

City of Kenora Service Delivery Review

→ Executive Summary
Final Recommendations Report

February 25, 2021





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Executive Summary

1.1 Project Overview

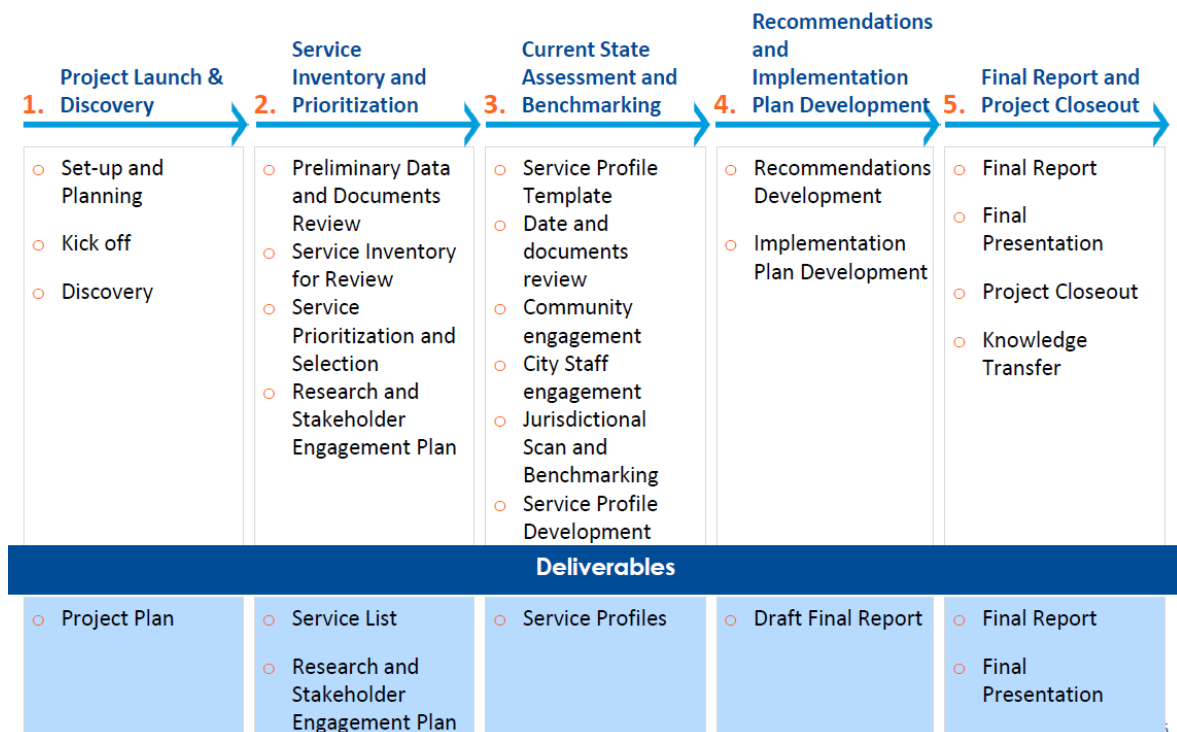
The City of Kenora is a single-tier municipality in Northwestern Ontario and serves as the hub of the Kenora District. The City has a population of over 15,000 residents with significant seasonal growth, including estimates that increase the population to up to three times during summer months from seasonal residents.

Kenora currently faces both internal and external budgetary pressures. Under the Provincial Municipal Modernization Program, the City of Kenora received funding to undertake a Service Delivery Review. The Review focuses on how the City currently provides services and has developed recommendations to improve service delivery effectiveness and efficiency across the City’s Divisions. City staff and peer municipalities were engaged as part of this review.

1.2 Project Approach

The graphic below describes the approach Optimus SBR took to achieve the project objectives. The Optimus SBR team was responsible for project management activities throughout the engagement to ensure that any potential risks are identified, captured, and mitigated appropriately.

Figure 1: Project Approach



Through this approach, the City received a thorough understanding of the current state of the in-scope services, as well as realistic and actionable recommendations moving forward. Most importantly, the City was provided the information required to move forward with confidence at the conclusion of this engagement.

1.3 Summary Findings and Recommendations

1.3.1 City-Wide Themes: Current State

The Current State Report identified six City-wide themes, in which two were seen as positive activities that should continue, while the remaining were opportunities for future improvement. The following themes were identified across departments interviewed and the 13 services reviewed.



1: Improvements in City-wide Communication:

There is greater awareness of City initiatives and increased collaboration between departments. One such example was the recent addition of interdepartmental “Team Kenora” meetings where Operations and Infrastructure and Development Services collaborate. Staff, however, have identified a need for improved interdepartmental communications as well as between staff and the Senior Leadership Team on strategic priorities and future direction wherever possible.

No further recommendations are suggested for this theme.



2: Engaged Community:

The Kenora community is highly engaged and consistently provides input on City services through multiple channels. However, expectations of residents continue to rise, and residents were found to be in favour of high touch customer service, which has raised concerns around staff capacity and ability to continuously deliver in the same manner.

No further recommendations are suggested for this theme.



3: Gaps in Retaining Institutional Knowledge:

Staff noted across the City that being able to retain institutional knowledge was a risk for the organization. There is a need for documentation of policies and procedures, and digitization of key files and documents to mitigate loss of essential organizational knowledge that may occur due to retirement or turnover.



4: Undefined Performance Measurement:

There is limited city-wide business plans or performance management systems, such as a balanced scorecard, to identify goals, monitor and manage performance, and report on performance outcomes that would allow the City to identify areas for improvement, or demonstrate progress in services.



5: Unclear Service Level Expectations:

A strong commitment to providing high quality services across a range of departments and services was observed, however, service levels were not always well documented. Kenora must also provide services to two distinct residents depending on the time of year (i.e. year-round and summer resident/tourist populations) which can create additional complexity and/or demand on services.



6: Capacity Constraints:

Capacity constraints were reported in most departments, necessitating that most effort be focused on day-to-day tasks and little effort being dedicated to larger projects or moving forward on the priorities of strategic municipal plans.

1.3.2 Services Under Review

The following were the services selected for detailed review and recommendations development.

Department	Service Area	Objective(s) of the Review
1. Administration	1.1 Customer Service	<ul style="list-style-type: none"> Explore service delivery models e.g. “no wrong door” or “one stop shopping” for customer service at Kenora
	1.2 Conventional Transit	<ul style="list-style-type: none"> To review the role of the City in providing conventional transit to residents To determine relevant alternative service delivery models for transit
2. Community Service	2.1 Docking	<ul style="list-style-type: none"> Identify opportunities to reduce cost burden of docking services Review alternative service delivery models and approaches to docking administration and maintenance for municipalities
	2.2 Museum	<ul style="list-style-type: none"> Understand the current operating model including costs, staffing levels, hours of operations, and volume of visitors

Department	Service Area	Objective(s) of the Review
		<ul style="list-style-type: none"> Benchmark the current operating model to municipalities with similar characteristics (location, population size, etc.)
	2.3 Recreational Services	<ul style="list-style-type: none"> Identify opportunities to reduce subsidization of recreational services Review recreational programming and hours of operations to find efficiencies and alignment with resident needs
3. Development Services	3.1 Building Permits	<ul style="list-style-type: none"> Review the process for building permits and inspections, and identify gaps in service outcomes Identify opportunities to increase efficiencies for staff by exploring tools and technology for managing resident inquiries
	3.2 Economic Development	<ul style="list-style-type: none"> Review leading practices for economic development
	3.3 Land Use Planning	<ul style="list-style-type: none"> Identify opportunities to adopt a customer centric approach to the planning process Identify opportunities to enhance public communications around development and planning processes
4. Operations and Infrastructure	4.1 Asset Management	<ul style="list-style-type: none"> Identify opportunities maximize use of Asset Management system through consistent processes and procedures across City Departments and Divisions Identify opportunities to improve cost recovery having all areas of the City using the application
	4.2 Recycling	<ul style="list-style-type: none"> Review recycling models to determine how increased or decreased volumes affect transportation efficiency Identify financially viable future state alternatives to long haul transportation of recycled materials
	4.3 Resource Sharing	<ul style="list-style-type: none"> Identify and improve procedures to fulfill water and waste water repair requirements corresponding to the urgency of the issue and effort required for completion Identify areas where agreed service levels will optimize cost and utilization of City resources for facilitating shared resources and equipment Identify financially viable future state alternatives
	4.4 Staff Shift Assignment	<ul style="list-style-type: none"> Review impacts of adjusted shift assignments model to identify potential benefits



Department	Service Area	Objective(s) of the Review
		<ul style="list-style-type: none">• Identify training opportunities and resource allocations for staff to best utilize their skills and availability
	4.5 Water Delivery	<ul style="list-style-type: none">• Identify opportunities to better align services with identified community needs• Opportunity to review services levels and requirement for service• Identify financially viable future state delivery model

1.3.3 Overarching Recommendations

In response to Themes, 3, 4, and 5 respectively, the Optimus SBR team has developed the following overarching recommendations:

- **Update/develop process documentation:** There are opportunities across services to conduct process reviews and capture process and procedure related documentation with the goal of finding efficiencies.
- **Define and systematically track KPIs:** Some key performance indicators/metrics exist today, however, there is opportunity to expand and formally document these (such as tracking user satisfaction regularly) to inform evidence-based decision making.
- **Enhance use of technology:** The City has begun to invest in several technological solutions. There are opportunities to expand on these to determine ways to enhance integration across departments, and to reduce manual processes wherever possible. The following pages will present an overview of each service individually, which is then expanded upon in the body of the report.

1.3.4 Service-Specific Recommendations

In addition to the overarching recommendations above, we have developed future state recommendations that are specific to each of the 13 in-scope services. The following list provides an overview of services that were selected for deeper review at the outset of this engagement, as well as an overview of the recommendations that that is included in more detail within the Final Report for each service below:

Department	Service Area	Recommendations	Financial Impact
1. Administration	1.1 Customer Service	1.1.1 Develop a Customer Service Strategy	Low-Medium
	1.2 Conventional Transit	1.2.1 Review transit data analysis and determine optimal service levels and fee structure	Low
		1.2.2 Explore alternate transit models and funding opportunities that could expand hours of operation and flexibility of pick-up and drop-off stops	Medium
		1.2.3 Develop a report to facilitate council decision on conventional transit	High
2. Community Service	2.1 Docking	2.1.1 Explore opportunities to reduce the subsidy level to potentially operate without funding from the city	Low-Medium
		2.1.2 Enhance the docking service delivery model	Low-Medium
	2.2 Museum	2.2.1 Enhance marketing activities to support future state decision making	Medium
		2.2.2 Develop a digitization roadmap and recommendations	High
		2.2.3 Leverage partnerships to build revenue and awareness	Low-Medium
	2.3 Recreational Services	2.3.1 Develop a formal Recreation Strategy	Medium
		2.3.2 Develop a formal, systematic method to gain user satisfaction and feedback	Medium-High
		2.3.3 Implement a two-year timeline and process to review rates/fees for facilities and programs	Low
	3.1 Building Permits	3.1.1 Explore an online portal for building permits and inspection applications	Medium

Department	Service Area	Recommendations	Financial Impact
3. Development Services		3.1.2 Increase building permit and inspection fees	Medium
	3.2 Economic Development	3.2.1 Develop a data collection initiative	Medium-High
		3.2.2 Reinforce the spirit and intent of Common Ground	Medium-High
	3.3 Land Use Planning	3.3.1 Develop a communications plan	Medium
		3.3.2 Digitize and track inquiries	Medium
4. Operations and Infrastructure	4.1 Asset Management	4.2.1 Enhance organizational design structure for asset management	High
		4.2.2 Develop and implement a condition assessment process to develop risk-based plans and priorities	Medium
		4.2.3 Complete updates and restructuring of facilities and parks data	Medium
	4.2 Recycling	4.2.1 Add other municipalities to long haul recycling transport	Low
		4.2.2 Investigate back haul opportunities from Winnipeg	Low
		4.2.3 Continue to monitor and plan for the future producer responsibility model	Medium-High
	4.3 Resource Sharing	4.3.1 Implement service level measurements	Low
	4.4 Staff Shift Assignment	4.4.1 Explore alternate shift assignment models	Low
		4.4.2 Ensure training for staff includes capability on all Kenora equipment and vehicles	Medium-High
		4.4.3 Rotate Equipment assignments to foster job progression opportunities	Low

Department	Service Area	Recommendations	Financial Impact
		4.4.4 Ensure that agreements for changed shifts can be implemented in emergency situations	Medium
	4.5 Water Delivery	4.5.1 Perform an analysis of the water delivery service	Low
		4.5.2 Implement controls and responsibilities for water drawing from depot and deliveries	Low
		4.5.3 Explore technology to streamline processes, improve access to data, and reduce errors for ordering, delivery and billing	Medium

1.3.5 Prioritization and Implementation Timelines

While each recommendation above provides critical information to support the City as it looks to implement these into its operations, a clear understanding of how to prioritize recommendations and having a structured implementation plan will be critical. When developing implementation plans, leading practices will focus on identifying quick wins and longer-term, strategic opportunities. We have used the lenses of Ease of Implementation and Expected Benefits to prioritize recommendations.

Each service has a possible score between 0 and 6. Recommendations which score between 0 to 2 have been ranked as low, if scored 3 to 4 the recommendation has been ranked as medium, and if scored 5 to 6, it has been ranked as high. To better understand each category and its various scoring options, the following definitions have been provided:

SCORING DESIGNATORS		HIGHLY FAVORABLE, POSITIVE (H)	MEDIUM (M)	SOMEWHAT FAVORABLE (L)
Rating Criteria		2	1	0
Ease of Implementation	1. Ease to Address	Easy to address, relatively small process/procedural adjustments.	Moderate. Changes will require a small group of stakeholders.	Difficult. Changes will require organization-wide changes, and will impact external stakeholders. Considerable planning required.
	2. Expected Timeline	Fast turnaround, can likely be completed within a single quarter.	Middle-range length of time, 2 - 4 quarters.	Longer-range recommendation, 1 year or more to complete.
	3. Implementation Cost/Investment	Low direct costs, can be handled in-house without need for third parties.	Moderate direct costs, potential opportunity/need to outsource.	High cost, high likelihood third party support will be required.
Expected Benefit	4. Improved Staff Efficiency	Staff time required to complete activities will be noticeably reduced.	Staff time to complete activities will be moderately reduced.	Staff time to complete activities will not be impacted.
	5. Improved Resident Experience	Residents will experience greater flexibility and improved value for money.	Residents may not notice changes to service experience, however there will be improved value for money.	Residents will not experience any improvements in service delivery and will not experience improved value for money.
	6. Expected Cost Savings	Recommendations are expected to drive substantial cost savings for the City.	Recommendations are expected to drive moderate, yet tangible cost savings for the City.	Recommendations will not result in any cost savings for the City.

1.3.6 Implementation Scatterplot and Gantt Chart

The scatterplot below provides a graphic representation of the Ease of Implementation and the Expected Benefits for each recommendation. The placement of each recommendation on the scatterplot is based on an analysis of each recommendation across the following characteristics:

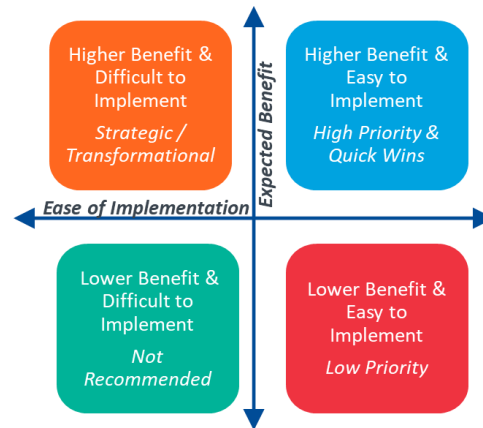
Prioritization Criteria

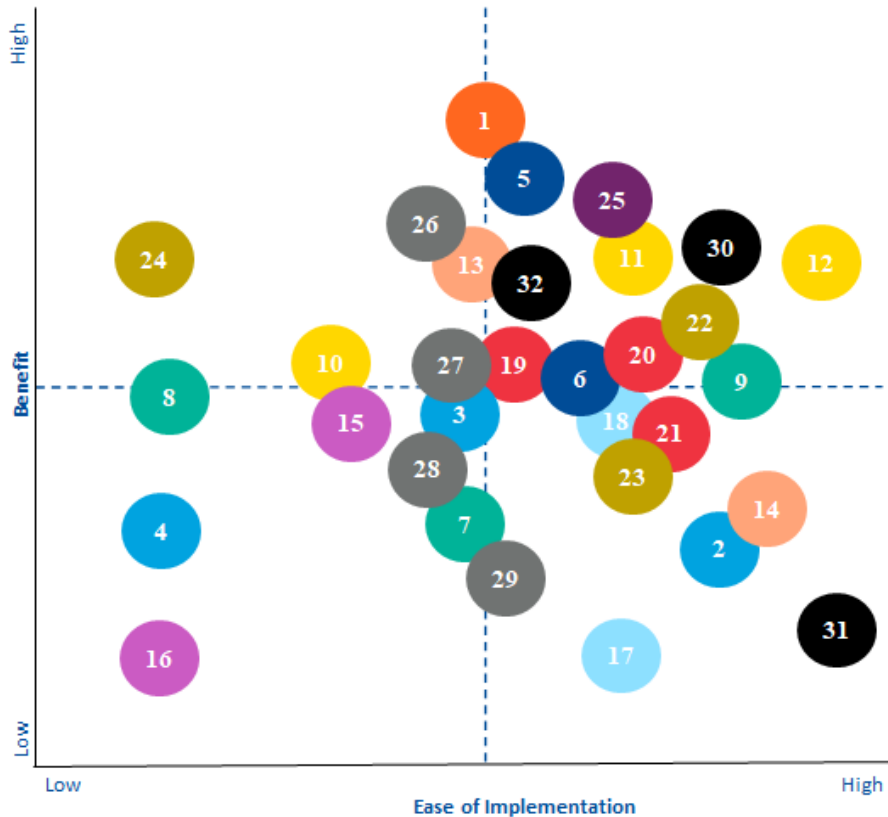
A. Expected Benefit

1. Improved Staff Efficiency
2. Improved Resident Experience
3. Expected Cost Savings

B. Ease of Implementation

4. Ease to Address
5. Expected Timeline
6. Implementation Cost





Customer Service	1	Develop a Customer Service Strategy
Conventional Transit	2	Review transit data analysis for optimal service levels and fee structure
	3	Explore alternate transit models and funding opportunities
	4	Develop a Report to Facilitate Council Decision on Conventional Transit
Docking	5	Explore opportunities to reduce the subsidy level
	6	Enhance the docking service delivery model
Museum	7	Enhance marketing activities to support future state decision making
	8	Develop a digitization roadmap and recommendations
	9	Leverage partnerships to build revenue and awareness
Recreational Services	10	Develop a Formal Recreation Strategy
	11	Develop formal method to gain user satisfaction and feedback
	12	Implement process to review rates/fees for facilities and programs
Building Permits	13	Explore online portal for building permits and inspection applications
	14	Increase building permit and inspection fees
Economic Development	15	Develop a data collection initiative
	16	Reinforce the Spirit and Intent of Common Ground
Land Use Planning	17	Develop a communications plan
	18	Digitize and track inquiries
Asset Management	19	Enhance Organizational Design Structure For Asset Management
	20	Develop and Implement A Condition Assessment Process
	21	Complete Updates and Restructuring Of Facilities And Parks Data
Recycling	22	Add other municipalities to long haul recycling transport
	23	Investigate back haul opportunities from Winnipeg
	24	Continue to monitor & plan for future Producer Responsibility model
Resource Sharing	25	Implement Service Level Measurements
Staff Shift Assignments	26	Explore alternate shift assignment models
	27	Ensure training for staff includes capability on all equipment & vehicles
	28	Rotate Equipment assignments to foster job progression opportunities
Water Delivery	29	Ensure agreements for shifts can be implemented in emergencies
	30	Perform an analysis of the water delivery service
	31	Implement controls for water drawing from depot and deliveries
	32	Explore technology to streamline processes, improve access to data

To support the City as it looks to implement the recommendations, our team has developed a Gantt chart that provides some direction for recommendation phasing. The Gantt chart below looks to balance quick win opportunities with longer-term effort activities. Furthermore, we have attempted to balance the workload, to not overwhelm staff at any one point in time.



It is important to note that some activities will take an extended amount of time, as they may require greater amounts of research, planning, or development. We have provided the longer timelines as we understand that the City’s Senior Leadership Team is busy and has multiple priorities to juggle on any given day. If any one recommendation ends up taking a greater length of time to complete, the City can simply postpone other follow-on activities as appropriate.

Additionally, some recommendations are items that should be continuous and ongoing (e.g., training activities), and as such, those are demonstrated below by continuing for long periods of time.

Lastly, while the order of recommendations within each service was designed to identify importance, it is important to note that the Gantt below provides a holistic overview of the implementation priorities. It is for this reason that some items that may be a “lower” service priority happen first, as these will generate momentum, and can be used to balance staff overall workload. This practice will support the City as it looks to balance between the recommendations listed, their ongoing day-to-day responsibilities, and ensuring there is continuous momentum.

Profile Area	#	Recommendation	2021				2022				2023		
			Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	
1.1: Customer Service	1.1.1	Develop a Customer Service Strategy											
1.2: Conventional Transit	1.2.1	Review transit data analysis and determine optimal service levels and fee structure											
	1.2.2	Explore alternate transit models and funding opportunities that could expand hours of operation and flexible pick-up and drop-off stops											
	1.2.3	Develop a Report to facilitate Council decision on Conventional Transit											
2.1: Docking	2.1.1	Explore opportunities to reduce the subsidy level to potentially operate without funding from the City											
	2.1.2	Enhance the docking service delivery model											
2.2: Museum	2.2.1	Enhance marketing activities to support future state decision-making											
	2.2.2	Develop a digitization roadmap and recommendations											
	2.2.3	Leverage partnerships to build revenue and awareness											
2.3: Recreational Services	2.3.1	Develop a formal Recreation Strategy											
	2.3.2	Develop a formal, systematic method to gain user satisfaction and feedback											



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Profile Area	#	Recommendation	2021				2022				2023		
			Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	
	2.3.3	Implement a two-year timeline and process to review rates/fees for facilities and programs											
3.1: Building Permits	3.1.1	Explore an online portal for building permits and inspection applications											
	3.1.2	Increase building permit and inspection fees											
3.2: Economic Development	3.2.1	Develop a data collection initiative											
	3.2.2	Reinforce the spirit and intent of Common Ground											
3.3: Land Use Planning	3.3.1	Develop a communications plan											
	3.3.2	Digitize and track inquiries											
4.1: Asset Management	4.1.1	Enhance organizational design structure for asset management											
	4.1.2	Develop and implement a condition assessment process to develop risk-based plans and priorities											
	4.1.3	Complete updates and restructure of facilities and parks data											
4.2: Recycling	4.2.1	Add other municipalities to long haul recycling transport											
	4.2.2	Investigate back haul opportunities from Winnipeg											
	4.2.3	Continue to monitor and plan for the future producer responsibility model											
4.3: Resource Sharing	4.3.1	Implement service level measurements											
4.4: Staff Shift Assignment	4.4.1	Explore alternate shift assignment models											
	4.4.2	Ensure training for staff includes capability on all Kenora equipment and vehicles											
	4.4.3	Rotate equipment assignments to foster job progression opportunities											
	4.4.4	Ensure that agreements for changed shifts can be implemented in emergency situations											
4.5 Water Delivery	4.5.1	Perform an analysis of the water delivery service											
	4.5.2	Implement controls and responsibilities for water drawing from depot and deliveries											
	4.5.3	Explore technology to streamline processes, improve access to data, and reduce errors for ordering, delivery, and billing											