance, Selkirk Lifestyle Homes, Desjardins Insurance and Kingston Transit)

Observations

Observation 1: COTB does a good job organizing community events and summer programming for children

Evidence: The Citizen Satisfaction Survey and internal commentary both confirmed that the public is extremely satisfied with City community events such as the Teddy Bear Picnic and youth events. Commentary included that the events and programming successfully help build community and provide safe and enjoyable activities for families to attend.

Implication: Providing well organized public events improves livability and can encourage more people especially families to stay and move to Thunder Bay.

Observation 2: Recreational and sport facilities are important to the public.

Evidence: Internal survey responses include: Sports and fitness Most responders rated this a 4/5- Overall survey and interview responses; Physical activity and social engagement are generally linked to a positive experience. Therefore, sport and fitness activities is needed throughout the year. Areas for improvement include multi use turf facilities

From external survey results, 90% of respondents felt that recreational opportunities are important, very important or extremely important. The public felt that recreational activities improves quality of life through staying physically and mentally active. Some suggestions include focusing on activities for children and indoor activities in the winter,

Implication: Recreational activities impact quality of life. Changes made to find efficiencies in recreation and culture assets (be it consolidation, elimination or investment) need to be done with sensitivity, with the City seeking a balance between providing citizens access to recreational facilities and budget efficiencies.

Observation 3: Revenue generation can be improved through updated user fees and advertising

Evidence: Internal survey responses include:

Recreational facilities Most responders rated this a 4/5- Overall survey and interview responses; People make use of facilities often and services provided are good. However fees should be increased and facilities need to be maintained better.

Furthermore, internal interviews indicated that fees for certain arenas or fields may not be charged at all or may need to be adjusted to keep up with maintenance costs. They also mentioned opportunities to expand advertising initiatives to generate additional revenue

Implication: Updated user fees and additional revenue from advertising can allow the City to have budget to better maintain facilities and if users are willing to pay for it, potentially expand services offered in this division (provide more indoor facilities)

Observation 3: Some recreational facilities are seen as redundant

Evidence: Internal survey and interview commentary confirmed that the City has very high facilities per capita (e.g., public swimming pool cubic feet per capita is one of the highest in the province) where some facilities are located very close to each other.

Implication: The "Fit Together" - Recreation and Facilities Master Plan requires review. It is essential to optimize location, maintenance needs, and renovation vs repurposing plans. An updated plan that includes what facilities will be closed, privatized, or otherwise managed in a way that frees resources for new and targeted facilities as envisioned in the "Fit Together" - Recreation and Facilities Master Plan.

4P Assessment

Yellow indicates areas of moderate concern or opportunity for improvement or better understanding. Red indicates serious concerns or significant opportunity for improvement.

As is the case for most of the City divisions in Thunder Bay, we could find little in the way of performance measurement, making it difficult to assess quantitatively the return on value on tax-payer or rate-payer dollars.

Table 13 – 4P Assessment

DIVISION	Purpose & Strategy	People & Culture	Process & Finance	Performance & Measurement
Recreation & Culture - Aquatics, Wellness, Children and Youth	This Division appears to focus on the delivery of programs. Are these programs aligned with an articulated vision for Recreation and Culture in the City?	There is commentary about a lack of standardized agreements creating risk and inefficiency. Commentary on top-heavy org structure.	The division would benefit from digital tools for booking events and classes, as well as online pay systems.	Measurable performance? Cost/benefit?
Recreation & Culture - Community and Cultural Development	The facilities largely exist for historical reasons, not to serve the current City's priorities and realities.	There is commentary that the facilities (pools, rinks) do not serve all of the City's areas equitably. Does the Recreation and Facilities Master	Commentary that maintenance levels are problematic at many facilities. A fee review was also frequently commented on.	Measurable performance? Cost/benefit?

		Plan address this effectively?		
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Recommendation Framework

Recommendations

- We recommend that the Recreation and Culture divisions, excepting child care, be reviewed as part of the Phase Two 'detailed review';
- We recommend that the City undertake a strategic review of all Recreation and Culture facilities with two goals:
 - Rationalize the distribution of facilities across the city to reflect demand and equity of access, as well as efficiency of upkeep and maintenance; a moratorium on the development of any new recreation and culture facilities would be reasonable while this strategic review was undertaken;
 - Close a percentage of facilities for reason of age, proximity, or usage levels, to allow for a re-deployment of resources in a way that provides significant improvement in service and maintenance levels in the remaining facilities.
- We support the City's current review of user fees. To support in the quality of the facilities and programming, a greater level of cost recovery is recommended.

Cost savings

While improved cost recovery is a possibility in these divisions, we do not see short term significant opportunities for cost savings here. Opportunities for rationalizing the facilities to provide more optimized accessibility across the City, looking at organizational structure, and potentially closing some facilities, are all important activities, but are unlikely to result in significant cost savings in the 2020 budget cycle.

Strategic Place

While not as high-profile as the areas identified in Parks, the area of Recreation and Culture should also be viewed through a values-driven strategic lens. Given constrained resources and the realities of sprawl, the City has to find a way to balance its role in supporting the health and culture of the community, especially where youth are concerned, with financial and operational constraints.

The development of the large-scale soccer facility is a case in point. While we received many positive comments about this project, and the place of soccer in the community, it does raise questions about what will be taken away to ensure development and operations of the new facility can be supported. This is a further example of the central theme of 'sprawl' that informs this report. Instead of a one-in-one-out rule that a fiscally constrained organization should follow, there are concerns that there is simply continual addition, and addition in the absence of a long term Recreation and Culture strategy or community plan.

Efficiency

With the exception of commentary regarding a top-heavy workforce structure, there are few indications of significant short-term cost efficiencies to be found in the day-to-day operations of Recreation and Culture.

Where cost and productivity efficiencies are likely to be realized, it will be over a longer time period and through the alignment of the organizational structure, a review of the distribution of facilities, and modernizing administrative (e.g. booking) and financial functions.

A well-structured long-term plan for the management of facilities in these divisions along with performance measurements may generate the greatest long-term impact. Comments were received about two previous studies in this area that did not lead to any change in the management of significant facilities including the Canada Games Complex, Fort William Gardens, Indoor Rinks, and Indoor pools.

Balancing values (quality of services, corporate culture, and public impact)

While there is less commentary about specific facilities, the issue of balancing values will be similar, between Parks and Recreation and Culture.

Commentary received about recreation and culture programming was generally positive. Stakeholders saw the services as central to their experience of living in Thunder Bay, and generally well-run. This would suggest two specific factors to consider:

- Any long-term strategic community recreation and culture plan would require skillful consultation and collaboration as this area touches on people's daily experience of the City and heavily impacts particularly the experience of families and youth (which is acknowledged in the "Recreation & Culture - Aquatics, Wellness, Children and Youth" division);
- In an environment of constrained and possibly shrinking resources, the community may have to anticipate the need to shutter some facilities to shift resources to allow for significantly improved management and maintenance of others, as is the case in the Parks divisions, as well.

Balancing execution challenges

As set out under Parks, following the accepted psychological principle of loss aversion, asking a community to give up something it already has, is rarely a simple proposition. This challenge must be anticipated and prepared for through excellent consultation and a clarity of process in both review and any execution.

In both Parks and Recreation and Culture divisions, the realization of improvements is unlikely to be a 'quick fix' reality. With the focus likely to be on technological modernization, facilities rationalization, and a likely restructuring of the workforce, the improvements will need to be structural and the execution period long-term, requiring both careful planning and a strong will.

Scoring for easy/mid/hard 2020 change

Level of difficulty: Hard.

Due to the size of the budget, the impact of sprawl, the opportunity of decisions based in careful analysis could yield a material reduction in operating costs to the City, over a number of years.

There are four factors to consider in anticipating improvements:

1. There may be some short term financial efficiencies to be found in optimizing operations, but these will take some time to uncover and test;
2. Commentary suggests there may be significant cost-recovery opportunities for events and facilities in the city. Identifying those and setting rates that balance fiscal responsibility with equitable access will likely require significant care and effort.
3. Commentary suggests there may be significant efficiency to be found in booking and payment processes by moving to digital/on-line solutions. These will require care to quantify and execute on, and will factor the reality that there is a cost to implementation that must be budgeted against projected future efficiencies.
4. While not as clear-cut as some of the facilities opportunities in Parks, a review of the distribution, age, use, and other factors may result in the difficult finding that a facility should be closed to divert more resources to better-situated facilities. Both the analysis and execution of such tactics may be complex, emotional, and lengthy.

Execution Overview

A full execution overview and roadmap are properly associated with Phase Two of the services review. A high level commentary is provided here.

- The establishment of a Steering Committee to create or address a values-driven strategic direction, and operational effectiveness of The City's Recreation and Culture divisions. The closure of some facilities needs to be accepted as a possibility, as does cost-recovery, which is likely to result in new fees or fee increases. Given the relationship between the community and these facilities and programs, this is likely to require significant consultation, and ultimately a high level of political will, in the execution of any significant changes;
- The same Steering Committee, or the existing leadership of the Recreation and Culture Divisions, should be asked to conduct a review of opportunities for moving booking, payment, and other functions to digital and/or online platforms.

Parks

Includes maintaining 67 park's green spaces and recreational facilities and operations in both north and south Thunder Bay. These include Centennial Park and Trowbridge Falls Campground, outdoor winter rinks at 37 locations, Chippewa Park including rides, pavilion and campground, two golf courses, Conservatory and greenhouses, Mountainview Cemetery and tree maintenance

Budget: \$8.7M (3.6 % of total 2018 budget)

FTE: 106.3 (5.3% of total FTEs)

Benchmarking Commentary

Benchmarking cities are responsible for a variety of services under their Parks division including day camps, municipal playgrounds, off leash dog parks, skate parks, bmx, smoke free parks, splash pads, sports field maintenance, horticulture, forestry, maintenance of waterfront walkway and trails, event booking for park spaces, playground inspections, irrigation, public washroom maintenance, cemetery & mausoleum operations.

Observations

Observation 1: The Parks division (both north and south) manages many services in Thunder Bay that have varied resource requirements. Given the large number of services managed by Parks, the divisions appear to be doing a good job of allocating resources.

Evidence: Given the social and sprawl pressures in the City, the park division have used their resources well to deliver the large number of services to citizen's satisfaction. This is seen with the Citizen Satisfaction Survey. However, the division is seen to be responsible for services that are not typical for a municipality such as golf courses, the Conservatory, Chippewa, etc. Many interviews specifically mentioned the need to get eliminate, divest or start charging fees for these services.

Implication: Parks and outdoor spaces are being reasonably well maintained. However, the department may be facing resource constraints to deliver services at a high quality given the various services offered by Parks that are spread out geographically and some services being seen as not traditionally under municipality scope (golf courses)

Observation 2: Staff management within parks department especially with union members is lacking

Evidence: Stakeholders feedback noted that there is ineffective staff discipline, and misuse of paid leave, vacation, etc.

Implication: Ineffective management, oversight and accountability, arguably impacted by the lack of a central set of strategically-driven priorities, can lead to waste, ineffective service delivery and high costs.

Observation 3: The Park's department outdated structure can lead to internal inefficiency in service delivery and lower labour productivity.

Evidence: The Parks departments has two separate Park divisions for north and south. This may lead to inefficient planning and integration for outdoor maintenance. E.g., Internal and public commentary mentioned the inefficiency with tree planting wastes time and money due to one-off plantings all over the city over different times of the year.

Implication: A structure that reinforces the historical structure of the City can lead to duplication of resources processes, people and assets. A focus on proper planning, execution and performance measurement can help prevent time and cost leakage. As stated in Observation (1), looked at on a localized basis, the Parks Divisions appear to be acceptably efficient. However, looked at globally, we suggest there may be opportunities for further improvement. Parks is another collection of divisions, which like Roads, should be considered as a single area for review and alignment with a guiding strategy.

4P Assessment

Yellow indicates areas of moderate concern or opportunity for improvement or better understanding. Red indicates serious concerns or significant opportunity for improvement.

As is the case for most of the City divisions in Thunder Bay, we could find much evidence for performance measurement, making it difficult to assess quantitatively the return on value on tax-payer or rate-payer dollars.

Table 14 – 4P Assessment

DIVISION	Purpose & Strategy	People & Culture	Process & Finance	Performance & Measurement
Parks - Administration and Planning	Feedback that Parks divisions are not driven by a central strategy.	This is an area with strong citizen engagement, requires highly consultative approach.	Are there opportunities to make process more efficient? (Issues caused due to sprawl). Better interaction with other Divisions?	What are the measures of service and efficiency for this division?
Parks - General Parks North	Does there need to be a North and South Division? Are the Parks division responsible for too many services?	This is an area with strong citizen engagement, requires highly consultative approach.	Are there opportunities to make process more efficient? (Issues caused due to sprawl). Better interaction with other Divisions?	What are the measures of service and efficiency for this division?
Parks - General Parks South	Does there need to be a North and South Division? Are the Parks division responsible for too many services [esp. Chippewa Park in the South]?	This is an area with strong citizen engagement, requires highly consultative approach.	Are there opportunities to make process more efficient? (Issues caused due to sprawl). Better interaction with other Divisions?	What are the measures of service and efficiency for this division?
Parks - Golf	Should the City be in the business of providing golf courses?	A core of advocates support city courses, but responses were received from the public questioning the need for the number of courses.		What are the measures of service and efficiency for this division?

Parks - Horticulture - Conservatory & Greenhouses	Should the City be in the business of maintaining and operating the Conservatory?	This is an area with strong citizen engagement, requires highly consultative approach.		What are the measures of value created for the public through this facility?
Parks - Horticulture - Mountainview Cemetery		This is an area with strong citizen engagement, requires highly consultative approach.	Is there opportunity to improve service delivery through enhanced technology?	
Parks - Horticulture - Tree Maintenance	Is there a horticultural/arbor strategy for the City?		Is there opportunity to improve service delivery through technology (GIS, monitoring)?	There are questions about the scheduling of arborist activities. Is this driven by a central plan?

Recommendation Framework

Recommendations

- We recommend that all Parks divisions be reviewed as part of the Phase Two 'detailed review';
- We recommend that golf courses, the conservatory, campgrounds, be reviewed through the lens of long-term strategic commitment. We recommend the city consider closing the conservatory and divesting itself of one golf course if not both (also consider divesting campgrounds). In addition, we recommend that number of rinks (could this be expanded to other parks offerings) be evaluated based on usage.

Cost savings

There exist unique cost savings in the Parks area as at least three significant assets or asset groups, Chippewa Park, the conservatory and the golf courses. This should be explored in some depth in Phase Two of this review along with consolidation of resources from north and south divisions. Understanding impacts of opportunity costs (or the lack of them) for a piece of land or a structure, the fraction of the total operating costs a facility represents against the total operating costs of the group of Divisions, and other considerations would impact the findings in that exploration.

Strategic Place

In considering the performance of all of the Parks Divisions collectively, the opportunity for strategic impact lies in the theme we have identified as 'sprawl'. In this case it is the history of the division into North and South and the legacy of facilities like Chippewa Park and the Conservatory that we strongly recommend be reconsidered in an overall Parks strategy for the City. .

Efficiency

As well as the strategic implications of high levels of service in a large region with multiple facilities reflective of the origins of Thunder Bay, we believe there may be opportunities for efficiency in fleet management, dispatch, and the use of technology. At council's direction, articulation of these would fall within Phase Two of this review.

As with roads, a look at centralizing sites and resources, as well as conducting an efficiency review of the current 'North and South' model may yield cost and delivery efficiencies.

Balancing values (quality of services, corporate culture, and public impact)

Anecdotally, Parks may come second only to Roads in terms of visibility and public commentary. The three facilities or groups of facilities already mentioned received significant public and internal commentary: golf courses, Chippewa Park, and the Conservatory. In each case there are advocates, but also a lot of questions around the need for the latter two facilities, or for the number of golf courses (many suggested the City get out of the business of golf courses altogether).

Both internally and from the public, there was acknowledgement that Parks generally contributed to the quality of life in Thunder Bay. There are however questions, if there might not be value in focusing resources on improving a more limited number of sites.

Balancing execution challenges

Following the accepted psychological principle of loss aversion, asking a community to give up something, almost anything, it already has, is rarely if ever a simple political proposition. This challenge must be anticipated and prepared for through excellent consultation and a clarity of process in both review and any execution.

Scoring for easy/mid/hard 2020 change

Level of difficulty: Hard.

Due to the size of the budget, the impact of sprawl, the opportunity of decisions based in careful analysis could yield a material reduction in operating costs to the City.

However, there are three factors to consider in anticipating improvements here:

1. There may be some short term financial efficiencies to be found in optimizing operations, but these will take some time to uncover and test;
2. There are likely more substantial financial efficiencies to be found in unifying operations assets and activities (e.g. away from the North/South model), but these would take longer to execute on given the scope of anticipated changes;
3. There are even more substantial and more clear-cut reductions to the City budget to be found in eliminating all or one of the three areas identified for consideration: golf courses, Chippewa Park, and the Conservatory. However, strategic (values), service, workforce and public impact analysis and consultation are unlikely to make significant change in 2020 feasible.

Execution Overview

A full execution overview and roadmap are properly associated with Phase Two of the services review. A high level commentary is provided here.

- The establishment of a Steering Committee to create or address a values-driven strategic direction, and operational effectiveness of The City's Parks divisions. Even more than Roads, this is likely to require significant internal and external consultation before execution of any significant changes;
- The same Steering Committee, or the existing leadership of the Parks Divisions, should be asked to propose a model for driving closer to a 'one city' model for the management of Parks and related assets and services.
- Reviewing performance and results in the context of an overall horticultural strategy would be recommended for the Horticulture Divisions to ensure Lean and effective creation of value for the community.
- Managing public expectations and experience in a time of constrained budgets and conflicting demands, is paramount in the execution of any changes in the Parks Divisions. The work of the Steering Committee would be central in driving the conversation that aligned investment in Parks assets and services with budgets and values-driven priorities in the community. This is an area for further explication in Phase Two of this review as a part of an execution road map.

Roads

Includes providing for asphalt surfaces, scheduled & demand repairs to cracks and other surface defects of 492 km of sidewalk and 1,718 lane kilometers of asphalt roadways, grading of 183 lane kilometers of gravel roads, and scheduled and demand repairs to 90 bridge structures. It also includes sweeping, flushing and snow removal, garbage and debris pickup in downtown cores. There are approximately 92 FTE specifically for roads (inclusive of winter control, traffic safety, street cleaning, drainage and floor control, sidewalk repairs and sidewalk cleaning)

Budget: \$15.7M (6.5% of total 2018 budget)

FTE: 92.1 (4.6% of total FTEs)

Benchmarking Commentary

- Northern cities (Greater Sudbury and Sault Ste. Marie) experience similar issues as Thunder Bay including limited resources for infrastructure such as roads.
- Using a contractor to perform the construction enables the city to complete more work during the short construction season.
- Demand for maintenance especially during peak season (spring) means cities are spread too thin. Most cities feel stretched regarding snow removal.
- Solutions to remediate high demand for road and sidewalk maintenance include piloting other maintenance methods such as different construction techniques and material choices, additional part time resources for high peak times, reaffirming agreed upon level of service from contractors and analyzing AVL (simulation) data to determine service requirements

Observations

Observation 1: Road and street maintenance cause a lot of grievances for citizens.

Evidence: The Citizen Satisfaction Survey results show the areas of highest dissatisfaction are with road and street maintenance. Internal survey response: Most responders rated this a 4/5 for importance - Most people recognized poor road conditions were due

to climate and suggested addressing seasonal road maintenance first (i.e., snow removal). This is seen from the survey results that cite fewer residents mention roads/transit, infrastructure renewal, the economy and taxation or municipal government spending (importance of the last three issues have significantly declined for two consecutive waves of research to the lowest level ever since tracking began in 2009).

From external survey results, 98% of respondents felt that road conditions are important, very important or extremely important. The most common concerns include driving safety given poor road conditions and rough weather conditions worsen roads. Responders also mentioned the difficulty of road maintenance given a lack of choice of contractors and budget.

Implication: There is room for improvement given roads and streets are paid with tax revenue and the satisfaction of these services have been declining significantly over the past 5 years

Observation 2: There is pressure on employees to meet the growing needs on road maintenance. City sprawl has also added to pressure for more maintenance.

Evidence: Hansen Statistics show that 36% of all service request statistics are related to roads- specifically with road maintenance and snow removal.

Implication: Without controlling sprawl and finding alternative options to increase road maintenance capacity, the City will continue to experience the same if not higher level of road maintenance requests

Observation 3: There is opportunity to optimize snow removal and routes

Evidence: Internal and public commentary included snow removal is not properly coordinated e.g., snow removal sidewalk machines are often on the sidewalks even though sidewalks are clear, poor snow removal on the weekends due to non-mandatory work for winter control operators. An even larger savings would be if citizens were asked to clear their own sidewalks, like many other Canadian municipalities.

From external survey results, 91% of respondents felt that walkability is important, very important or extremely important. Specifically, sidewalk and trail maintenance were recognized as areas for improvements along with concerns about safety when walking.

Implication: Snow removal staffing and processes need to be reviewed to become more efficient including alternative snow removal policies i.e., ask citizens to clear snow on their properties like many other Canadian municipalities do.

4P Assessment

Yellow indicates areas of moderate concern or opportunity for improvement or better understanding. Red indicates serious concerns or significant opportunity for improvement.

As is the case for most of the City divisions in Thunder Bay, we could find little in the way of performance measurement, making it difficult to assess quantitatively the return on value on tax-payer or rate-payer dollars.

Table 15 – 4P Assessment

DIVISION	Purpose & Strategy	People & Culture	Process & Finance	Performance & Measurement
Roads - Administration	Feedback that the creation and management of roads and related services not connected to visible strategy.		Feedback the division could be more efficient.	Roads department has granular standards; are these well-monitored?
Roads - Drainage and Flood Control	Feedback that the creation and management of roads and related services not connected to visible strategy.			
Roads - Road Surface and Bridge Maintenance	Feedback that the creation and management of roads and related services not connected to visible strategy.	Impacted by sprawl. This is an area with strong citizen engagement, requires highly consultative approach.	Are there opportunities to make process more efficient? (issues caused due to sprawl and contract management)	Roads department has granular standards; are these well-monitored?
Roads - Sidewalk Cleaning	Feedback that the creation and management of roads and related services not connected to visible strategy.		Are there opportunities to make process more efficient? (issues caused due to sprawl)	What are the measures of service and efficiency for this division?
Roads - Sidewalk Repairs	Feedback that the creation and management of roads and related services not connected to visible strategy.		Are there opportunities to make process more efficient? (issues caused due to sprawl and contract management)	What are the measures of service and efficiency for this division?

Roads - Street Cleaning	Feedback that the creation and management of roads and related services not connected to visible strategy.		Are there opportunities to make process more efficient? (issues caused due to sprawl)	What are the measures of service and efficiency for this division?
Roads - Traffic Control and Street Lighting	Feedback that the creation and management of roads and related services not connected to visible strategy.			
Roads - Traffic Safety Maintenance	Feedback that the creation and management of roads and related services not connected to visible strategy.			
Roads - Winter Control	Are levels of service connected to a strategy for service levels?	Impacted by sprawl. This is an area with strong citizen engagement, requires highly consultative approach.	A high-profile service; appropriately funded?	What are the measures of service and efficiency for this division?
Roads - Winter Control - Sidewalks Clearing & Sanding	Are levels of service (e.g. sidewalk clearing) connected to a strategy for service levels?		Are there opportunities to make process more efficient? (issues caused due to sprawl)	What are the measures of service and efficiency for this division?

Recommendation Framework

Recommendations

- We recommend that this area be reviewed as part of the Phase Two 'detailed review';
- We recommend that the roads and sidewalk infrastructure and services be the subject of a full strategic review by the City at some point in the near future. Connecting a Roads strategy with a larger strategy for managing sprawl and

expansion, as well as appropriate levels of service in an economically constrained environment would be central to sustainability in this area.

- We recommend that the City consider all divisions associated with roads for a budget reduction.

Cost savings

This is an area where cost savings could be realized

Some examples of specific cost savings include:

- Reduce or eliminate sidewalk shoveling (residents given responsibility to shovel their sidewalks)
- Consider contracting 'out zones'

Further analysis for this division will be conducted in phase 2

Strategic Place

In considering the performance of all of the Roads services collectively, the opportunity for strategic impact lies in the theme we have identified as 'sprawl'. In this case it is the history of residential development into the outlying areas of the City which has resulted in an extensive roads network to maintain. This is compounded by the strategic decision of the City to maintain a very high level of service (include sidewalk snow removal) in all areas.

Efficiency

As well as the strategic implications of high levels of service in a large region, we believe there are significant opportunities for efficiency in fleet management, dispatch, and the use of technology.

Balancing values (quality of services, corporate culture, and public impact)

Roads is perhaps the most visible area of service for the city. Any efforts to find efficiencies will have to consider the quality of service given the geography.

Balancing executions challenges

In the recommendations we acknowledge significant challenges in execution. Geography, weather, workforce complexity, and public sensitivity all contribute to a complex environment and execution risk.

Scoring for easy/mid/hard 2020 change

Level of difficulty: Hard.

However, difficult decisions based in careful analysis may yield significant improvement in a return on investment of taxpayer dollars.

Execution Overview

A full execution overview and roadmap are properly associated with Phase Two of the services review. A high level commentary is provided here.

- The establishment of a Steering Committee;
- Effective fact-finding and the confirmation of performance metrics that respond to articulated standards for efficiency and the public experience of travel on City roads;
- Benchmarking current performance levels and public experience, against which to set goals in the 2020 plan, including management objectives, public experience tracking, employee experience tracking, and quantitative data including cost per kilometer of maintenance, clearing, etc.
- As important as containing costs in this area is, equally important is managing public expectations and experience. The recommendation framework and execution overview were shaped in part by an awareness that public perception is highly individualized or localized (e.g. the perception of significant failure to reduce potholes when that must be set against statistics regarding the number and regional concentration of potholes.)

Solid waste collection

Garbage collection program for residential, multi-residential, industrial, commercial and institutional customers.

Budget: \$4.4M (1.8 % of total 2018 budget)

FTE: 31.8 (1.6% of total FTEs)

Benchmarking Commentary

Modernization through automation route optimization, and waste reduction education has positively impacted solid waste collection. Cities like Sault Ste. Marie have seen success with contracting out collection zones while other cities like Kingston and Prince George have found success in conducting 100% in house.

Observations

Observation 1: The average cost of collection and disposal of waste is higher than in other cities in Canada

Evidence: The cost to collect waste per ton is the highest compared to other cities including densely populated cities like Toronto and Montreal and similar geographic areas like Greater Sudbury

Implication: This may be an area to achieve more efficiency given other larger and more complex municipalities have lower collection costs.

Observation 2: There are issues with the process of garbage collection and potentially staff training is required

Evidence: Hansen Statistics show that 20% of all service request have to do with garbage, specifically issues with the quality of garbage collection.

Implication: There is opportunity to improve garbage routes, use of automation, employees training to enhance solid waste collection

Observation 3: Previous attempts to optimize routes and reduce collection time has not been successful

Evidence: Internal commentary reported that fewer waste collection trucks are needed on the routes which could result in a savings. However, no reduction has occurred.

Implication: Formal change management and performance measurements can help execute change and prevent cost-driver inefficiencies in waste collection.

4P Assessment

Yellow indicates areas of moderate concern or opportunity for improvement or better understanding. Red indicates serious concerns or significant opportunity for improvement.

As is the case for most of the City divisions in Thunder Bay, we could find little in the way of performance measurement, making it difficult to assess quantitatively the return on value on tax-payer or rate-payer dollars.

Table 16 – 4P Assessment

DIVISION	Purpose & Strategy	People & Culture	Process & Finance	Performance & Measurement
Solid Waste - Waste Collection	Is there another model to deal expand collection capacity (i.e., contractors?) How will the service delivery be impacted by future legislative changes?		Can waste collection become more streamlined with opportunity for modernization (route and schedule optimization)	What are the measures of service and efficiency for this division? The fleet underperforms compared to other jurisdictions.

Recommendation Framework

Recommendations

- We recommend that the Solid Waste Division be reviewed as part of the Phase Two 'detailed review';

Cost savings

Given that previous studies have identified opportunities for optimization and efficiency and the Division could operate more efficiently when benchmarked against other municipalities; and given perceptions that there is excess capacity relative to demand, in the division, we believe cost savings may be realized here more easily than in other divisions or service areas.

Detailed cost and delivery efficiencies could be found to achieve greater or fewer savings. This review falls within scope of Phase Two of this project.

Strategic Place

The collection of solid waste is not a strategic question. It is mandatory.

However, it is reasonable to suggest the cost of the service may be impacted by one of the strategic themes set out in this review; that of 'sprawl'. Historical urban planning decisions may have shaped the cost of delivery today, and future such decisions are likely to have a continued impact on the cost of delivery in this division.

Efficiency

Based largely on commentary received, and experience with solid waste management in the past, it is likely efficiencies can be found in several areas:

- The size and deployment of the fleet;
- The cost of running the fleet (fuel, service);
- The effective use of the workforce and an effective management organizational structure;
- Scheduling and routing;
- Potential for contracting 'out zones'.

Balancing values (quality of services, corporate culture, and public impact)

Quality of service and public expectations, set by the City historically, are the primary balancing values in any decision to change the existing service.

Given the feedback provided through the Hansen reports and the interviews, this is an area where any changes to the Division should be seen to drive improvements in service levels as much as an effort to reduce costs.

Balancing execution challenges

Understanding to what the extent the last report on Solid Waste Collection was, or was not, executed will help us understand the challenges to balance against execution success, in the Phase Two recommendations.

Scoring for easy/mid/hard 2020 change

Level of difficulty: Medium.

Given the existence of previous reports, the nature and volume of feedback from the public, and the measurable gap in performance relative to other municipalities, we see the challenges in executing improvement to be moderate.

Execution Overview

A full execution overview and roadmap are properly associated with Phase Two of the services review. A high level commentary is provided here.

- A clear understanding of what is driving the variance in performance between Thunder Bay and other municipalities in this area, will direct opportunities for improvement.

- A clear understanding of if, and why, recommendations in previous reports were not acted on, or did not result in improvements, will direct opportunities for improvement.

Wastewater and Waterworks

We have grouped these divisions together because much

Wastewater: Provides wastewater collection & treatment. Operates and maintains wastewater treatment plant, lift stations and 523 km sanitary and combined sewers, and 339 km storm water main. 34,151 sanitary service connections and 2 dams.

Waterworks: Provides safe supply of water for public health, fire protection and support local economy. Operates and maintains water treatment plant, reservoirs and pumping stations and 37,555 water services.

Budget: \$0 (given rate fees) Total costs are \$10.3M

- Wastewater \$5.0M
- Waterworks \$5.3M

FTE: 128.5 (6.4% of total FTEs)

- Wastewater 52.7 FTE
- Waterworks 75.8 FTE

Benchmarking Commentary

- 1) Aging infrastructure for waterworks/waste water was seen as areas for improvement in all benchmark cities that provide these services except Sault Ste. Marie.
- 2) Modernizing water systems seems to be a growing trends with the benchmarked cities and others across

Documents

- Activity-Based Review Services for the Infrastructure and Operations Department- COVENCO LTD, 2013

Observations

Observation 1: There is a disagreement on whether City staff or contractors should conduct water membrane maintenance

Evidence: Membrane maintenance is costly and requires skilled workers who can conduct the work efficiently to extend life of membranes.

Implication: Lack of clarity and poor accountability of which group is responsible for maintenance can lead to inefficiency in time- and cost-management which leads to ineffective service delivery

Observation 2: Automated meter reading for water could be installed to achieve efficiencies

Evidence: There are inefficiencies with manual meter reading including scheduling staff for house visits. Manual meter reading is time consuming and results in less accurate data collection.

Implications: Automated meters will reduce hours required to read meters. It will also reduce the inefficiencies of unscheduled water reading and therefore inaccurate estimates of water consumption. As these services are rate supported, the more accurate the meter readings, the more efficiently revenue can be collected.

Observation 3: Staffing and organizational structure need to be reviewed

Evidence: According to internal and public commentary, there is not enough communication between divisions including Wastewater and Waterworks. Engineering projects, sewer & water projects, and plumbing are examples. There also appear to be communication and decision conflicts at the supervisor level, increasing time to get tasks done. There have been issues of experienced staff leaving the division creating knowledge and training gaps.

Implications: The management structure needs to be reviewed to determine supervisory decision-making processes, management structure, and accountability.

4P Assessment

Yellow indicates areas of moderate concern or opportunity for improvement or better understanding. Red indicates serious concerns or significant opportunity for improvement.

As is the case for most of the City divisions in Thunder Bay, we could find little in the way of performance measurement, making it difficult to assess quantitatively the return on value on tax-payer or rate-payer dollars.

Table 17 – 4P Assessment

DIVISION	Purpose & Strategy	People & Culture	Process & Finance	Performance & Measurement
Wastewater - (Sewer) Rate Supported	Positive public perception about quality of waste water treatment		Concerns about maintenance and opportunity to modernize	What are the measures of service and efficiency for this division?
Waterworks - Rate Supported	Positive public perception about quality of drinking water	Is there opportunity to improve working relationships and therefore improve communication and decision-making?	Concerns about maintenance and opportunity to modernize	What are the measures of service and efficiency for this division?

Recommendation Framework

Recommendations

- We recommend that the Waterworks and Wastewater Divisions be reviewed as part of the Phase Two ‘detailed review’;

- We recommend the City consider the automation of water metering.

Cost savings

As Rate-supported services, significant cost savings may not be realized in this division. However, given the size of the workforce, the \$10.3M in combined costs, questions about modernization and improved communication and decision-making, internal performance measurements must be confirmed and may result in rate reductions to Thunder Bay citizens.

Strategic Place

As mandatory services the place of these Divisions within a larger City strategy is not at question.

However, the tactical questions raised about cross-divisional communication and decision-making are substantial.

Efficiency

At a minimum we identify three specific lines of inquiry in the efficiency of these Divisions (and consequently the impact on rates):

- What are the opportunities and implications of contracting for some/more functions in these divisions (membrane maintenance was specifically raised in this regard)?
- What are the opportunities for significant modernization in metering and other areas?
- What are opportunities for improvement in the organizational charts, managing, Staffing and recruiting requirements (given the high level of technical expertise required in some areas of these divisions) communication, and decision-making frameworks used by these divisions?

Balancing values (quality of services, corporate culture, and public impact)

Any changes must employ formal change management methodologies to ensure the highest possible buy-in and chances for success. Failure to do this will undermine or even reverse the value of any effort to change organizational charts, communication, and decision-making frameworks.

Balancing execution challenges

There exists a significant opportunity to improve culture, organizational performance, and value created for rate-payers. These are entirely positive values and no balancing of values for them is required. It is in the execution (through poor change management) that risk exists in eroding culture and organizational performance.

While communication and decision-making are primary drivers in the recommendations for the Waterworks and Wastewater Divisions, the drivers of modernization and contracting out present their own challenges. These include:

- Reliable analysis of the cost/benefit breakdown of contracting out;
- Reliable analysis of the requirements and options in bringing technology to metering and other functions;
- Effective project and change management in the implementation of any changes or solutions.

Scoring for easy/mid/hard 2020 change

Level of difficulty: Hard.

Given the decision-making cycles typical for technology implementations, and the complex analysis and change management involved in any management changes, there are not likely to be significant changes in 2020.

The difficulty in the execution on any of the recommendations also lies in the fact that modernization, decision-making, communication, and contracting out all have significant cultural and workforce implications, which are famously challenging.

Finally, because these services are rate-supported, there is the challenge of establishing metrics of performance and efficiency to benchmark against any proposed improvement.

Execution Overview

A full execution overview and roadmap are properly associated with Phase Two of the services review. A high level commentary is provided here.

- An agreement on how performance and efficiency should be measured in the Divisions should be articulated to benchmark against anticipated improvements through modernization or contracting.
- A review of existing communication and decision-making frameworks within and between Waterworks and Wastewater and other divisions should be undertaken.
- A significant change management plan, and resources to shape and drive that plan, would be required for any option except the status quo, including the adoption of new technologies.

Sister Cities

Service detail: Committee provides oversight and advice on Sister City program.

Budget: \$25K (.01% of total 2018 budget)

FTE: 0 (0% of total FTEs)

Observations

Observation 1: This area is discretionary and could be eliminated.

Evidence: This area was highlighted during internal interviews for elimination noting it is not necessary for the functioning of the City and the dollars could be better used elsewhere.

Implication: These services should be considered for elimination or reduction given they are discretionary and may not be considered a core service for the City to deliver.

4P Assessment

Yellow indicates areas of moderate concern or opportunity for improvement or better understanding. Red indicates serious concerns or significant opportunity for improvement.

As is the case for most of the City divisions in Thunder Bay, we could find little in the way of performance measurement, making it difficult to assess quantitatively the return on value on tax-payer or rate-payer dollars.

Table 18 – 4P Assessment

DIVISION	Purpose & Strategy	People & Culture	Process & Finance	Performance & Measurement
City Council - Sister Cities	Is this service required or can it be eliminated?	This is an area with strong citizen engagement, requires highly consultative approach. Ward system.		What are the measures that show return on investment?

Recommendation Framework

Recommendations

- We recommend that the city end the Sister Cities program;

Cost savings

Savings could be realized here plus any savings realized in withdrawing from administrative or other contributions to this program made by other Divisions.

Strategic Place

It is possible that a strategic benefit can be shown for this program, especially in the areas economic development or multi-culturalism.

Efficiency

There are few City programs that do not create, even if negligible, a load for supportive divisions like finance, the City Manager's Office, or the Mayor's Office. This load, when multiplied across all Divisions can have an underestimated impact on general productivity.

Balancing values (quality of services, corporate culture, and public impact)

The history of some of the Sister City relationships, and the community members who benefit from them, should be considered in any decision.

Balancing execution challenges

An effective communication strategy must accompany the closure of any program.

Scoring for easy/mid/hard 2020 change

Level of difficulty: Medium.

Making a decision to close a program is rarely an easy thing. But should the City accept this recommendation, the process of winding the program down, doing so would not be a complex matter.

Execution Overview

A full execution overview and roadmap are properly associated with Phase Two of the services review. A high level commentary is provided here.

- Before any decision is made, a review of the benefits of the Sister Cities program should be reviewed and assigned some form of value to the City.

General Human Resources (retirement honoraria; service awards; retirees banquet only)

Service detail: retirement honoraria; service awards; retiree banquets.

Budget: \$42K (.02% of total 2018 budget)

FTE: 0 (0% of total FTEs)

Observations

Observation 1: These areas are discretionary and could be eliminated along with associated costs in other divisions.

Evidence: These areas were highlighted during internal interviews for elimination noting while they are nice to do they are not necessary for the functioning of City services and that the dollars could be better used directly in services a larger percentage of the public

Implication: These services should be considered for elimination given they are discretionary and may not be considered a core service for the City to deliver.

4P Assessment

Yellow indicates areas of moderate concern or opportunity for improvement or better understanding. Red indicates serious concerns or significant opportunity for improvement.

As is the case for most of the City divisions in Thunder Bay, we could find little in the way of performance measurement, making it difficult to assess quantitatively the return on value on tax-payer or rate-payer dollars.

Table 19 – 4P Assessment

DIVISION	Purpose & Strategy	People & Culture	Process & Finance	Performance & Measurement
General Human Resources Expenses - Honorariums to Retirees	Is this service required or can it be eliminated?			Can the value of these programs to City culture be measured in any way?
General Human Resources Expenses - Long Service Awards	Is this service required or can it be eliminated?			Can the value of these programs to City culture be measured in any way?
General Human Resources Expenses - Retirees Banquet	Is this service required or can it be eliminated?			Can the value of these programs to City culture be measured in any way?

Recommendation Framework

Recommendations

- We recommend that the city end the stop funding the programs for retirees;

Cost savings

The savings realized here would be approximately \$42,000 per annum, plus any savings realized in withdrawing from administrative or other contributions to this program made by other Divisions.

Strategic Place

It is possible that a significant cultural benefit exists in the continuation of this program. If this is the case, it should be identified and communicated.

Efficiency

There are few City programs that do not create, even if negligible, a load for supportive divisions like finance, the City Manager's Office, or the Mayor's Office. This load, when multiplied across all Divisions can have an underestimated impact on general productivity.

Balancing values (quality of services, corporate culture, and public impact)

Corporate culture is an area that we have identified as requiring support in The City. If it can be shown that the retirement funds and events contribute measurably to the nurturing of a healthy culture, relative to other ways the funds could be invested in the same end, then closing the Divisions may be counter-productive.

Balancing execution challenges

An effective communication strategy must accompany the closure of any program.

Scoring for easy/mid/hard 2020 change

Level of difficulty: Medium.

Making a decision to close a program is rarely an easy thing. But should the City accept this recommendation, the process of winding the program down, doing so would not be a complex matter.

Execution Overview

A full execution overview and roadmap are properly associated with Phase Two of the services review. A high level commentary is provided here.

- Before any decision was made, a review of the benefits of the Retirement Divisions should be reviewed and assigned some form of value to the City.

Detailed asset or function recommendations

During the analysis, there were assets or functions (internal process or services) that were identified as areas for costing efficiencies. Grant Thornton ran these opportunities through an efficiency framework to determine if an action was required. The framework included putting through all assets and functions through a strategic, operational, costing and revenue generating lens. The following areas were identified as specific opportunities for cost efficiencies or revenue generation. There may be some duplication when compared to the Programs and Services Recommendations through 4P evaluation section. However, the table below specifically speaks to areas for cost saving. In terms of timing, some of these cost and revenue realizations will require further research and engagement for each initiative with appropriate internal and external experts. These experts can inform timelines for value realization. Grant Thornton does not provide any guarantee on these numbers.

Operational improvements and associated cost savings from Programs and Services Recommendations through 4P evaluation section may be additional. A more detailed review to achieve operational efficiencies will be outlined in the Phase Two report.

Table 20 – Detailed asset or function recommendations

Division	Asset/Function	Recommended Action	Strategic Focus	Operational Improvement	Cost Savings	Revenue Generation opportunity	Estimated cost or revenue impact per year
All	Better use of technology (would reduce manual data entry, printing, data storage, etc.)	Expand (invest)	X	X	X		TBD by City. Research assumption could show cost realizations may be: 5% ⁴ of total in scope budget \$6,646,756
Human Resources	Human Resources	Expand (invest)	X	X	X		TBD by City. Research assumption could show cost realizations may be 5.6% ⁵ of HR budget \$163,500
All	City buildings (241)	Reduce		X	X		City input required
All	Travel bookings	Centralize		X	X		City input required
All	Number of internal executive assistants	Reduce		X			City input required

⁴ According to Gartner 2019 CEO and Senior Business Executive Survey, 'CIOs using cloud and other modern and emerging tools by reducing legacy infrastructure and technical debt, jettisoning bloated contracts and nixing inefficient processes...can take out existing cost bases by 20 percent to 30 percent'. Given the differences between public and private sector, we assume a more conservative estimate of 5%.

⁵ According to Gallup 2016 study: The Relationship between Engagement at work and organizational outcomes, COTB scored a 35 out of 60 from Grant Thornton assessment based on feedback collected from internal stakeholders. Therefore, COTB falls into the 3rd quartile as has room to improve 5.6% in productivity. We assume productivity to be equivalent to cost savings (i.e., doing more with less cost). This number could be understated given Human Resources impact all divisions in the City.

Division	Asset/Function	Recommended Action	Strategic Focus	Operational Improvement	Cost Savings	Revenue Generation opportunity	Estimated cost or revenue impact per year
All	Phone lines (under used or unused)	Eliminate		X			City input required
All	Administrative services (i.e., finance)	Centralize		X	X		City input required
Recreation and Culture	Swimming pools (7 not including Canada Games Complex)	Reduce		X	X		City input required
Recreation and Culture	Community Centres (24)	Reduce		X			City input required
Recreation and Culture	Restoration of Alexander Henry	Eliminate/alternative funding			X		City input required
Recreation and Culture	Campgrounds (2 campgrounds with 100+ campsites)	Reduce		X			City input required
Recreation and Culture	Skating rinks (37)	Reduce		X			City input required
Recreation and Culture/Parks	Various arenas and sporting fields/parks	Add fees				X	City input required
Recreation and Culture/Parks	Counter services/cashiers	Reduce		X			City input required
Parks	Conservatory	Eliminate (100%)		X	X		TBD by City but budget estimate is \$621,800
Parks	Chippewa	Divest		X	X		City input required
Parks	Golf Courses (2)	Eliminate (100%)		X	X		TBD by City but budget estimate is \$424,900
Parks	Muskeg Express (in centennial park)	Eliminate/Divest (100%)			X		City input required

Division	Asset/Function	Recommended Action	Strategic Focus	Operational Improvement	Cost Savings	Revenue Generation opportunity	Estimated cost or revenue impact per year
Corporate Services & Long Term Care	Print Shop	Eliminate/Divest (100%)					TBD by City but budget estimate is \$11,900
Corporate Services & Long Term Care	Internal courier services	Expand (to assist with other internal activities)					City input required
Development & Emergency Services	Building Services	Add development charges	X			X	City input required
Mayor and Council	Sister cities	Reduce			X		TBD by City but budget estimate is \$25,000
General Human Resources	Retirees Banquet	Eliminate (100%)					TBD by City but budget estimate is \$12,000
General Human Resources	Honorariums to Retirees	Eliminate (100%)	X				TBD by City but budget estimate is \$14,000
General Human Resources	Long term Service Awards	Eliminate (100%)	X				TBD by City but budget estimate is \$16,000

Next steps- Phase Two

After the presentation of the interim report to Administration and Council, the project will move to the next phase.

The primary focus of the work to date has been to gather enough information on the programs and services in the City to identify a short list for a 'detailed review'. Grant Thornton anticipates up to ten (10) areas for deeper analysis. After COTB's approval of the short list, the work will begin and is anticipated to be completed by June 2020.

Based on the evidence base gathered, the Grant Thornton Project team will assess qualitatively and quantitatively, the performance and productivity, organizational structure, and budget of the ten areas.

The work will consist of the following steps.

1. Grant Thornton will prepare an implementation framework and suggest high-level implementation strategies, high level financial implications of recommendations, a quantitative impact analysis, and high-level descriptions for change management and communication requirements. The table here sets out a recommended approach, drawn from the initial proposal.

Table 21 – Recommended approach

Program		Task	Primary activities	Accountability (RACI Matrix)	Anticipated difficulty/ complexity	Time (S/M/L)	Financial Impact
Service area 'x'	Align facilities with demand	1. Assess usage levels	2. Establish demand: cost ratios	Responsible: Jane Smith – Dept. head	Moderate	Medium term	Facilities reduction: 230K p/a
				Accountable: Supervisor 1, Supervisor 2 Consulted: cashiers, dispatchers, users Informed: public, council			Increase in usage through better accessibility: 30K p/a in user fees

2. A Draft Report outlining options for organizational change (including organizational structure changes), cost/benefit analysis of options, recommendations on what to enhance, reduce, maintain or eliminate, financial implications of the recommendations, implementation steps, and a model for tracking implementation of improvements will be provided and then presented. Recommendations may include:
 - Opportunities for expansion, growth, or development;
 - Changes to services, service levels, service delivery models (including up to two alternative models where appropriate);

- Efficiencies and innovations (information acquired through the external benchmarking will be integrated at this point);
 - Quantified cost saving opportunities;
 - Appropriate high level organizational structure
 - Cost-benefit analyses; and,
 - An overall change management framework.
3. A workshop with the City team to walk through each recommendation, focusing in particular on risks and limitations to proposed recommendations, and on the overall change management approach suggested by the Grant Thornton team.
 4. Following the incorporation of feedback from the City team, we will work with the team to frame the third opportunity for public engagement as set out in the Grant Thornton proposal. A possible approach is the publication of the 'short list' recommendations as a discussion paper, followed by an open house focused on collecting feedback only on the 'short list' items published.
 5. Following the public engagement we will draft a final report for review by City administration, and presentation to Council.
 6. Following the acceptance of the final report, the Grant Thornton Project Manager will hold a project debrief meeting with the City Project Manager.

Involvement by the City Team

- Through the deeper-dive analysis we will rely on senior City administrators to assist providing additional quantitative information to balance qualitative/stakeholder inputs and themes. This may include relevant annual operating and maintenance costs, ongoing capital investment requirement timing and costs, confirming or contradicting in-house tracked data (historical metrics, cycle times, resource utilization, future potential changes, etc.). The Grant Thornton Project Team will extract meaningful data analytics from this.
- The Grant Thornton team may need to conduct additional interviews with division managers and stakeholders and would require the City's support with scheduling
- Working with the Grant Thornton team, the City team will support in the identification of risks and limitations to detailed recommendations at the draft stage. This will be important as there may be outstanding information/data that would need to be confirm prior to confirming the recommended approach (e.g. customer engagement, agreements with potential service providers, etc.).
- The two teams will conduct a workshop to discuss preliminary findings and recommendations and incorporate any gaps identified.
- The City will work with the Grant Thornton team in framing the timing, format, and content of the public engagement event.
- The City administration team will provide feedback on a draft final report before publication to Council.

Appendices

A – F

Appendix A - Unique Aspects to Municipalities

Employees and elected officials of The City, create a unique leadership structure different than in the private sector.

City administration, managers and employees are a constant that uses The City budgets to provide services to people in the region. These people have specialized skills, often years of historical corporate/tribal knowledge, and experience with all the administrative/process and detail at the City.

Elected officials make decisions with regards to budget, new directions, and changes. Many of these officials have:

1. Other interests, businesses, endeavours on top of their elected roles;
2. They may/may not align with political parties/views;
3. Their constituents vary.

Each elected officials brings a unique lens to the City, its mandate and role as an agent influencing quality of life and transformation in the region.

As an example there may be fiscally conservative councillors who believe in restraint and cost control as overriding objectives vs. a global-minded, Keynesian councillor looking to Thunder Bay to invest in initiatives to create a region attractive to immigrants, investment from abroad, or managing revenue-generating initiatives.

While elected officials guide governance and municipal strategy, the City employees often have the closest view of important information that underpins those directions. Elected officials and City of Thunder Bay employees/administration bring different, but integral strengths. But those same differences can make change in Thunder Bay, as is the case in many city/municipal environments, difficult in terms of establishing and sticking to a vision. As decision-making is not vertical/top-down with a single ultimate decision-maker and is under constant public scrutiny, making decisions requires patience, give-and-take, collaboration and vigorous debate. This is a different process than might occur in private business.

Perception of the pace of change in cities is different than in the private sector. In many of the qualitative interviews, a repeated point was people returning to Thunder Bay after decades have a perception of little change. However, there have been massive changes in Thunder Bay. One clear example is Thunder Bay's place as an education hub. What is often at question is the speed of change. Given their complexity, cities cannot transform as quickly as private businesses, but they do transform.

Also to consider, is that the size of the population benefiting from a city's services can be difficult to plan for. What is the population size drawing on The City services, using the roads, parks and infrastructure? We have to consider residents in The City, and those from outside the City that come in to access the City services including residents of nearby communities, out-of-town students in The City, or people commuting into The City to work? Is this potentially a number significantly greater than the official population of The City? This is a very different problem than a typical 'market size' problem for a private business.

This report takes into account these unique aspects that apply to cities, including The City: incomplete information, complexity in making quick decisions, the requirement to engage very different groups of stakeholders.

Throughout the world, in communities and private enterprise, a primary challenge has become the ability to keep pace, and even anticipate, the 'speed of change'. Disruption due to technology, changing global economies, migrations and movements of people have led to a quickening of pace of change that public and private sector constituents struggle to manage through. This pace of change is a

threat to the continued thriving of communities. Given the unique structure of city decision-making, the scrutiny of the public and the diversity of opinions decision-making table, dealing with this global trend of rapid change is not easy for any community.

Appendix B: Internal Survey

City of Thunder Bay - Services Review

Introduction

What is the purpose of the survey?

The City of Thunder Bay has engaged Grant Thornton LLP to conduct a Review of City Services. The purpose of the review is to improve the understanding of services provided by the City, and provide information for council and administration to make informed strategic choices regarding those services. Responding to pressures for greater efficiency, effectiveness in service delivery, improved performance and sustainability, the review will identify current services and their delivery, potential changes to delivery methods, and/or service levels, and recommend opportunities for improvement or cost-effectiveness.

The review process will identify opportunities and provide recommendations for changes, expansion, reduction, elimination and alternate service delivery models.

The purpose of the internal survey in this context is to:

- Use a confidential approach to gathering feedback and input to the process;
- Use surveys for what they do best: collect responses, ideas, and positions in a way that can be reported statistically;
- Provide feedback that will shape the public survey that will follow the internal one.

Who will participate in the survey?

City of Thunder Bay employees.

Confidentiality

Grant Thornton LLP takes confidentiality and privacy seriously. It is also our experience information provided is more reliable where people can speak in confidence. The unique email link approach used, does not track individual user information, other than an IP address, which we strip out of the responses before analyzing or sharing. All responses are aggregated. Raw survey data WILL NOT be shared with the City of Thunder Bay stakeholders.

More information?

Further questions and feedback can be communicated in confidence to the Grant Thornton team by writing to the Project Manager, Clemens Rettich at clemens.rettich@ca.gt.com

Your Service Area

The questions on this page are all related to the service, area, department, or division you work in.

1. Which area or department do you work in?

2. Thinking of your area only, please rate the level of resources available to you to deliver value (internally to the citizens of Thunder Bay). **Please circle one number to indicate your response.**

The level of resources we have to deliver value, is excellent	The level of resources we have to deliver value, is good	The level of resources we have to deliver value, is acceptable	We lack some resources we need to deliver value	We lack many of the resources we need to deliver value	We lack most of the resources we need to deliver value
6	5	4	3	2	1

3. Continuing to think about resources available to you and your team, what additional resources would improve your ability to deliver value to the community or internally?

4. Continuing to think about your area, how would you rank the quality of the planning in your area when it comes to change?

The quality of planning or change management is very high	The quality of planning or change management is good	The quality of planning or change management is acceptable	The quality of planning or change management is inconsistent	The quality of planning or change management is weak	The quality of planning or change management is very poor
6	5	4	3	2	1

5. How would you rank your area in the delivery of service to the public or internal customers (other departments in the City)?

We consistently exceed the expectations of those we serve	We often exceed the expectations of those we serve	We meet the expectations of those we serve	We sometimes fail to meet the expectations of those we serve	We often fail to meet the expectations of those we serve	We consistently fail to meet the expectations of those we serve
6	5	4	3	2	1

6. How efficiently is your area operating?

Very efficiently: we deliver value with no waste (time, money, materials)	Quite efficiently: we deliver value with little waste (time, money, materials)	Somewhat efficiently: we deliver value with some waste (time, money, materials)	Somewhat inefficiently: we deliver value but with quite a lot of waste	Not efficiently: we deliver value but with significant waste	Very inefficiently: we create little value and have significant waste
6	5	4	3	2	1

7. Please comment on any specific opportunities for improvement you see in your area.

Other Service Areas

We are looking for your thoughts, feedback, and ideas for every area of the City. The next part of the survey provides for **up to** five areas for your comment. See the end of this survey for an address if you wish to comment on more than five service areas.

8. Name of first City service or area you are commenting on.

9. In your assessment, how important is this service or area, to the City of Thunder Bay (internally, or to the citizens)? **Please circle one number to indicate your choice.**

Very High - this function is required by law, or critical to the operation of the City	High - not required by law but extremely important to citizens and/or the operations of the City	Important - this function is not critical but adds significant value to the City	Somewhat important - makes an important contribution but the City could function without it	Low - many would describe this service as ' <i>nice to have but not necessary</i> '	Unimportant - this function does not add any value to the City, internally or externally
6	5	4	3	2	1

Please provide any comments you believe would help us understand your selection.

10. In your assessment, does this service or area deliver good 'value for money' to the City of Thunder Bay (internally, or to the citizens)?

Yes - this service provides great value given its budget	Somewhat - the quality of service could be increased, or delivered on a smaller budget	Not really - there are significant quality or efficiency issues in this area	No - this service delivers no value relative to its budget
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4

3

2

1

Please provide any comments you believe would help us understand your selection.

11. In your assessment, is this service delivered efficiently (using time, people, and money efficiently in creating value)?

Yes - this service is delivered very efficiently - using time, people, and money well	Somewhat - the value is good but could be delivered more efficiently (using time, people, money)	Not really - there are efficiency issues - time, people, or money are used inefficiently	No - there is little or no value created with its resources
--	---	---	--

4

3

2

1

Please provide any comments you believe would help us understand your selection.

12. In your assessment, is this service current? That is, does it make use of tools (software and other modern technology) currently available?

Yes - this service is relevant, and uses modern tools and approaches	Somewhat - the service is relevant, but requires some updating in tools or approaches	Not really - the service marginally relevant, or delivery requires significant updating	No - the service is irrelevant today, and its delivery uses out-of-date tools and approaches
---	--	--	---

4

3

2

1

Please provide any comments you believe would help us understand your selection.

13. Do you believe there are significant opportunities to save money in delivering this service? **Circle one.**

Yes

No

If you responded 'Yes' please explain.

14. Do you believe there are opportunities generate (more) revenues through this service?

Yes

No

If you responded 'Yes' please explain.

Second of five areas for comment

15. Name of **second** City service or area you are commenting on.

16. In your assessment, how important is this service or area, to the City of Thunder Bay (internally, or to the citizens)? **Please circle one number to indicate your choice.**

Very High - this function is required by law, or critical to the operation of the City

High - not required by law but extremely important to citizens and/or the operations of the City

Important - this function is not critical but adds significant value to the City

Somewhat important - makes an important contribution but the City could function without it

Low - many would describe this service as *'nice to have but not necessary'*

Unimportant - this function does not add any value to the City, internally or externally

6

5

4

3

2

1

Please provide any comments you believe would help us understand your selection.

17. In your assessment, does this service or area deliver good 'value for money' to the City of Thunder Bay (internally, or to the citizens)?

Yes - this service provides great value given its budget **Somewhat** - the quality of service could be increased, or delivered on a smaller budget **Not really** - there are significant quality or efficiency issues in this area **No** - this service delivers no value relative to its budget

4	3	2	1
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Please provide any comments you believe would help us understand your selection.

18. In your assessment, is this service delivered efficiently (using time, people, and money efficiently in creating value)?

Yes - this service is delivered very efficiently - using time, people, and money well **Somewhat** - the value is good but could be delivered more efficiently (using time, people, money) **Not really** - there are efficiency issues - time, people, or money are used inefficiently **No** - there is little or no value created with its resources

4	3	2	1
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Please provide any comments you believe would help us understand your selection.

19. In your assessment, is this service current? That is, does it make use of tools (software and other modern technology) currently available?

Yes - this service is relevant, and uses modern tools and approaches **Somewhat** - the service is relevant, but requires some updating in tools or approaches **Not really** - the service marginally relevant, or delivery requires significant updating **No** - the service is irrelevant today, and its delivery uses out-of-date tools and approaches

4

3

2

1

Please provide any comments you believe would help us understand your selection.

20. Do you believe there are significant opportunities to save money in delivering this service? **Circle one.**

Yes

No

If you responded 'Yes' please explain.

21. Do you believe there are opportunities generate (more) revenues through this service?

Yes

No

If you responded 'Yes' please explain.

Third of five areas for comment

22. Name of third City service or area you are commenting on.

23. In your assessment, how important is this service or area, to the City of Thunder Bay (internally, or to the citizens)? **Please circle one number to indicate your choice.**

Very High - this function is required by law, or critical to the operation of the City

High - not required by law but extremely important to citizens and/or the operations of the City

Important - this function is not critical but adds significant value to the City

Somewhat important - makes an important contribution but the City could function without it

Low - many would describe this service as *'nice to have but not necessary'*

Unimportant - this function does not add any value to the City, internally or externally

6

5

4

3

2

1

Please provide any comments you believe would help us understand your selection.

24. In your assessment, does this service or area deliver good 'value for money' to the City of Thunder Bay (internally, or to the citizens)?

Yes - this service provides great value given its budget	Somewhat - the quality of service could be increased, or delivered on a smaller budget	Not really - there are significant quality or efficiency issues in this area	No - this service delivers no value relative to its budget
---	---	---	---

4

3

2

1

Please provide any comments you believe would help us understand your selection.

25. In your assessment, is this service delivered efficiently (using time, people, and money efficiently in creating value)?

Yes - this service is delivered very efficiently - using time, people, and money well	Somewhat - the value is good but could be delivered more efficiently (using time, people, money)	Not really - there are efficiency issues - time, people, or money are used inefficiently	No - there is little or no value created with its resources
--	---	---	--

4

3

2

1

Please provide any comments you believe would help us understand your selection.

26. In your assessment, is this service current? That is, does it make use of tools (software and other modern technology) currently available?

Yes - this service is relevant, and uses modern tools and approaches	Somewhat - the service is relevant, but requires some updating in tools or approaches	Not really - the service marginally relevant, or delivery requires significant updating	No - the service is irrelevant today, and its delivery uses out-of-date tools and approaches
---	--	--	---

4

3

2

1

Please provide any comments you believe would help us understand your selection.

27. Do you believe there are significant opportunities to save money in delivering this service? **Circle one.**

Yes

No

If you responded 'Yes' please explain.

28. Do you believe there are opportunities generate (more) revenues through this service?

Yes

No

If you responded 'Yes' please explain.

Fourth of five areas for comment

29. Name of fourth City Service or area you are commenting on.

30. In your assessment, how important is this service or area, to the City of Thunder Bay (internally, or to the citizens)? **Please circle one number to indicate your choice.**

Very High - this function is required by law, or critical to the operation of the City

High - not required by law but extremely important to citizens and/or the operations of the City

Important - this function is not critical but adds significant value to the City

Somewhat important - makes an important contribution but the City could function without it

Low - many would describe this service as *'nice to have but not necessary'*

Unimportant - this function does not add any value to the City, internally or externally

6

5

4

3

2

1

Please provide any comments you believe would help us understand your selection.

31. In your assessment, does this service or area deliver good 'value for money' to the City of Thunder Bay (internally, or to the citizens)?

Yes - this service provides great value given its budget **Somewhat** - the quality of service could be increased, or delivered on a smaller budget **Not really** - there are significant quality or efficiency issues in this area **No** - this service delivers no value relative to its budget

4	3	2	1
---	---	---	---

Please provide any comments you believe would help us understand your selection.

32. In your assessment, is this service delivered efficiently (using time, people, and money efficiently in creating value)?

Yes - this service is delivered very efficiently - using time, people, and money well **Somewhat** - the value is good but could be delivered more efficiently (using time, people, money) **Not really** - there are efficiency issues - time, people, or money are used inefficiently **No** - there is little or no value created with its resources

4	3	2	1
---	---	---	---

Please provide any comments you believe would help us understand your selection.

33. In your assessment, is this service current? That is, does it make use of tools (software and other modern technology) currently available?

Yes - this service is relevant, and uses modern tools and approaches **Somewhat** - the service is relevant, but requires some updating in tools or approaches **Not really** - the service marginally relevant, or delivery requires significant updating **No** - the service is irrelevant today, and its delivery uses out-of-date tools and approaches

4

3

2

1

Please provide any comments you believe would help us understand your selection.

34. Do you believe there are significant opportunities to save money in delivering this service? **Circle one.**

Yes

No

If you responded 'Yes' please explain.

35. Do you believe there are opportunities generate (more) revenues through this service?

Yes

No

If you responded 'Yes' please explain.

Fifth of five areas for comment

36. Name of fifth City Service or area you are commenting on.

37. In your assessment, how important is this service or area, to the City of Thunder Bay (internally, or to the citizens)? **Please circle one number to indicate your choice.**

Very High - this function is required by law, or critical to the operation of the City

High - not required by law but extremely important to citizens and/or the operations of the City

Important - this function is not critical but adds significant value to the City

Somewhat important - makes an important contribution but the City could function without it

Low - many would describe this service as *'nice to have but not necessary'*

Unimportant - this function does not add any value to the City, internally or externally

6

5

4

3

2

1

Please provide any comments you believe would help us understand your selection.

38. In your assessment, does this service or area deliver good 'value for money' to the City of Thunder Bay (internally, or to the citizens)?

Yes - this service provides great value given its budget	Somewhat - the quality of service could be increased, or delivered on a smaller budget	Not really - there are significant quality or efficiency issues in this area	No - this service delivers no value relative to its budget
---	---	---	---

4	3	2	1
---	---	---	---

Please provide any comments you believe would help us understand your selection.

39. In your assessment, is this service delivered efficiently (using time, people, and money efficiently in creating value)?

Yes - this service is delivered very efficiently - using time, people, and money well	Somewhat - the value is good but could be delivered more efficiently (using time, people, money)	Not really - there are efficiency issues - time, people, or money are used inefficiently	No - there is little or no value created with its resources
--	---	---	--

4	3	2	1
---	---	---	---

Please provide any comments you believe would help us understand your selection.

40. In your assessment, is this service current? That is, does it make use of tools (software and other modern technology) currently available?

Yes - this service is relevant, and uses modern tools and approaches	Somewhat - the service is relevant, but requires some updating in tools or approaches	Not really - the service marginally relevant, or delivery requires significant updating	No - the service is irrelevant today, and its delivery uses out-of-date tools and approaches
---	--	--	---

4

3

2

1

Please provide any comments you believe would help us understand your selection.

41. Do you believe there are significant opportunities to save money in delivering this service? **Circle one.**

Yes **No**

If you responded '**Yes**' please explain.

42. Do you believe there are opportunities generate (more) revenues through this service?

Yes **No**

If you responded 'Yes' please explain.

Services - Stop or Start

43. Do you believe there are any services or areas The City should **stop** offering? If so, please list below.

44. Do you believe there are any services or areas The City should **start** offering? If so, please list below.

Liveability Values

The following is a list of activities the City is involved in or delivering. Please consider each activity as it currently is delivered and indicate how much it contributes to the livability of Thunder Bay.

We use the word 'central' to mean that if the service or activity (whether legally or operationally required or not) did not exist, it would significantly (and negatively) impact people's experience of living in Thunder Bay.

45. **Child Care**

A lot - is central to people's positive experience of living in Thunder Bay	Some - is valuable but not central	Not much - is nice to have but contributes only marginally to quality of life here	None - does not contribute to the quality of life experienced by citizens of Thunder Bay	No opinion / Don't know
--	---	---	---	--------------------------------

4

3

2

1

0

Comments

46. Road Conditions

A lot - is central to people's positive experience of living in Thunder Bay	Some - is valuable but not central	Not much - is nice to have but contributes only marginally to quality of life here	None - does not contribute to the quality of life experienced by citizens of Thunder Bay	No opinion / Don't know
--	---	---	---	--------------------------------

4

3

2

1

0

Comments

47. Walkability

A lot - is central to people's positive experience of living in Thunder Bay	Some - is valuable but not central	Not much - is nice to have but contributes only marginally to quality of life here	None - does not contribute to the quality of life experienced by citizens of Thunder Bay	No opinion / Don't know
--	---	---	---	--------------------------------

4

3

2

1

0

Comments

48. Aesthetics - Visual Attractiveness

A lot - is central to people's positive experience of living in Thunder Bay	Some - is valuable but not central	Not much - is nice to have but contributes only marginally to quality of life here	None - does not contribute to the quality of life experienced by citizens of Thunder Bay	No opinion / Don't know
--	---	---	---	--------------------------------

4

3

2

1

0

Comments

49. Recreation facilities generally (sports, arts, fitness)

A lot - is central to people's positive experience of living in Thunder Bay	Some - is valuable but not central	Not much - is nice to have but contributes only marginally to quality of life here	None - does not contribute to the quality of life experienced by citizens of Thunder Bay	No opinion / Don't know
--	---	---	---	--------------------------------

4

3

2

1

0

Comments

50. Performing arts (facilities and events)

A lot - is central to people's positive experience of living in Thunder Bay	Some - is valuable but not central	Not much - is nice to have but contributes only marginally to quality of life here	None - does not contribute to the quality of life experienced by citizens of Thunder Bay	No opinion / Don't know
--	---	---	---	--------------------------------

4

3

2

1

0

Comments

51. Visual arts (including architecture and public art)

A lot - is central to people's positive experience of living in Thunder Bay	Some - is valuable but not central	Not much - is nice to have but contributes only marginally to quality of life here	None - does not contribute to the quality of life experienced by citizens of Thunder Bay	No opinion / Don't know
4	3	2	1	0

Comments

52. Sports and fitness (facilities and trails)

A lot - is central to people's positive experience of living in Thunder Bay	Some - is valuable but not central	Not much - is nice to have but contributes only marginally to quality of life here	None - does not contribute to the quality of life experienced by citizens of Thunder Bay	No opinion / Don't know
4	3	2	1	0

Comments

53. Public Transportation

A lot - is central to people's positive	Some - is valuable but not central	Not much - is nice to have but contributes	None - does not contribute to the	No opinion / Don't know
--	---	---	--	--------------------------------

experience of living in Thunder Bay		only marginally to quality of life here	quality of life experienced by citizens of Thunder Bay	
4	3	2	1	0
Comments				

54. Inclusivity and multi-culturalism (race, gender, and sexual orientation)

A lot - is central to people's positive experience of living in Thunder Bay	Some - is valuable but not central	Not much - is nice to have but contributes only marginally to quality of life here	None - does not contribute to the quality of life experienced by citizens of Thunder Bay	No opinion / Don't know
4	3	2	1	0
Comments				

Negative impact on liveability

Score the impact of the following two crime factors on liveability

55. Property Crime

A lot - significantly impacts livability for a significant number of citizens	Some - occasionally impacts some people	Negligible - the problem exists but it has little impact on livability in Thunder Bay	None - this has no impact on livability in Thunder Bay	No opinion / Don't know
4	3	2	1	0

56. Personal Crime

A lot - significantly impacts livability for a significant number of citizens	Some - occasionally impacts some people	Negligible - the problem exists but it has little impact on livability in Thunder Bay	None - this has no impact on livability in Thunder Bay	No opinion / Don't know
4	3	2	1	0

General assessment - The City

57. How responsive do you believe the City (elected officials and stakeholders) is to questions and concerns, from the public?

Very responsive - issues are always acknowledged and often acted upon	Somewhat responsive - issues are usually acknowledged or acted upon	Rarely responsive - issues are rarely acknowledged or acted upon	Not at all - issues are never acknowledged or acted upon	No opinion / Don't know
4	3	2	1	0

58. How responsive do you believe the City (elected officials and management stakeholders) is to questions and concerns, from employees?

Very responsive - issues are always acknowledged and often acted upon	Somewhat responsive - issues are usually acknowledged or acted upon	Rarely responsive - issues are rarely acknowledged or acted upon	Not at all - issues are never acknowledged or acted upon	No opinion / Don't know
4	3	2	1	0

59. Respond to this statement "Considered as a whole, the City generally makes good use of taxpayer money, across all services."

Yes - the City generally makes excellent use of taxpayer dollars	Somewhat - the City generally makes good use of taxpayer dollars in most areas	Often not - the City generally makes poor use of taxpayer dollars in many areas	Not at all - the City is generally wasteful and delivers little value on taxpayer dollars	No opinion / Don't know
4	3	2	1	0

Have more to add?

Use this blank page to comment, or...

Send questions and feedback in confidence to the Grant Thornton team by writing to the Project Manager, Clemens Rettich at clemens.rettich@ca.gt.com

Thank you for participating!

Appendix C: External Survey

City of Thunder Bay - Services Review

Introduction

What is the purpose of the survey?

The City of Thunder Bay has engaged Grant Thornton LLP to conduct a Review of City Services. The purpose of the review is to improve the understanding of services provided by the City, and provide information for council and administration to make informed strategic choices regarding those services. Responding to pressures for greater efficiency, effectiveness in service delivery, improved performance and sustainability, the review will identify current services and their delivery, potential changes to delivery methods, and/or service levels, and recommend opportunities for improvement or cost-effectiveness.

The review process will identify opportunities and provide recommendations for changes, expansion, reduction, elimination and alternate service delivery models.

The purpose of the public survey is to gather anonymous feedback and input to the process.

Who can participate in the survey?

All residents of City of Thunder Bay.

Confidentiality

Grant Thornton LLP takes confidentiality and privacy seriously. It is also our experience information provided is more reliable where people can speak in confidence. We will not track individual user information. All responses are aggregated, and no individual responses are shared with the City.

More information?

Further questions and feedback can be communicated in confidence to the Grant Thornton team by writing to the Project Manager, Clemens Rettich at clemens.rettich@ca.gt.com

City Services

We are looking for your thoughts, feedback, and ideas for every area of the City. The survey provides for **up to** five areas for your comment. See the end of this survey for an address if you wish to comment on more than five service areas.

1. Please list up to five departments or services you think add the most to the quality of life in Thunder Bay.

- Service One
- Service Two
- Service Three
- Service Four
- Service Five

2. Use this space to provide any further comments you wish to make about these services:

3. Please list up to five departments or services you think could benefit the most from improvement.

- Service One
- Service Two
- Service Three
- Service Four
- Service Five

4. Use this space to provide any further comments you wish to make about these services:

5. Please list up to five departments or services you think provide good value for taxpayer dollars.

- Service One
- Service Two
- Service Three

- Service Four
- Service Five

6. Use this space to provide any further comments you wish to make about these services:

7. Please list up to five departments or services you do NOT think provide good value for taxpayer dollars.

- Service One
- Service Two
- Service Three
- Service Four
- Service Five

8. Use this space to provide any further comments you wish to make about these services:

Generally, what is your sense of the level of vision and strategic planning at the City of Thunder Bay?

Very High - there is a clear and comprehensive plan for the future of the City.	Moderate – there appears to be some planning, but it is not in every area.	Weak – most decisions appear to be made without a clear plan.	None – decisions appear to be made with no long term plan at all.	No opinion / Don't know
--	---	--	--	-------------------------

4	3	2	1	0
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Comments

9. Generally, what is your impression of the use of technology (website, communication, billing, etc.) by the City of Thunder Bay?

Excellent – The City uses modern	Moderate – the City uses modern	Very limited – the City's use of	None – I'm not aware of any use of modern	No opinion / Don't know
---	--	---	--	-------------------------

technologies in many areas.	technologies in some areas.	technology is very limited.	technology except the website.	
4	3	2	1	0
Comments				

Services - Stop or Start

10. Do you believe there are any services or areas The City should **stop** offering? If so, please list below.

11. Do you believe there are any services or areas The City should **start** offering? If so, please list below.

Liveability

Please consider each activity or service listed below, and indicate how much it contributes to the livability of Thunder Bay.

We use the word 'central' to mean that if the service or activity did not exist, it would significantly (negatively) impact people's experience of living in Thunder Bay.

12. Child Care

A lot - is central to people's positive experience of living in Thunder Bay	Some - is valuable but not central	Not much - is nice to have but contributes only marginally to quality of life here	None - does not contribute to the quality of life experienced by citizens of Thunder Bay	No opinion / Don't know
4	3	2	1	0
Comments				

13. Road Conditions

A lot - is central to people's positive experience of living in Thunder Bay	Some - is valuable but not central	Not much - is nice to have but contributes only marginally to quality of life here	None - does not contribute to the quality of life experienced by citizens of Thunder Bay	No opinion / Don't know
--	---	---	---	-------------------------

4	3	2	1	0
---	---	---	---	---

Comments

14. Walkability (safe and easy to walk between shopping and/or business areas)

A lot - is central to people's positive experience of living in Thunder Bay	Some - is valuable but not central	Not much - is nice to have but contributes only marginally to quality of life here	None - does not contribute to the quality of life experienced by citizens of Thunder Bay	No opinion / Don't know
--	---	---	---	-------------------------

4	3	2	1	0
---	---	---	---	---

Comments

15. Aesthetics - Visual Attractiveness

A lot - is central to people's positive experience of living in Thunder Bay	Some - is valuable but not central	Not much - is nice to have but contributes only marginally to quality of life here	None - does not contribute to the quality of life experienced by citizens of Thunder Bay	No opinion / Don't know
--	---	---	---	-------------------------

4	3	2	1	0
---	---	---	---	---

Comments

16. Recreation facilities generally (sports, arts, fitness)

A lot - is central to people's positive experience of living in Thunder Bay	Some - is valuable but not central	Not much - is nice to have but contributes only marginally to quality of life here	None - does not contribute to the quality of life experienced by citizens of Thunder Bay	No opinion / Don't know
4	3	2	1	0
Comments				

17. Performing arts (facilities and events)

A lot - is central to people's positive experience of living in Thunder Bay	Some - is valuable but not central	Not much - is nice to have but contributes only marginally to quality of life here	None - does not contribute to the quality of life experienced by citizens of Thunder Bay	No opinion / Don't know
4	3	2	1	0
Comments				

18. Visual arts (including architecture and public art)

A lot - is central to people's positive experience of living in Thunder Bay	Some - is valuable but not central	Not much - is nice to have but contributes only marginally to quality of life here	None - does not contribute to the quality of life experienced by citizens of Thunder Bay	No opinion / Don't know

4	3	2	1	0
Comments				

19. Sports and fitness (facilities and trails)

A lot - is central to people's positive experience of living in Thunder Bay	Some - is valuable but not central	Not much - is nice to have but contributes only marginally to quality of life here	None - does not contribute to the quality of life experienced by citizens of Thunder Bay	No opinion / Don't know
--	---	---	---	-------------------------

4	3	2	1	0
Comments				

20. Public Transportation

A lot - is central to people's positive experience of living in Thunder Bay	Some - is valuable but not central	Not much - is nice to have but contributes only marginally to quality of life here	None - does not contribute to the quality of life experienced by citizens of Thunder Bay	No opinion / Don't know
--	---	---	---	-------------------------

4	3	2	1	0
Comments				

21. Inclusivity and multi-culturalism (race, gender, and sexual orientation)

A lot - is central to people's positive experience of living in Thunder Bay	Some - is valuable but not central	Not much - is nice to have but contributes only marginally to quality of life here	None - does not contribute to the quality of life experienced by	No opinion / Don't know
--	---	---	---	-------------------------

citizens of Thunder
Bay

4	3	2	1	0
---	---	---	---	---

Comments

Negative impact on liveability

Score the impact of the following two crime factors on livability

22. Property Crime

A lot - significantly impacts livability for a significant number of citizens	Some - occasionally impacts some people	Negligible - the problem exists but it has little impact on livability in Thunder Bay	None - this has no impact on livability in Thunder Bay	No opinion / Don't know
--	--	--	---	-------------------------

4	3	2	1	0
---	---	---	---	---

23. Personal Crime

A lot - significantly impacts livability for a significant number of citizens	Some - occasionally impacts some people	Negligible - the problem exists but it has little impact on livability in Thunder Bay	None - this has no impact on livability in Thunder Bay	No opinion / Don't know
--	--	--	---	-------------------------

4	3	2	1	0
---	---	---	---	---

General assessment - The City

24. In your experience, how responsive is the City (elected officials and stakeholders) is to questions and concerns, from the public?

Very responsive - issues are always acknowledged and often acted upon	Somewhat responsive - issues are usually acknowledged or acted upon	Rarely responsive - issues are rarely acknowledged or acted upon	Not at all - issues are never acknowledged or acted upon	No opinion / Don't know
4	3	2	1	0

25. How responsive do you believe the City (elected officials and management stakeholders) is to questions and concerns, from employees?

Very responsive - issues are always acknowledged and often acted upon	Somewhat responsive - issues are usually acknowledged or acted upon	Rarely responsive - issues are rarely acknowledged or acted upon	Not at all - issues are never acknowledged or acted upon	No opinion / Don't know
4	3	2	1	0

26. Respond to this statement "Considered as a whole, the City generally makes good use of taxpayer money, across all services."

Yes - the City generally makes excellent use of taxpayer dollars	Somewhat - the City generally makes good use of taxpayer dollars in most areas	Often not - the City generally makes poor use of taxpayer dollars in many areas	Not at all - the City is generally wasteful and delivers little value on taxpayer dollars	No opinion / Don't know
4	3	2	1	0

Have more to add?

Use this blank page to comment, or...

Send questions and feedback in confidence to the Grant Thornton team by writing to the Project Manager, Clemens Rettich at **clemens.rettich@ca.gt.com**

Thank you for participating!

Appendix D: Benchmarking Questionnaire

Benchmarking Questionnaire

Prepared by Grant Thornton on behalf of The City.

Name:

Organization:

Background

Grant Thornton LLP has been engaged by The City to identify opportunities and provide recommendations for changes to programs and services offered by the City. This engagement is driven partially by the City's commitment to a review of services to ensure the effective delivery of services to citizens.

The City has requested a benchmark survey of municipalities and other organizations regarding their processes, best practices, and lessons learned pertaining to service delivery, internal process and change management.

We would greatly appreciate your participation in this benchmarking questionnaire. **In return for your participation, we are happy to provide you with a document containing the summarized, anonymous themes collected during this benchmarking process.**

We anticipate that the benchmarking process will require approximately 1 hour, depending on the availability of information within your organization.

Included in this document are questions for your consideration. If you are able to participate in this benchmarking exercise please complete this form and return it to Grant Thornton, or let us know that you would prefer we schedule a telephone call with you to provide your responses. For our work, responses are required by **September 27, 2019**.

We will be in contact with you shortly to confirm the successful delivery of the questionnaire and answer any questions you may have. If you have any questions please do not hesitate to contact Clemens Rettich at Grant Thornton at 780-401-8219 (clemens.rettich@ca.gt.com) or Linda Evans at The City at 807-346-7208 (levans@thunderbay.ca)

Introduction/People

1. How many services does your organization offer?

2. How does your organization organize these services internally? i.e., "*5 departments with 20 managers.*"

3. Are your support and administrative services centralized, decentralized or a hybrid? Please specify which functions are decentralized. If possible, please attach a copy of your organizational structure for reference.

4. Are there activities in your recruitment process for full time and part time employees that have made the life cycle for recruitment faster (from job posting to onboarding)?

5. Has your organization been able to negotiate changes in current collective agreements that have led to greater efficiencies internally? If so, please describe those changes.

Services

1. Please complete the table below based on the specific description of the service- adjust the proposed definition of each service provided as it is interpreted in your organization:

Services				
Child day care services (Service delivery)				
Water/Waterworks (Maintenance of water systems and water meters)				

2. What are the different types of services that fall under your Parks Division (or equivalent)? i.e., trails, campgrounds, golf courses, etc.

3. Does your Recreation and Culture Division (or equivalent) advertise the various services you offer? [Y/N] If Y, what are some best practices you have observed for a) marketing/advertising services and events to citizens and, b) selling advertising to businesses within city facilities; on roadways; naming rights to city facilities, etc.

4. Have you made any changes to the types of recreational services and facilities offered based on changing demographics? [Y/N] If Y, please specify the changes.

5. Have you made any significant changes made to other services that have improved delivery efficiency over the past 5 years?

Modernization/Technology

1. Please outline the most impactful ways your organization has incorporated technology (or a more modern approach) to internal process or administrative activities and the benefits you have seen from it

Type of technology/modernization	Benefits

Budget and revenue generation

1. Has your jurisdiction experienced geographical sprawl (the rapid expansion of subdivisions, roads and other services, at the edges of your boundaries) over the past 5-10 years? [Y/N]
-
2. If Y to Q1, what has been the impact on your budgets and assets of the sprawl? How has your organization dealt with these impacts?
-
3. Stated as a percentage, approximately what concentration of your citizens are dependent on socio-economic support services (i.e., services designed to ensure the well-being of citizens especially those who have a low socio-economic status)?

4. Has your organization found new or effective ways to deal with social welfare services (such as child day care) that may be under budgetary constraints? If so, please describe.

5. Does your organization operate services that may not traditionally be seen as within the scope of municipal or civic services? If so, how does your organization pay for them?

6. What types of revenue-generating activities does your organization currently operate e.g., user fees, revenue generating programs, ancillary activities?

7. Does your organization sell 'back office' or any other services to other organizations or municipalities? If so, which services do they sell?

8. Is your organization adding new/additional revenue generating activities in the next few years? If so what are they?

Change management

1. Does your organization have a formal approach to implementing change internally? [Y/N]

2. If Y for Q1, please elaborate on what approach your organization uses and if there are best practices you have seen for implementing change within your organization?

Other Comments

1. Do you have any other questions or comments?

Appendix E: External Benchmarking Survey Results

External Benchmarking Survey Results

Workshop draft: October 20, 2019

Document control:

This document is for distribution and review during the pre-writing workshop held by the Grant Thornton LLP team, and the senior leadership team acting as the steering committee from The City. No digital copies of this document will be made available; advance copies will not be distributed; printed copies will be distributed for the workshop only, and collected at the end of the workshop.

Responses from cities

- Greater Sudbury, ON
- Sault Ste Marie, ON
- Kingston, ON
- Moncton, NB
- Prince George, BC

People and structure

How many services does your organization offer?

- 58 (with over 150 sub-services)
- 85
- 22

How does your organization organize these services internally? i.e., “5 departments with 20 managers.”

- Five departments with 24 Directors
- 3 service areas and 2 functional areas
- 9 Departments with 22 Divisional Managers
- 11 departments with corresponding Directors and 6 General Managers and a City Manager forming the Leadership Team
- 22 department with a corresponding Director

Are your support and administrative services centralized, decentralized or a hybrid? Please specify which functions are decentralized. If possible, please attach a copy of your organizational structure for reference.

- Decentralized
- Aspects of Finance are decentralized

- Centralized. The only centralized support and administrative services are Information Systems, Legal Services, Human Resources, and Communications
- Centralized administrative services

Are there activities in your recruitment process for full time and part time employees that have made the life cycle for recruitment faster (from job posting to on boarding)?

- No- average time to hire non-union stakeholders is currently 43 days; for union stakeholders, it's 20 days
- This is an area that is being reviewed and process mapped to address the same concerns. While there will be some incremental improvements resulting, external factors such as a lack of qualified applicants/labour market shortages continue to be a major impediment.
- Use of electronic applicant tracking system has significantly decreased time required to shortlist applicants. Group orientation sessions are held bi-weekly to familiarize all new employees with organizational policies and health & safety requirements.
- Yes, a Six Sigma black belt project was completed on the recruitment process and job posting and job closing were areas with the most non value add steps that were eliminated and overall time was reduced using an online recruiting software called VidCruiter.
- Use of Njoyn technology to manage applications, Checkster for reference checking

Has your organization been able to negotiate changes in current collective agreements that have led to greater efficiencies internally? If so, please describe those changes.

- Yes – shift scheduling to allow for 16/7 operation will significantly reduce overtime and increase resource availability during evenings and weekends
- Some incremental changes concerning our ability to schedule outside staff
- CUPE Collective Agreement – extensive use of alternate hours of work provisions to meet operational needs of various services without incurring overtime costs; part time language provides greater scheduling flexibility for organization and increased job security for employees, and reduces administrative burden related to tracking hours; LoU governing seasonal transfer of employees between winter and summer jobs to ensure more efficient transition of staff.
- IAFF Collective Agreement – use of 8 Relief Firefighters and 3 Relief Dispatchers (employed on a full time basis) not attached to a regular shift pattern in order to reduce overtime costs and minimum Staffing costs.
- Shift schedules and attendance management policies. Having greater flexibility with our shift schedules and hours of work has enabled more efficient use of mobilized equipment and aids in planning work. Our attendance management policies have increased productive days of work therefore increasing productivity.

Service Delivery

Services (please focus on the part of each service in brackets)	Is this service offered by your organization? [Y/N]. If N, please specify who provides this service?	If Y, what is working well with this service?	What is NOT working well with this service?	What changes if any is your organization making to these services to improve delivery?

<p>Roads and sidewalks</p> <p>(Construction and maintenance)</p>	<ul style="list-style-type: none"> • Yes Construction is contracted out, maintenance performed by City and contracted services • No for construction, Roads and sidewalks are built by local contractors to our specs and handed over to the City. • Yes/No for maintenance. We patch, paint, and sweep roads, repair and maintain sidewalks. We plow and salt both roads and sidewalks with a combination of our equipment and contractor • Yes, construction of roads and larger sidewalk projects are performed by a contractor. Planning of work and most minor maintenance is performed in-house. 	<ul style="list-style-type: none"> • Hazards present with existing sidewalks due to age are being remedied through rehabilitation program. Sub-standard sidewalks are rehabbed to meet acceptable standards. • High level of service with regards to snow removal. • Using a contractor to perform the construction enables the city to complete more work during the short construction season. 	<ul style="list-style-type: none"> • Snow clearing doesn't address the whole network and leads to complaints • Public works crews are required to perform a wide variety of maintenance work and depending on the weather this can be difficult to resource all areas. For example in the spring, street sweeping, grass cutting and pothole repairs are all in high demand and we are often spread too thin. • Volume of existing sidewalks in need of rehab currently outweigh available annual budget. • More funding and more industry capacity to deal with the backlog in reconstruction and repair. 	<ul style="list-style-type: none"> • Piloting alternative sidewalk rehab methods relative to construction techniques and material choice. Concrete versus asphalt surfaces. • Hiring additional part-time resources to manage peak periods. • Continuously reaffirming our agreed upon levels of service; adjusting our priority levels for streets; analyzing AVL data in our vehicles and our contractors.
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Child day care services

- Yes
- No- Private business
- The City of Kingston is the Service Manager of Childcare and Early Years services for the City of Kingston and County of Frontenac. It is directly providing childcare fee subsidies for families eligible and it is providing various operational funding to over 30 licensed childcare centers and licensed home childcare. It is providing funding for the EarlyON program that is delivered by three different service providers in the area
- Access point to parents looking for licensed childcare.
- Financial assistance for parents that are eligible and can return to work/school.
- EarlyON is an excellent opportunity for the community to reach out and supports families with key needs. The drop free drop in service is providing an access point that allows parents to connect with services available.
- Limited availability of childcare spaces due to the lack of Early Childhood educators (ECE's).
- Opportunities for partnership and collaboration for the various health, education and wellness partners/service providers to work together and better wrap around services for families
- Opportunity to build capacity (governance, financial management, quality etc.) within childcare centres
- Currently the City is working on an Early Years and Childcare plan for the next 5 years which will address strategic and tactical directions for childcare and early year's services within the Kingston and Frontenac area.

Solid Waste Collection

(Garbage Collection from residents)

- Yes. The City provides collection to 50% of the community and contracts out the other 50%
- Yes, although we have contracted out zones and introduced contractors into the service (Fero). Yes, garbage collection is 100% provided by City employees, belonging to CUPE, Local 109.
- Automated curbside collection, RFID system, residential bear proof container pilot program
- Efficient at this service and routes are very well thought out. We haul but are not responsible for the landfill although we have an excellent relationship with the solid waste commission.
- Providing this service in-house gives the City control on diligently meeting service levels and service requests.
- The hybrid model (contracting out vs City provision) has been in place for many years and has served us well.
- We moved to a mechanized pickup system this summer. While we have had some operational challenges it is working well overall.
- No focus or education on waste reduction strategies.
- Providing this service in-house is likely more expensive than contracting it out to external firms. In some instances, although the City has control over the service, the service continues to be delivered lack luster because of the "task" system; where the employees may go home after a route, in some cases routes are rushed and there is an increase of thrown bins, items not collected, etc.
- We have saved money contracting zones although the service is suffering and complaints have increased.
- October 1 shifting to a 1-bag limit
- Adjusting waste and recycling pickup to occur on consecutive days instead of the same day to reduce the space required at the ends of driveways for the bins. This will be more of an issue in winter months. Recently received Council approval to end multi-residential pickup contract – we were the only ones in Northern Ontario doing it.
- Hire waste reduction coordinator to develop solid waste management plan. Education and training to employees.
- Public engagement and consultation for new waste strategies to have stronger policy on garbage allowances and set-outs.
- Proper contract management, reiterating safe work practices for haulers.

Water/Waterworks (Maintenance of water systems and water meters)	<ul style="list-style-type: none"> • Yes • No- through Utilities business Operation of wastewater plants, water supply and meters in handled through our local utility (City is sole shareholder) • Yes, we maintain our systems and meters other than the occasional specialized contract. 	<ul style="list-style-type: none"> • Leveraging asset management system (Infor Public Sector) and the contracting out of our water treatment plant operation to Veolia • Basic levels of service are being met. 	<ul style="list-style-type: none"> • Aging infrastructure, an infrastructure deficit and the presence of blue/green algae in our reservoirs. • Preventative maintenance needs to improve. Issues need to be identified and conveyed for future repairs/upgrades. • Infrastructure is past useful life and needs frequent repair; leaks are a significant issue 	<ul style="list-style-type: none"> • Upgrades to our water treatment plant and proper asset management and funded infrastructure renewal programs. • CMMS program CityWorks has been implemented to help track the preventative maintenance which was occurring as well assist with identifying areas of improvement • Upgrading the computer control systems associated with the system for the last several years • Adopting AMI infrastructure and replacing all water meters within the next two years
Waste Water (Sewer maintenance and operations)	<ul style="list-style-type: none"> • Yes • No, Utilities business 	<ul style="list-style-type: none"> • Leveraging asset management system (Infor Public Sector). Very few station or plant issues. 	<ul style="list-style-type: none"> • Preventative maintenance needs to improve throughout system. • Aging infrastructure, an infrastructure deficit. 	<ul style="list-style-type: none"> • CMMS program CityWorks has been implemented to help track the preventative maintenance which was occurring as well assist with identifying areas of improvement. • Proper asset management and funded infrastructure renewal programs.

What are the different types of services that fall under your Parks Division (or equivalent)? i.e., trails, campgrounds, golf courses, etc.

- Day Camps, municipal Playgrounds, Off Leash Dog Parks, Skate Parks and BMX, Smoke Free Parks, Splash Pads
- Parks and sports field maintenance, horticulture, forestry, maintenance of waterfront walkway and hub trail (14 km pedestrian/cycling ring trail)
- Park maintenance, ball diamond & sport fields, multipurpose track & field sport stadium, event booking for park spaces & school district facilities, civic facility landscape maintenance, urban forestry, turf maintenance, playground inspections, irrigation, public washroom maintenance, cemetery & mausoleum operations.
- The Parks and Leisure Services Department is responsible for City parks, trails, green spaces, our urban forest, the Magnetic Hill Zoo and Attraction, The Resurgo Place Museum, a maple sugar shack, events, venues, community centres and tourism. The parks division itself is responsible for City parks, trails, green spaces and our urban forest.
- The Parks Design division includes the service of long range planning of parks and park improvements, including waterfronts, park and open space planning. Park use policies are developed in this division. Programming and maintenance of public lands is cared for under separate divisions.

Does your Recreation and Culture Division (or equivalent) advertise the various services you offer? [Y/N] If Y, what are some best practices you have observed for a) marketing/advertising services and events to citizens and, b) selling advertising to businesses within city facilities; on roadways; naming rights to city facilities, etc.

- More a multi-channel approach these days, especially through various social media, which had reduced advertising costs. Naming rights have been sold for our two newest recreational facilities. Advertising within recreational facilities has been in place for many years.
- Department called 'Community Services,' includes arenas, sports tourism, events, pools, etc.) Yes – best practices include: social media, City website, traditional media, and electronic sign at our flagship arena, CN Centre. The City also produces two "Community Active Living Guides" (fall/winter, spring/summer) that include programming, activities, etc. These are in magazine format and are very popular. The City sells advertisements on arena boards through user-groups, and as ads in the Living GuidesActive Living Guide. The City also provides naming rights opportunities to the major arenas and is exploring additional future options.
- Yes. a) Web site, social media posts and social media advertising. Facility advertising is taken care of by 3rd party contractors.
- Traditional print, billboard and radio advertising, combined with targeted digital advertising (social media and Google Ads) have had the largest impact on raising awareness of recreation and culture programming. Each municipal recreation program is considered individually so a customized marketing campaign can be created.
- Within City facilities, digital advertising and rink board advertising are generally managed by a third party with a portion of the revenue provided back to the City of Kingston. Naming rights for city facilities are on a case by case basis but generally are completed through a competitive process or Request for proposal. Examples include Leon's Centre, INVISTA Centre, CaraCo Home Field and individual ice pads (SWISH Maintenance, Selkirk Lifestyle Homes, Desjardins Insurance and Kingston Transit)

Have you made any changes to the types of recreational services and facilities offered based on changing demographics? [Y/N] If Y, please specify the changes.

- Y – typical shifts in response to customer demand and with a view to maximize utilization levels
- Some incremental offerings for seniors (i.e. pickle ball), immigrants (i.e. cricket pitch) and youth (splash pad)

- Yes – recreational services: one recent example is providing modern 'family pricing' for aquatics. Previously, discounted 'family pricing' included two adults and two or more children. To better reflect evolving demographics, aquatics is going to offer 'family pricing' for one adult, one child, with the option of adding additional family members at a discounted rate. Further, an upcoming new swimming pool will offer the most modern aquatic facilities and services, to include an expanded universal change room area. The City supports recreation service delivery through a range of third parties, including Community Associations.
- Yes. More senior friendly programs and services have been created as well as modifications to our facilities to be more age inclusive.
- In parks, changing demographics and trends in park use are captured as part of ongoing planning, on case by case park improvement projects and in long range planning such as master plans. Examples include increased participation in walking for older adults, outdoor exercise equipment, pickle ball courts and changing cultural interest in public parks such as for local cricket club and for indigenous celebration spaces

Have you made any significant changes made to other services that have improved delivery efficiency over the past 5 years?

- Mostly incremental changes. We will achieve more significant changes over the next 4 years
- Yes – moved facility bookings and rental group coordination over to Parks Division who operate and maintain recreation facilities.
- Several. We execute Six Sigma process improvement and change management projects throughout the corporation

Modernization/Technology

Please outline the most impactful ways your organization has incorporated technology (or a more modern approach) to internal process or administrative activities and the benefits you have seen from it

- We have a new IT Strategy intended to catch us up to contemporary management practices;
- On-demand Transit pilot project If successful has the potential to have a major impact on transit service delivery
- Online building permit processing Streamlines permit and inspection processes
- VOIP telephony system Significant cost savings and improved tech capabilities
- Enhanced Security via implementation of DNS Firewall (completed) Prevents denial of service attacks against city services
- Implemented Security Awareness training and simulated phishing testing (completed) Improved the click rate (% of stakeholders who clicked on a simulated phishing link or attachment) from 10% to 1% in under 2 years
- Implemented VOIP phone system (completed): Significant reduction in effort for phone move/add/change. Added enhancements to voice mails and instant communications. Reduced number of DID lines and associated costs
- RFP to replace fleet of multi-function printers (in progress) Updated fleet of printers, new security features, significant reduction in cost per page and leasing costs
- Implemented Ransomware detection system Identify and mitigate a ransomware attack before it spreads
- Open Data updates Incorporated non-spatial data into open data site, provided graphical representation of non-spatial data (dashboards)
- Electronic web forms 100+ forms are electronic on the city website. Reduced paper and paper management, standardized customer experience with forms

- 311 Implementation Easier for the public to memorize and dial when requesting services and need to contact the City over phone/email
- Citysourced: Alternate channel for the public to create Service Requests from the comfort of their house/office or the mobility of their phone/tablet
- Telax Better way to get statistics about the Call Centre performance and the agents, allowing us to better forecast and assign shifts; it has the addition of a call back system so customers don't need to wait in line
- Knowledge base: Easier document to search for answers to FAQs, processes and directory
- Lean Deployments: Increased efficiencies for divisions that have implemented the methodology for processes streamlining
- CityWORKS: CMMS program City Works has been implemented to help track the preventative maintenance which was occurring as well as assist with identifying areas of improvement
- Electronic notifications as opposed to paper. Reduction in paper and postage used and manual work effort to produce and distribute.
- AVL in vehicles Increased volume of data and its accuracy to help plan operations
- Introduction of public engagement software. Increased public participation in consultations.
- Introduction of online self-serve options for water consumption. Reduction of calls for citizens and better informed citizens that can take action more promptly when consumption is abnormal.
- Implementing mobile technology in the field Reduction of administrative work and real time access to our asset management system and CRM.
- "Acela Land Management – Development and Services Hub (DASH) ; workflow management
- Oracle Service Cloud – CRM; workflow management (in progress) • Rapid routing to appropriate people - fewer manual, paper-based processes; Improved analytics and service metrics; Paperless\centralized information; Data quality improvements; Cross-system integrations to streamline processes; improvex stakeholders productivity, Improved knowledge sharing among work teams, who need to collaborate to deliver service and Better engagement with stakeholders, and citizens - Increased customer satisfaction
- Wiki; centralized knowledge repositories Improved information organization and accessibility, increased contributions (quality of information), increased collaboration, real time updates, integrated version control, lower potential for knowledge loss, greater potential for knowledge utilization
- Talend Enterprise service bus; inter-system integrations: Reduce\eliminate data entry duplication; improve data quality; increase data sharing currency and catalogue of re-usable integrations accelerate tech adoption
- Microsoft Dynamics AX Financial Management System; procurement module • Improved access to information (centralized source of purchases); improved process control; • automated workflow; integration to financial results
- Qlik Sense - Analytics platform for Fire Services • Improved visibility into service delivery effectiveness and metrics; Improved data quality; reduced stakeholders time required for report generation; Support for quality improvement initiatives, management decision support.
- PeopleSoft HRMS - Human resource self-service portal • Employee self-serve access to information; reduce back-office service demands, rapid dissemination of information; potential for future process optimization (e.g. online leave requests)
- 3D Digital Imagery - LiDAR • Increased accuracy and quality of data to enable better topographic profiles of the city which benefit city planners, engineers, builders and facility operators to reduce expenses, collect lost revenue, plan, design, build the city in an environmentally responsible and sustainable manner :Better data increases accountability and service delivery proactively by bringing accuracy, efficiency and transparency in all geo-enabled and geo-centric systems

- Server Virtualization / Hyper Converged Infrastructure • Faster provisioning of systems; Improve continuity of services; Significantly reduced operating costs; Improved service availability and sustainability
- HONK – online parking app • Payment flexibility and convenience for customers: Improve data and analytics about events on the road network; Improved user experience in searching, finding available spaces, places to park – reducing carbon footprint; Environmentally friendly way of navigating parking assets in the city and Improved compliance (reduced ticket issuance)

Budget and revenue generation

Has your jurisdiction experienced geographical sprawl (the rapid expansion of subdivisions, roads and other services, at the edges of your boundaries) over the past 5-10 years? [Y/N]

- No
- Not to a large degree
- No: Council reinforced its decision in 2014 and 2017 for the urban boundary to remain in place and not to be expanded. We have some developments moving forward that are closer to the eastern and western boundaries of the defined 'urban area' but we have seen a shift in growth from a larger percentage of townhouses and multi-family buildings from what was mainly a single family home market 10 years ago but located more within the central or downtown areas of the city.
- Yes
- Yes: Development has increased & sprawled, although population growth has remained relatively low in comparison (suspected demographic shift). Prince George had large land area expansion in 1975 expecting larger population growth that was not realized. This expansion included inherited deficient or non-existent assets (with opposing level of service expectations) in addition to newly developed sprawling assets during that time. Population density 2.3 people/100 sq. km in 2016.

If Y to Q1, what has been the impact on your budgets and assets of the sprawl? How has your organization dealt with these impacts?

- Impacts have included needing to reprioritize and become more selective in capital budgets in addition to the ongoing operations and maintenance budgets that continue to increase as does expected level of service. Asset Management Strategy and practices underway to inform decisions. Average age of Infrastructure is 42 years (majority built in 70s). Initiating longer-term strategy regarding ongoing communication (internal and external) regarding these issues, next to discuss Levels of Service in 2020. This is starting to inform land use decisions at land-use application stage in terms of managing growth (e.g. rezoning). Official Community Plan, Sustainable Finance Guidelines & Asset management policy connect to one another. OCP directs investment (Capital & O&M, incentives, financial signals) to prioritize in Growth Priority areas (key nodes and corridors). Organization beginning to work more cross-functionally to improve internal alignment on these policies.
- Servicing these areas has had a financial impact on the city as the water and sewer upgrades are costly and the investment does not always provide a positive return. Budget cuts, continuous improvement projects and new revenue sourced have been employed to lessen the financial impact.
- Intensification has reduced the pressure on supporting infrastructure and expanded service boundaries

Stated as a percentage, approximately what concentration of your citizens are dependent on socio-economic support services (i.e., services designed to ensure the well-being of citizens especially those who have a low socio-economic status)?

- Sault Ste Marie and Sudbury: Unknown
- Moncton: 14%
- Kingston: 14.1% prevalence of low income with 3.9% of households on the Ontario Works caseload

Has your organization found new or effective ways to deal with social welfare services (such as child day care) that may be under budgetary constraints? If so, please describe.

- N/A
- This is provided through a DSSAB.
- Leveraging provincial and federal funding.

Does your organization operate services that may not traditionally be seen as within the scope of municipal or civic services? If so, how does your organization pay for them?

- Yes – a combination of user fees/tax subsidy provide the necessary revenue support
- No
- Transit in BC is shared funding model between Province and Local Government, approx. 50/50 distribution. Other provinces either have a separate entity or fully manage themselves including fleet. Pay for them through Operating budget (revenue generation is kept by Local Government to offset costs) and annual lease fees in operating budget for fleet and facilities to BC Transit. Funding source – taxation.
- The City built and operates a District Energy System. Funding source – combination of user fees and taxation.
- Economic Development is an internal function. Funding source – taxation.
- Snow clearing for driveways and sidewalks. Funding source – taxation.
- Social Inclusion, a Zoo and tourist attraction and a maple sugar camp.

What types of revenue-generating activities does your organization currently operate e.g., user fees, revenue generating programs, ancillary activities?

- Typical range of revenue generators
- Outside of taxation, the City's prime revenue sources are: Sewer, Water, Solid Waste, Off-Street Parking, and District Energy user fees; Revenue from Community Services facilities like aquatics, civic centre, arenas, etc.; Transit revenue; Development fees for permits and licences; significant dollar grants include Gas Tax revenue, gaming revenue, traffic fine revenue.
- User, license and permit fees, planning services to another municipality.
- Revenue from airport, marina, parking

Does your organization sell 'back office' or any other services to other organizations or municipalities? If so, which services do they sell?

- Water treatment services to smaller, neighbouring communities
- Yes. Planning services to the town of Riverview.
- Accounting, technology and HR services to other agencies and boards

Is your organization adding new/additional revenue generating activities in the next few years? If so what are they?

- No
- On an incremental basis.
- Continue to review opportunities for revenue generating activities

Change management

Does your organization have a formal approach to implementing change internally? [Y/N] If Y for Q1, please elaborate on what approach your organization uses and if there are best practices you have seen for implementing change within your organization?

- We incorporate change management tactics into our project plans
- Not a formal approach per se, more ad hoc at the moment. Adopting a formal approach is being examined as part of our aforementioned service review.
- No but cross functional teams developed and implement required change. Internal cross communication strategies implemented
- Yes: Six Sigma methodologies such as DMAIC projects, Kaizen or Rapid Improvement Projects, Daily management, Waste walks, 5S activities as well as developing project charters and change management documents for all projects.
- No

Appendix F: Data sources

Data sources

1. 2017 MBNCanada Performance Measurement Report
2. 2018 Municipal Study- BMA Management Consulting
3. Hansen Service Request Statistics from 7/1/2018 to 6/30/2019
4. City of Thunder Bay 2019 Citizen Satisfaction Survey, IPSOS Public Affairs
5. City of Thunder Bay 2019 Proposed Budget
6. 2019 City Services Profile
7. 2018 Consolidated Financial Statements, City of Thunder Bay
8. 2018 Consolidated Financial Statements, City of Kingston
9. 2018 Consolidated Financial Statements, City of Greater Sudbury
10. 2018 Consolidated Financial Statements, City of Sault Ste. Marie
11. 2018 Consolidated Financial Statements, City of Moncton
12. 2018 Consolidated Financial Statements, City of Prince George
13. Environment Canada. Meteorological Service of Canada. Canadian Climate Normals. 1981-2010 Climate Normals & Averages.
14. Stats Canada, Census Profiles, 2016
15. MoneySense Best Cities Canada Report, 2018
16. Activity-Based Review Services for the Infrastructure and Operations Department- COVENCO LTD, 2013
17. COTB Assets list
18. COTB Facilities Map



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