City of Kenora
Service Delivery Review

Final Recommendations Report

February 16, 2021

Contents

1.0 Introduction and Project Overview

1.1 Introduction

The City of Kenora is a single-tier municipality within 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 Mission & Success

1.2.1 Project Mission

The Project Mission defines why the City of Kenora has engaged Optimus SBR. For this engagement, the Mission is:

- To undertake a comprehensive service delivery review of specific City of Kenora services to evaluate how these services are currently being delivered and identify opportunities to strengthen service delivery effectiveness and efficiency.

1.2.2 Project success

Project Success outlines what the City of Kenora will have after this engagement, ensuring that our engagement approach and activities will support the achievement of these goals. For this engagement, project success has been defined as:

- An in-depth understanding of current services and service delivery methods;
- Provision of actionable recommendations for efficient, effective, and sustainable delivery of municipal Services;
- Alignment of all engagement and outcomes with the City's current strategic priorities;
- Buy-in among City stakeholders that the recommendations are aligned to the community needs and will reduce operational costs and improve service delivery; and,
- Continuous transfer of knowledge to City staff on tools, techniques, and general methodology.

1.3 Project Approach

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

Figure 1: Project Approach

1. Project Launch & Discovery	2. Service Inventory and Prioritization	3. Current State Assessment and Benchmarking	4. Recommendations and Implementation Plan Development	5. Final Report and Project Closeout
○ Set-up and Planning ○ Kick off ○ Discovery	○ Preliminary Data and Documents Review ○ Service Inventory for Review ○ Service Prioritization and Selection ○ Research and Stakeholder Engagement Plan	○ Service Profile Template ○ Date and documents review ○ Community engagement ○ City Staff engagement ○ Jurisdictional Scan and Benchmarking ○ Service Profile Development	○ Recommendations Development ○ Implementation Plan Development	○ Final Report ○ Final Presentation ○ Project Closeout ○ Knowledge Transfer
Deliverables				
○ Project Plan	○ Service List ○ Research and Stakeholder Engagement Plan	○ Service Profiles	○ Draft Final Report	○ Final Report ○ Final Presentation

Through this approach, the City will have 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.

1.4 Project Deliverables

Throughout the engagement, our team developed several interim deliverables, as which would culminate in a Final Report. Each deliverable was first developed in draft form and reviewed with the Senior Leadership Team (SLT) before incorporating edits and finalizing the content. The table below outlines each deliverable of the engagement, as well as provides a brief description to ensure a common understanding of their content. Highlighted in orange is the deliverable included with this document.

DELIVERABLE	DESCRIPTION
Project Plan	Sets key dates for deliverables and milestones
In-Scope Services Report	A Draft and Finalized list of in-scope services for the Service Delivery Review, validated and approved by the Senior Management Team.
Research and Stakeholder Engagement Plan	Outlines proposed approach and methodologies for stakeholder engagement activities and identify comparator jurisdictions, as well as key criteria and factors for benchmarking
Service Profiles/Current State Report	Profiles for each in-scope service, developed in conjunction with the City, and may include Review Scope and Applicable Evaluation Criteria, Current State Findings, Key Challenges, and Next Steps. In addition to service profiles, consolidation of current state engagement outputs including methodologies, data and documents reviewed, stakeholder engagement activities, jurisdictional scan, and benchmarking.
Draft Final Report	A master document with all engagement activities and outputs, including all current state findings, recommendations, and high level implementation plan.
Final Report	Final Report and accompanying abstract to include all engagement activities and outputs, including all current state findings, recommendations, and high level implementation plan.
Final Presentation	Key parts of the Final Report will be presented to City to ensure a complete understanding of project insights and recommendations to support future success

2.0 Optimus Service Delivery Review Framework

Optimus SBR employs a Service Delivery Review Framework, that is proven and has been used in multiple service delivery reviews for municipalities across the province, to assess the efficiency and effectiveness of selected services.

Figure 2: Optimus SBR's Service Delivery Review Framework

The 6 areas reviewed across the framework include:

- **Accountability Structures (Governance)**: Accountability structures and oversight where appropriate, and more generally organizational structure, roles, responsibilities, and accountability are clear for effective decision making, operations, and minimizing duplication.
- **Service Levels**: Service level expectations are clearly articulated and/or documented and are appropriate.
- **Process**: Processes are well designed and defined, effective and efficient.
- **Cost**: Services are provided cost-effectively relative to the services being provided and the benefits realized.
- **Technology**: Appropriate technology is in place to enable processes and service delivery more broadly.

- **Resources**: Required resources are in place to carry out roles and responsibilities at the expected service levels. This can include human resources (e.g., in terms of competencies, expertise, or staffing levels) as well as other (e.g., financial) types of resources.

3.0 Recommendations Overview

3.1 Introduction

The following section contains an overview of all the recommendations that will be presented in greater detail throughout each individual service in the report. Recommendations were developed based on the findings contained in the Current State Report for the City of Kenora.

A total of 35 recommendations have been developed for the City, including three overarching recommendations and 32 service-specific recommendations. All recommendations are also summarized in the Implementation Considerations section of this report, where they have been prioritized based on their impact and ease of implementation. It should be noted that the implementation of recommendations will be dependent on capacity from management and front-line staff. In some cases, upfront investment in additional staff and infrastructure will be required to implement recommendations which will lead to long-term cost savings or service enhancements or meeting statutory requirements.

3.2 Summary of Recommendations

The following table provides an overview of all of the recommendations being proposed within this report. Details will be provided in each of the subsequent sections listed 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. Development Services	**3.1** Building Permits	**3.1.1** Explore an online portal for building permits and inspection applications	Medium
		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	**4.1.1** Enhance organizational design structure for asset management	High
		4.1.2 Develop and implement a condition assessment process to develop risk-based plans and priorities	Medium
		4.1.3 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	Low

	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
		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

4.0 Overarching Recommendations

4.1 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 14 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 to, 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 service across a range of departments and services was observed, however service levels were not always well defined. 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.

For Themes 3, 4, 5 and 6 we have developed overarching recommendations. These are designed to provide some additional guidance to support the City's Senior Leadership Team as it moves forward in implementing all of the recommendations listed in this report.

4.2 Overarching Recommendation 1: Update / Develop Process Documentation

RATIONALE

- Process maps or procedure related documentation (such as checklists, guides and other tools) to support staff operations across many of the services review was generally limited.
- Most documentation kept by staff to support operations was filed as hard copy, and there was limited access to digital files between Divisions or within teams. While current documentation does support staff who are familiar with processes, they may not support new staff coming into a role and can result in information gaps occurring with staff turnover, vacation, or short-term leave.
- The current lack of process documentation can also result in a lack of clarity regarding who is a process owner, who supports processes, or at what point ownership may change.
- This can limit the ability of staff to identify potentially innovative methods to complete the same activities in a more efficient or effective manner.
- In addition to the documentation of processes, files that support the process, such as data sets, were tracked manually and then stored in paper files, or not at all, for example manual documentation of resident inquiries within Customer Service and Water Delivery services, and the limited tracking of digital media methods for the Museum.

DESCRIPTION AND IMPLEMENTATION

- **Updating/Developing Documentation**: Process documentation can take many forms and should be fit for purpose to ensure that it supports staff in the most appropriate manner. When looking at options for process documentation, the City can use potential options such as: checklists, process guides, full process maps, or other documentation as appropriate.
- To document processes and procedures, the City can prioritize the services / activities for which documentation of processes or procedures has been determined as most critical for finding efficiencies to operations.
- Once the particular process or procedure has been determined as a priority, City staff would need to identify the key stakeholders related to the process – including those who are responsible for the execution and oversight of the process, and if there are staff with related or overlapping processes.
- Process maps can be developed at various levels of detail, but for the City's needs as identified through this Service Delivery Review, could likely happen at a higher-level to ensure a basic understanding without requiring keystroke-level detail.
- Structured process documentation sessions can be done quickly and simply, ensuring that the appropriate depth of information is captured.
- For each process, one individual who is not core to the process may act as a facilitator to drive the documentation of the relevant steps, or of the process mapping exercise. A second individual would document the key details. For the purpose of such activities, a process map or procedure related documentation could be completed at a relatively high level without getting into detailed key stroke maps.

- In some instances, it may be more efficient to ask staff to develop simpler documentation in the form of a checklist or guide that allows the City to capture processes. Individual staff can complete these and share with their Division as is considered appropriate. These can result in quick-wins for the City with minimized effort.
- **Digitization of Files**: It is recommended that all existing data sets, tracking sheets, and work order collection be done so digitally, and housed in a central location. Housing this content in a central location (such as a shared drive) ensures that staff across the team have regular access to these important files to enhance communication and ensure a common understanding of business process across the City.

FINANCIAL IMPACTS/CONSIDERATIONS

- The development of process documentation can require greater levels of staff time or can be outsourced to a third party for relatively low costs, dependent on the number of processes under review, level of detail of process documentation, and complexity of processes. Development of processes would have a **low-medium** impact if developed by staff in-house for the purpose of documentation. If executed in more detail and/or by an external consultant with the goal of identifying process efficiencies, it would have a **medium**-**high** impact.

SUMMARY OF BENEFITS

- Creating formal process documentation can have multiple follow-on benefits that would support the City as it moves forward. Some potential benefits would include:
    - **Support staff orientation to a department or service line.** New staff who join the operation can efficiently review and refer to processes to gain an initial understanding of overall processes and their role. They would also readily have access to digitized information to perform their job duties efficiently.
    - **End to end process review helps to instill a culture of continuous improvement**. As staff are then able to critically review their processes and determine if they are aligned with actual activities, as well as identify alternative ways that may be more efficient.
    - **Provides more structure and consistency in process delivery.** This is important to ensure critical steps are not missed and that there is consistency in the delivery of external delivered services
    - **Supports technology enhancements.** When current processes are understood, staff can identify if/how they would like to see technology integrate with processes to reduce manual processes.

4.3 Overarching Recommendation 2: Define and Systematically Track KPIs

RATIONALE

- A common challenge faced by some municipalities is that residents and sometimes Council are unable to have a full understanding of the good work completed by the team.
- Developing clear performance metrics for the various functions of the City will support the City as it looks to share the good work it is undertaking to support its community.
- Setting performance metrics also supports the creation of a continuous improvement mentality in the organization, as targets can be set, and at the end of a period achievement of said targets can be reviewed.
- The City currently collects user-based information in some service areas; however, it is not done so across the City, which limits the understanding of services at a City level. The City primarily relies on transactional metrics as opposed to performance-based metrics.
- As most processes are completed manually, some metrics have not been systematically kept and tracked over time, and as stated in the third overarching recommendation: *Enhance Use of Technology*, this highlights the need for investment in technology to support the collection and analysis of data for performance measurement.
- Without the consistent collection of metrics, it is more difficult to identify challenges and successes.

DESCRIPTION AND IMPLEMENTATION

- Development of strategies at the City of Division level should include indicators to measure progress of those plans. Recognizing that the City plans to develop strategic plans and priorities for core areas, in the immediate term, as these are being developed the City can define key indicators that will effectively demonstrate progress, challenges and changes for each City department.
- These should be understood at the aggregate level to support Council and administration in decision making. Aligned to best practices, these aggregate level metrics should be supported by a combination of metrics provided by the Departments and Divisions.
- The process by which performance metrics can be formally set can be simple, with major steps including:
    - Identifying major activities that the City wants to highlight (i.e., at a service-level, are there core items that should be monitored?). Ideally the City selects 2 to 5 indicators for each service area and develops indicators that align with the major concepts (e.g., percent of zoning by-law requests answered within a one-month period). These should be reported back to the Senior Leadership Team and Council.
    - Develop common definitions for metrics and their inputs to ensure that they are understood in the same way across departments, as this will inform the collection and analysis of data.
    - Developing concepts that align to the activities – ideally these would be performance based for the most part, but would include some transactional metrics, as appropriate. The top 2 to 5 performance indicators selected for the

service area should be supported by supporting activity-based measures to drive insights.
    - Setting targets for all indicators (e.g., 80% of zoning by-law requests answered within a one-month period). When setting performance targets, the goal should be to set stretch targets that support improvement, while staying realistic.
    - Developing a clear report back process, in which targets and actuals are presented, allowing residents or Council the opportunity to see overall goal attainment, and rationale as to why goals were met, exceeded, or missed.
- Performance measurement allows staff (either frontline or supervisory) to review data and identify trends, ensuring that if desired, information is also readily available for Council or administration. The City can also review common key metrics used by municipalities in order to determine those that are most relevant to provide insights and determine if they wish to align to comparable benchmarks.
- Once comparable benchmarks are set the City will be in a better position to identify areas for improvement, these can help drive staff to search for efficiencies in processes and identify where challenges may exist in day-to-day operations.
- Determining the major activities and indicators required, will also illuminate gaps in current data sets if any, which can then be actioned for more purposeful tracking. The City should begin with tracking data and trends, and then as recommended above digitize the data sets using available technologies wherever possible, such as Excel and Maintenance Manager.
- As data collection and reporting activities become further established across the City, consider the linkages between data sets for related services to develop insights into trends and inform decision making.

FINANCIAL IMPACTS/IMPLEMENTATION CONSIDERATIONS

- Developing performance metrics requires considerable staff effort and can have a substantial impact on overall staff activity and would streamline workflow. This would have a **medium** financial impact.

SUMMARY OF BENEFITS

- Once in place, the City can continue on its goal of continuous improvement by tracking trends over time and determining if/how changes are required to support enhanced customer experience.
- Tracking and analyzing performance of services allows the City to monitor the service, identifying strengths and opportunities for improvement.
- The use of performance metrics further supports the ability to understand and respond to trends, and for evidence-based decision making.

4.4 Overarching Recommendation 3: Enhance the Use of Technology

RATIONALE

- Staff currently rely on manual processes for a range of the activities and processes undertaken. However, there has been significant work done by the City to enhance technology, including updates to the current City website, starting the work to digitize several processes due to COVID, and the implementation of Maintenance Manager.
- With a relatively lean administrative staffing complement, the City should look to find opportunities to enhance the use of technology to reduce reliance on manual processes.
- While initial learning curves can be challenging, technology can be an effective way to improve the process times for various activities by automating activities that would otherwise have taken staff time.

DESCRIPTION AND IMPLEMENTATION

- A focus on enhancing the use of technology across the City should look to determine opportunities for integration across departments wherever possible in order to not only find efficiencies but also to have a holistic understanding of services across the organization.
- Adding technology to operations would also allow staff to reduce the time they spend on certain lower-value tasks, and ensure they have the time required to focus on core, higher-value activities.
- As current processes are documented, and future state processes defined through the update and development of process and procedure related documentation, it is key to determine whether technology solutions may be implemented to create efficiencies within that process.
- When technology solutions are being considered, a thorough understanding of the full application of existing technologies at the City should be reviewed. This would require ensuring that there is an understanding of solutions in use across departments, which can be facilitated through regular communications between the leadership team. This avoids purchases of independent or multiple technology solutions that would require a complete overhaul of the process itself and avoid situations where there is little to no possibility of integration.
- In order to determine where current processes may benefit from the use of technology, staff may begin with identifying services and processes that are highly manual and where technology could be considered. Several instances where technology should be enhanced have been identified within the specific services recommendations, including Docking, Museum, Building Permits, Economic Development, and Water Delivery.
- Once identified, these processes should be prioritized in order of urgency. To prioritize them, the City should consider:
    - Impact on the resident experience;
    - Current estimates of staffing effort required;
    - Staff availability to implement; and,
    - Financial budgetary considerations.

- A brief business case can then be developed for the leadership team's consideration which includes a cost-benefit analysis of integrating existing or new technology solutions.

FINANCIAL IMPACTS/IMPLEMENTATION CONSIDERATIONS

- Technology solutions can potentially increase costs at the outset (i.e., implementation and training costs), however, can reduce overall costs related to staff effort over time. Therefore, the financial impact of this recommendation is **low-high**.
- While some solutions may have upfront costs, it is also not necessary that use of technology requires an additional investment, as existing investments into technology can be leveraged (such as Microsoft Excel, Maintenance Manager, etc.).
- If technology is being used to completely overhaul a process, it would be beneficial to conduct process assessments of the current state, to understand process flows and where technology may be used in the current state, as stated in *Overarching Recommendation 1*.
- Once current state processes have been documented, it would be beneficial to develop ideal future state maps that would show how process flows and technology integrations would ideally work.
- Developing process maps can be done in a relatively straightforward and expeditious manner, taking as little as two hours, dependent on the number and complexity of processes to document.

SUMMARY OF BENEFITS

- Enhancing the use of technology across the City can support staff by automating various processes that are time consuming and required, but do not produce massive amounts of value.
- Dependent on which solutions are chosen, this can also improve the resident experience as they interact with the City.
- Overall, technology presents an opportunity to re-design processes away from "how it's always been done", supporting cost savings activities, increasing staff efficiency, and allowing staff to focus on the tasks that are of greater importance and core to their roles.

5.0 Service-Specific Recommendations

In addition to the overarching recommendations above, we have developed future state recommendations that are specific to each of the seven 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 will be presented in 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
		2.3.1 Develop a formal Recreation Strategy	Medium

	2.3 Recreational Services	**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. Development Services	**3.1** Building Permits	**3.1.1** Explore an online portal for building permits and inspection applications	Medium
		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
		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

Each section will provide an overview of the focus of the review for the specific service, as well as current state findings to provide insights into why specific recommendations were developed.

5.1 Administration

5.1.1 Customer Service

Summary of Current State Findings

Service Description
The Customer Service Division is the first point of contact for the residents of Kenora who are looking to gain information, make payments, or getting issues resolved related to departments across the City. The residents in most cases use in-person visits, telephone, email, website, or a combination of channels to contact the City. Most City departments have their own customer service representatives to directly address inquiries and issues related to their department.
Objective of the Review
• Explore service delivery models (ex. “no wrong door” or “one-stop shopping”) for customer service at Kenora
Framework Focus Areas
• Service Level
Strengths
• **Dedicated staff:** Strong desire from staff to support customers in a timely, efficient, and meaningful manner. • **Support from Senior Leadership Team:** The Senior Leadership Team at the City is dedicated to enhancing the customer service it provides to its community and customers. • **Recent implementation of a tiered model of customer service:** The City has recently moved to a tiered model of delivery customer service. In the new delivery model, general inquiries are managed by the customer service representative from different City departments and divisions, and only complex inquiries are escalated to the next level of department staff or supervisors. • **Addition of Maintenance Manager to track and manage customer inquiries:** The City has recently implemented Maintenance Manager module across various departments/divisions that allow representatives in those departments/division to track customer inquiries and create work orders as needed.
Challenges
• **Lack of data collection and tracking:** Historically, customer service or call centre related metrics have not been collected and in absence of any such information, it is difficult to identify trends and develop opportunities to customize and enhance customer service channels to best meet the needs of customers. With the recent

implementation of Maintenance Manager, this will provide a new mechanism which will allow for data to be captured and tracked.

- **Gaps in monitoring current service standards:** The City has a *Customer Service Standards Policy* which broadly defines standards for all City staff. However, service standards are not tracked to know if they are followed by staff to ensure a consistent customer experience. The survey identified varying levels of satisfaction across different City departments, suggesting that service levels may not be consistently met. The collection of data through the recently implemented Maintenance Manager could support with the refinement of the service standards.
- **No formal strategy to seek customer feedback on the delivery of customer service:** The stakeholder engagement noted that the City has not collected customer feedback on the delivery of customer services in at least the last 5 years and does not have a formal strategy for continuous improvement. Seeking customer feedback can help the department better understand customer needs, experiences, and pain points. Also, the department will get a better understanding of customer behaviour that would allow the City to invest in channels that can be effective in delivering customer service.

RECOMMENDATION 1.1.1: DEVELOP A CUSTOMER SERVICE STRATEGY

RATIONALE

- At present, Kenora does not have a Customer Service Strategy. The City does not have a formal approach to seek customer feedback and track and monitor service standards.
- A Customer Service Strategy will provide clear directions for enhancing customer experience and providing a model that helps track, analyze, and improve customer service standards.

DESCRIPTION

The City should develop a three-to-five-year Customer Service Strategy through consultation, research, and a best practice review. This will be the City's first Customer Service Strategy and should focus on understanding customer expectations from local government, how the City can participate in the transformation of customer service, and how the City can continue to improve the overall customer experience.

The Customer Service Strategy should include key sections such as:

- **Vision**: Outlining what the City aspires to achieve in the 3-5 years for Customer Service.
- **Mission**: Outlining how the City will achieve its desired future state.
- **Strategic Pillars (or Goals):** Multiple focus areas that are mandatory to successfully achieve the future Vision of Customer Service.
    - Each Pillar should have its unique definition outlining what this means for the City, and why it is important to achieving the Vision.
    - Furthermore, each Pillar should have a series of higher-level action items that will support the achievement of the Pillar's focus, and by extension the Vision.
- **Values**: Clearly outlining the outlook and mindset that the City must hold to successfully achieve its future goals and Vision.

- **Action Plan**: That clearly outlines each action item under the Pillars, including short, medium, and long-term tactical steps to achieve the higher-level action. Additionally, this should include information such as the key performance indicators, measurements, or outcomes that can be expected to support tracking progress. Finally, this should include a clear owner to ensure accountability is maintained and actions progress as expected.

As the City thinks about developing its Customer Service Strategy, optimal usage of Maintenance Manager should be maintained. The City has recently implemented the Maintenance Manager tool across different City departments that will allow Customer Service Representatives (or admin staff) to log customer inquiries, create work orders and analyze information as needed. The City is in its initial phases of implementation of Maintenance Manager. Based on input received from the City staff, it is understood that the optimal usage of Maintenance Manager will support effective delivery of Customer Service in terms of automation, data collection and tracking, and service standards. Based on the gaps identified in the current state analysis, the following areas of focus should be highlighted in the Customer Service Strategy:

2.1 **Automate customer service delivery:** To expand on the City's effort to automate the delivery of customer service, the City should consider the following as part of enhancing its customer service delivery:

- ***Improve data tracking, analysis, and reporting:***
    - Tracking and analyzing customer service data and information is not only critical to improving the customer experience and customer satisfaction but also allows an organization to measure staff performance, identify gaps in service delivery, and improve service effectiveness.
    - The City should implement a data collection and track for incoming customer inquiries across all customer service channels. Data collection should be the responsibility of the Customer Service Representatives at the City Hall since inquiries will first be directed to them (as per the Tiered approach described above). The City's new website has Google analytics to collect data and automatically generate reports and statistics to understand how to continuously improve website functionality for the end-user's benefit.
    - The City has recently installed Maintenance Manager (module of CityWide) to help create workorders and track any maintenance or repair inquiries. The City is in the process of testing the success of Maintenance Manager module before adding a new module that helps track and manage customer inquiries. The technology can be leveraged for data tracking, analysis and reporting. It is important for the City to optimally use the Maintenance Manager tool to effectively track and monitor the customer service data. This information and data will allow the City to enhance the use of electronic channels, develop FAQs, and improve service standards.
- ***Enhance the use of electronic channels:*** To support and continue the overall automation of customer service delivery, the City should consider expanding the use of electronic channels including social media and website usage. Although most City customers call or make an in-person visit, enhancement to electronic channels may transition customers online. Municipalities across Ontario are

transitioning to electronic channels to enhance efficiencies, reduce costs, align to preferences of younger generations and to address emerging trends related to the internet use of seniors. The City has made recent advancements on its website to expand online payment, form submissions, etc. As data is collected and analyzed, commonly asked questions and queries should be documented and added to online channels to reduce the number of calls and in-person visits.

2.2 **Standardize customer service approach and practices:**

- To ensure a transparent, consistent, and equitable approach to customer service, the City should further develop and advertise corporate customer service standards on their website to improve accountability amongst employees delivering this service and to better inform customers about the level of service they can expect. Establishing service standards can help set expectations with the customers and provide clarity around response times. The service standards should be aligned with the reality of the City's operations.
- Additional details should be added to the Customer Service Standards Policy to ensure there is a common interpretation of the policy among staff and departments. Some departments have varying levels of customer service requests and calls, and therefore the service level standards should be developed in collaboration with the departments, accounting for their needs and workload.
- Improvement in data tracking and analysis will aid in updating the City's standards and approach for delivering customer service.
- The following considerations should be kept in mind as the City standardizes its approach for delivering customer service:
    - Ensure department staff are well trained and have sufficient knowledge about matters related to their department; and
    - Enhance communication and customer service skills to provide an excellent customer experience.

2.3 **Regularly collect customer feedback for continuous improvement:** The City's Customer Service Standard Policy mentions that "The City of Kenora will ensure that customers are provided with appropriate feedback mechanisms in a variety of manners and can contact the City of Kenora regarding any concerns. The City takes customer feedback seriously, and will work to address comments, suggestions, and concerns." The City should consider developing an approach for collecting, analyzing, and actioning customer feedback to continuously improve the delivery of customer service. Some of the common ways of collecting customer feedback are:

- Quick telephone survey after the customer's interaction with a representative;
- Annual/bi-annual community surveys;
- Feedback forms on City's website and for people visiting in-person;
- Interaction on social media channels such as Facebook, Twitter, Instagram, etc.; and,
- Online/social media comment analysis to identify customer's reactions.

FINANCIAL IMPLICATIONS/CONSIDERATIONS FOR IMPLEMENTATION

The development of a Customer Service Strategy would require staff time and engagement of an external vendor who could lead the research and engagement required to develop the strategy. The overall financial implication for implementing this recommendation is **low-medium.** The key cost drivers for would include:

- A project sponsor who can lead the effort in developing the strategy.
- Staff's time in supporting the process by providing relevant documents and participating in engagements.
- An external vendor who would lead the research and stakeholder engagement to develop the strategy.

BENEFITS

- An aligned approach to customer service for all staff and customers.
- An achievable and actionable plan to enhance the customer service that will:
    - Set clear service standards;
    - Help tracking and analyze customer service data;
    - Support Kenora in understanding customer needs and expectations;
    - Provide opportunity for continuous improvement;
    - Enhance the overall customer experience; and,
    - Potentially transition some customers to online channels.

5.1.2 Conventional Transit

Summary of Current State Findings

Service Description
The City of Kenora provides a traditional fixed route bus operation where the City owns buses that travel along predefined routes stopping at defined bus stops while maintaining a fixed schedule. The day-to-day operating of the bus service is outsourced, and the oversight of the operation lies with the City Clerk and Administration office.
Objective of the Review
• To review the role of the City in providing conventional transit to residents • To determine relevant alternative service delivery models for transit
Framework Focus Areas
• Accountability Structures • Cost
Strengths
• **Provides service to lower income residents:** For those without access to a vehicle or residents that do not drive, transit provides an essential service to move about the City for work, shopping, or medical care. The alternative for these residents is using a taxi service at a higher personal cost. • **Consistent ridership and good customer service:** While it has declined over the years, there is a consistent level of ridership level to the point that the bus operators know the transit users and generally their destinations. This has established a level of goodwill between the operators and the passengers using the service. • **Outsourced operations require minimal City staff resources:** As the day-to-day operations of the conventional transit is an outsourced service, the cost and time of City staff for transit management is minimal.
Gaps
• **Low level of interest from great majority of City population:** The percentage of residents that have used the service over the past three years is very low (7.3% of survey respondents), with most residents and visitors having a vehicle for transportation. There appears to be little that could change residents' behaviour and there are also few other options for those that use the service. • **Service is limited to daytime travel with no Sunday service:** Over the years this has evolved to be a daytime transit operation, primarily for reasons of low passenger volume and safety to both the traveling public and operators. • **Safety issues have been identified:** As noted above, hours of operation have been limited to daytime working hours in the attempt to limit incidents that have been reported with passengers in later hours of the day. It was also reported that these incidents can still exist during normal operating hours, affecting the comfort level of other regular and infrequent passengers. While not stated explicitly in the survey as a

reason for not using transit, this is an underlying concern to the operators and City management.

- **Service interruptions due to weather:** Based on the type of bus vehicles used for transit in Kenora, the northern climate, and the Canadian Shield terrain, the system has service interruptions due to snow, ice and extreme cold temperatures.
- **Current Provincial funding is oriented to capital purchases or improvements:** Transit funding from gas tax revenue is available to build the fleet rather than towards operational costs. At this time, the City does not require investments in fleet or transit related capital infrastructure, so although this funding is helpful to some municipalities it is not seen as an impactful source of funding to the City of Kenora. Recently announced joint federal and provincial funding to expand paratransit service rather than conventional transit further emphasizes this point.

RECOMMENDATION 1.2.1: REVIEW TRANSIT DATA ANALYSIS AND DETERMINE OPTIMAL SERVICE LEVELS AND FEE STRUCTURE

RATIONALE

- Low volume ridership requires operating at top efficiency to reduce costs.
- Conventional Transit is a highly subsidized service by the City.
- Transit fares are lower than comparable northern municipalities.

DESCRIPTION

With the low levels of both ridership and general interest by the residents of Kenora, the operation of this service should be reviewed to ensure routes and times of operation are set to be as efficient as possible. Ridership by route, time, and month should continue to be reviewed to determine optimal ridership levels to run the transit service.

Reviews in the Current State document identified that the Friday Night service and Saturday afternoon service provided possible opportunities for service reductions with some of the lowest average ridership statistics collected by City. Other opportunities such as reduced service frequency during the weekdays or on Saturdays should be reviewed as well.

As the fares for transit are lower in Kenora than other northern municipalities, the City should investigate increasing the fares from the current price of $2.50. Both Sault Ste. Marie and Thunder Bay have cash fares of $3.00.

For ease of completeness, the following are the areas that should be examined using the current information and data collected by the City transit:

- Service standards and performance results;
- Route scheduling (frequency of service / hours of operation);
- Service area and coverage (including opportunities to expand service to rural areas);
- Transit routing, with the goal of:
    - maximizing coverage,
    - reducing walking distances,

- improving route directness,
- minimizing delay,
- reducing operating costs, and
- increasing ridership

- Fleet operational and maintenance requirements;
- Transit fare structure; and,
- Strategies to increase ridership.

Before finalizing changes to routes or fares, stakeholder input from businesses, residents, and transit riders should be requested, with views addressed as part of the implementation. The results of the analysis and the feedback from stakeholders can also be used as part of Recommendation #3 below, the development of a Report to facilitate a Council decision on Conventional Transit.

This will provide an opportunity for one of two options:

- Reduce the overall subsidy by reducing the amount that the buses are operating; or,
- Improve the value for money of the subsidy by increasing ridership for the same cost.

FINANCIAL IMPACT/CONSIDERATIONS FOR IMPLEMENTATION

There is no technology, facilities, or equipment required for this recommendation. Therefore, the cost of this recommendation is **low**. The main cost drivers will be:

- Staff time to review the information as it currently exists.
- Staff time to analyze routes and schedules for possible efficiencies.

SUMMARY OF BENEFITS

- Ensure that the routes are scheduled and run efficiently to service existing and potentially new ridership.
- Maximize the limited revenue through fare increases where appropriate.

RECOMMENDATION 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

RATIONALE

- Other transit models have been implemented in smaller communities in Ontario.
- Funding has been available to municipalities to pilot transit projects to service the unique needs of the community.
- Low ridership and current resident opinion of current conventional transit model is indicative that further increase in volumes is unlikely, prompting the City to address alternative solutions.

DESCRIPTION

There is government funding available to investigate and pilot transit options to service smaller municipalities and rural ridership. Possible models include:

- Municipal funding of commercial "uber-style" service;
- Not-for-profit volunteer ride sharing operations; and
- Community bus operations providing expanded service for off-route and non-scheduled location stops.

These services are outlined in more detail in the Current State Conventional Transit (Section 4.14) Jurisdictional Scan Highlights. While the City has reviewed alternatives in the past for different transit models, the City should continue these efforts where new opportunities exist.

FINANCIAL IMPACT/CONSIDERATIONS FOR IMPLEMENTATION

There is no technology, facilities, or equipment required for this recommendation. Therefore, the cost of this recommendation is **medium**. The main cost drivers will be:

- Staff time to review the potential options in other jurisdictions in the province;
- Staff time to seek out funding opportunities; and,
- Staff time for procurement, contracting, and implementation.

There is no technology, facilities or equipment required as it will be staff time to review the potential options in other jurisdictions in the province, or to review funding opportunities. However, further investigation after identifying a suitable option would increase staff time for procurement, contracting, and implementation planning. Therefore, the cost of this recommendation is **medium**.

SUMMARY OF BENEFITS

- Opportunity to change how the City supports transit in Kenora.
- Demonstrate to residents that the City is attempting to meet the needs of those residents (and visitors) that require transit services.
- Implementation of an alternative transit model that could reduce City funding of transit.

RECOMMENDATION 1.2.3: DEVELOP A REPORT TO FACILITATE COUNCIL DECISION ON CONVENTIONAL TRANSIT

RATIONALE

- Complete documentation on possible transit options for the residents and visitors in the City.
- Council does not have a full listing of options and opportunities for Transit, and as such cannot make evidence-informed decisions with the amount of evidence available.

DESCRIPTION

With low ridership and low interest from residents in public transit, the funding of transit for the City will continue to be a decision for Council going forward. Based on the findings from the first two recommendations noted above, this document will provide to the City and Council the possible options for improving efficiencies to the current operation, as well as introducing possible changes to the operating model. In summary, it should provide to Council all pertinent and thorough information on the Conventional Transit in the City to support their informed decision making such that a forward plan can be determined, and the Conventional Transit issue is not re-opened on a continuing basis.

The following outlines the key steps involved in development and the process for preparing the report on Conventional Transit for Council consideration:

1) Project Initiation & Data Collection
    a. Community Profile
    b. Existing Conventional Transit Services
    c. Existing Transit Infrastructure
2) Summary of Expected Demographic Changes
    a. Demographic Trends
    b. Planned/Expected Land Use Changes (Residential and Commercial)
3) Assessment of Transit & Road Requirements
    a. Transit
    b. Include consideration for planned changes for Roads and Streets
    c. Include consideration for Pedestrian, Cyclists, Disability Transit Services
4) Recommendations
    a. Options for improved efficiencies
    b. Options for alternative transit models
    c. Options for reduction / elimination of Conventional Transit
5) Implementation Plan & Financial Strategy
    a. Consistency with Official Plan
    b. Sources of Funding
    c. Assessment of Progress and Monitoring

FINANCIAL IMPACT/CONSIDERATIONS FOR IMPLEMENTATION

There is no technology, facilities, or equipment required for this recommendation. It is expected that an outside agency would be required to either lead or support the development of the analysis report. Therefore, the cost of this recommendation is **high**. The main cost drivers will be:

- Staff time and/or external agency involvement for long-term project tasks such as:
    - Research of Current Conditions;
    - Analysis of Data Collected;
    - Formation of future options and recommendations; and,
    - Coordination with City of Kenora senior leadership and Council.

SUMMARY OF BENEFITS

- City staff and council will have an agreed plan to dealing with conventional transit.

5.2 Community Services

5.2.1 Docking

Summary of Current State Findings

Service Description
The City of Kenora owns or otherwise controls numerous waterfront properties and water lots that are used for mooring, launching, and other boating purposes. The City of Kenora has both private and public docking and launching facilities available to access Lake of the Woods and Winnipeg River. The Dock and Anchorage bylaw helps City staff regulate the usage of City-owned access points.
Objective of the Review
• Identify opportunities to reduce the cost burden of docking parking services. • Review alternative service delivery models and approaches to docking administration and maintenance for municipalities.
Framework Focus Areas
• Accountability Structures • Cost • Resources
Strengths
• **Alignment with City's branding**: City of Kenora brands itself as *North America's Premier Boating Destination.* Providing services such as docking, parking, launching, etc. to residents and non-residents align well with City's brand. • **Convenient and easy to access locations**: The City docks are in convenient locations for both seasonal and day-use renters. The day-use renter can easily park their boats and visit the city for shopping and other purposes. • **Balance between overall supply and demand of City docks:** The number of docking slips along the City docks are enough to manage the demand the City receives for both seasonal and day-use. • **High retention rate with seasonal renters**: It was reported during stakeholder engagement that there is a high retention rate amongst seasonal renters
Challenges
• **Limited cost recovery** in operating the day-use slips and launching service as the City does not charge any user fees for delivering those services. • **The dock permitting process involves manual data entry and tracking**, making the process of dock permitting time-consuming and inefficient. • **Vacancy of seasonal slips adversely impact the cost recovery** due to ongoing operational and maintenance cost for those vacant slips without generating any revenue.

The City of Kenora brands itself as *North America's Premier Boating Destination.* The City is connected to the Lake of the Woods and its 14,522 islands. The City should continue to provide the Docking service as the service is well aligned with the City's current branding, the residents require the service, neighbouring Municipalities also provide the service and delivering the docking service helps generate income for the City.

Note: The financial calculation done below includes the average numbers from 2017 to 2019. Based on the data available, the number of docking slips (seasonal or day-use) are from 2019.

RECOMMENDATION 2.1.1: EXPLORE OPPORTUNITIES TO REDUCE THE SUBSIDY LEVEL TO POTENTIALLY OPERATE WITHOUT FUNDING FROM THE CITY

RATIONALE

- The current state analysis identified that the City Council subsidizes the operational expenses by providing approximately $60,000 per year.
- The seasonal docking slips generate a profit (combine $20,685 per year), however, there are 19 (12 available and 7 unavailable) slips that are not occupied.
- The day-use slips and boat launch do not generate revenue since the City current does not charge a user fee for those. The City has not explored any cost recovery options for the day-use slips and launching service.
- Based on the current subsidy of $60,000 and profit of $20,685, the City still needs to recover additional $39,315 to self-sustain the docking operations.
- A reduction in City subsidy can help self-sustain the docking operations and allow savings to be invested into other resident services.

DESCRIPTION

This section provides four options/ways to reduce the subsidy. Based on the benefits and challenges identified with each option the City can consider a combination strategy to reduce the subsidy level for delivering the docking service.

OPTION 1 – FILL VACANT SEASONAL SLIPS:

- The City has a total of 19 vacant seasonal slips of which 7 slips cannot be used due to low water and high wake zones. The City has a potential to fill the 12 vacant seasonal slips. On average the City generates a profit of $346 per seasonal slip. If the City is able to fill the 12 vacant slips, it can generate an additional income of $4,150, which will help reduce the subsidy provided by the City to operate the docking service. For the slips (7) that cannot be currently used, the City should either identify ways for making them usable or removing them to help save additional operating cost.

Estimated reduction in subsidy at 100% utilization of seasonal slips	
Total seasonal slips	111
Current rented seasonal slips	92
Current vacant slips that can be rented	12
Average profit per seasonal slip	$346
Additional profit if the remaining 12 seasonal slips are rented	$4,150
Subsidy provided by the City	$60,000
Percentage reduction in the subsidy provided by the City	7%

- Below are some of the potential benefits and challenges associated with this option:

POTENTIAL BENEFITS	POTENTIAL CHALLENGES
• Reduction in subsidy provided by the City to operate docking services • Easy to execute	• Might require some additional effort and budget to advertise the vacant seasonal slips • Some slips may be located in less desirable locations and may not be easily filled

OPTION 2 – INCREASE SEASONAL PERMIT USER FEE:

- To recover the addition amount of $39,315, the City can increase the annual permit fee of seasonal docks. Here are a few scenarios the City should consider:
  - **Increase in permit fee if 92 slips are occupied (current usage level):** To recover the additional $39,315 the City will have to increase the permit fee by $427 (to $1,169 per seasonal permit);
  - **Increase in permit fee if 104 slips are occupied (current usage level + available slips):** To recover the additional $39,315 the City will have to increase the permit fee by $378 (to $1,088 per seasonal permit); or,
  - **Increase in permit fee if 111 slips are occupied (current usage level + available slips + unavailable slips (if these can convert to usable slips)):** To recover the additional $39,315 the City will have to increase the permit fee by $354 (to $1,064 per seasonal permit).
- Below are some of the potential benefits and challenges associated with this option:

POTENTIAL BENEFITS	POTENTIAL CHALLENGES
• Allows for complete cost recovery through increased seasonal permit fee	• Potential push back from the users • Will require Council approval • May require changes in the by-law • May increase vacancy rate as individuals may rent from nearby competitors

OPTION 3 – CONVERT SOME DAY-USE DOCKING SLIPS TO SEASONAL SLIPS:

- This option should only be considered if the seasonal docks are at 100% utilization and the City needs additional capacity to serve the demand. As part of the current state analysis, it was identified that a nearby marina has recently shut and the City can expect a higher demand for its seasonal and day-use slips.
- The City currently operates 73 day-use slips that do not generate any revenue. Currently, the City does not collect data to assess the utilization of day-use slips.
- To recover the remaining subsidy of $39,315 the City can consider converting some of the day-use slips to seasonal slips. Below are some scenarios for the number of day-use slips that would need to be converted to seasonal slips to support recovery of the remaining subsidy:
    - For 100% recovery of remaining subsidy – 114 day-use slips (this is more than the number of available day-use slips);
    - For 50% recovery of remaining subsidy – 57 day-use slips; or,
    - For 25% recovery of remaining subsidy – 28 day-use slips.
- With each conversion from day-use to seasonal slips, the City can reduce the subsidy by $346.
- Below are some of the potential benefits and challenges associated with this option:

POTENTIAL BENEFITS	POTENTIAL CHALLENGES
• Reduction in the net loss • Ease to implement	• Lack of data around the usage of day-use slips • Delay in implementation as the City should first fill all the existing seasonal slips • May require changes in the by-law

OPTION 4 – CHARGE USER FEE FOR DAY-USE SLIPS AND LAUNCHING SERVICE:

- Both the day-use and launching services provided by the City do not generate any revenue. Based on the best practices scan conducted during the current state analysis, we suggest that the City charges a small fee for both the services. The potential for cost recovery through this option cannot be determined since the City does not collect the usage information related to day-use docking slips and launching. We suggest that the City conduct a detailed review of the day-use docking slips and launching service to assess the potential for cost recovery, and the amount the City can charge for day-use docking slips and launching. Below are some implementation considerations:

- **Collect data related to the usage of day-use and launching service**: Similar to the usage of seasonal slips, the City should collect the usage data for day-use docking slips and launchings service to assess the potential for cost recovery. The recommendation acknowledges that the collection of this usage information will be more sophisticated than the usage information for seasonal docking slips. The type of data the City should collect includes:
  - *For day-use docking slips:*
    - Average duration for which the day-use slips are used;
    - Number of times per day the day-use slips are used;
    - Fluctuations in usage (daily, weekly or monthly);
    - Expected demand; and,
    - Average length of boats.
  - *For launching service:*
    - Number of times per day the launching service is used;
    - Monthly fluctuations in usage; and
    - Expected demand.
- **Determine the operation model for day-use docking slips and launching service:** based on the assessment done in the previous steps, if the City decides to move ahead with charging for the services, the City should determine the following:
  - **Associated cost**: The cost associated with charging user fees for day-use and launching service could include:
    - Human resource (to conduct review);
    - Technology;
    - Enforcement; and,
    - Communication.
  - **User fees for day-use and launching service:** Based on some of the options identified during the best practices scan, here are some options for consideration for user fees from other jurisdictions:
    - *Day-use docking slips:*
      - $1 per foot of the boat length, after the first 4-hours (District Municipality of Muskoka).
      - $1.5 per foot of the boat length (Town of Brighton).
    - *Launching service:*
      - $55 for a seasonal launching pass and $5 for a day-use launching pass (Town of Brighton), enforced through an honour system.
  - **Method for collecting user-fees:** The technology/tool used for collecting user fees for day-use and launching service could be the same or different. The City can consider leveraging its existing technology for parking electronic meters to collect user fees. Some municipalities use honour system to collect fees.

- Below are some of the potential benefits and challenges associated with this option:

POTENTIAL BENEFITS	POTENTIAL CHALLENGES
• Reduction in the net loss • Some options are easy to implement (e.g. honour system)	• Limited cost recovery • Potential push back from users • Investment required to conduct study on use of day-slips and launching service • Many docks and boat ramps may make the implementation of this option costly

FINANCIAL IMPACT/CONSIDERATION FOR IMPLEMENTATION

Based on the option(s) or combination of options the City selects to reduce the subsidy level, the recommendation would require Council approval, updating the by-law, communication with the users, and setting up meters to collect fees for day-use or launching service. The overall financial implication for implementing this recommendation is **low-medium** depending on the option(s) recommended**.** The key cost drivers for would include:

- Staff time and effort required to:
  - Finalizing the user fee structure;
  - Seeking Council approval;
  - Updating by-law; and,
  - Communication with the users.
- Actual implementation of the tool/platform:
  - Installation of the meters for collecting fees for day-use and launching service (if chosen).

RECOMMENDATION 2.2.2: ENHANCE THE DOCKING SERVICE DELIVERY MODEL

RATIONALE:

- **Manual processing:** The current process for managing the dock permitting involves using MS Excel to list all the City docks along with the necessary details such as type of renter, name, availability, etc. Each year the City staff tracks the status of docks on a worksheet to renew or issue new permits. The process involves manual data entry and tracking, making the process of dock permitting time-consuming and potentially error prone. In addition, since the payment cannot be done online, the seasonal renters either pay cash or send cheques.
- **Repair and maintenance trends**: The City has recently installed a tool called Maintenance Manager (module within CityWide) which is a work order creation and tracking tool. The work order creation and tracking can help provide useful information to understand service levels, repair time, etc. Analyzing this information over a period of time can help assess key trends such as repetitive maintenance of certain slips/docks that may indicate capital investments for longer term stability and sustainability of operations. Once the analysis is done the City can set target to create efficiencies. The service level parameters may include repair turnaround time, cost of repair, etc.

DESCRIPTION:

The City should digitize the overall delivery of the docking process to enhance efficiency, the key initiatives associated with the digitization of docking process includes:

- **Setting up online payments:** The docking permitting should leverage the online payment technology used by other services within the City (e.g., parking tickets and Provincial Offences traffic tickets) to receive payments online for the seasonal permits.
- **Tracking, follow-up, and reminders:** Currently the City uses MS Excel which required manual data entry, tracking, and follow-up with the current and potential permit holders.
- **Collecting and analyzing repair and maintenance trends:** Using the Maintenance Manager, the City should continue to collect and analyze the information related to maintenance issues. Some of the key trends the City should analyze are:
    - Increase in overall maintenance cost;
    - Number of repair requests for docks (or slips);
    - Type of customer complaints;
    - Cost of repair;
    - Repair turnaround time; and,
    - Expected capital expenditure.

This will help the City collect baseline metrics and identify maintenance trends. This information can be used to uncover bottlenecks and recurring issues that need to be addressed. With this information, the City can identify where efficiencies can be found, implement change, set future targets that can be tracked over time.

SUMMARY OF BENEFITS:

- Overall reduction in manual tracking and follow-ups associated with the delivery of docking service.
- Customer experience will be enhanced for using city's docking service.
- Fewer chances of communication gaps between departments managing parts of docking service delivery.
- Easier management of customer payments through online channels.
- Collection of baseline maintenance and repair metrics through use of Maintenance Manager.
- Better understanding of maintenance trends through use of Maintenance Manager.

FINANCIAL IMPACT/CONSIDERATION FOR IMPLEMENTATION

The recommendation would require setting up tools and technology to receive payments online, track maintenance trends and send follow-up/reminders to the users. Since most of these tools/technologies are already available with City's departments the financial implication will be **low-medium.** The key cost drivers for would include:

- Staff time and effort required to:
    - Tracking and monitoring data;
    - Training on Maintenance Manager (if not already familiar); and,
    - Communicating changing to the users (e.g., online payments).

- Actual implementation of the tool/platform:
  - Installation cost to set up online payment can be leveraged from other departments, but there could be additional license cost.

5.2.2 Museum

Summary of Current State Findings

Service Description

The Lake of the Woods Museum (the Museum) has been created to collect, preserve, research, exhibit, and interpret artifacts from across history of Kenora. These include visual arts, material culture, photographs and documents, and artifacts of historical, scientific, and cultural interest that serve to illustrate the human history of the City of Kenora. This important undertaking includes the region's first peoples and the founding settlement, and the development of Rat Portage, Kenora, Keewatin, Jaffray Melick, and Lake of the Woods for the purpose of the education, enjoyment, and entertainment of the public. As the City has continued to grow and change, the Museum has continued to grow with it, with programming that is designed to engage the community and create a dialogue with the residents of the region.

Objective of the Review

- Understand the current operating model including costs, staffing levels, hours of operations, and volume of visitors.
- Benchmark the current operating model to municipalities with similar characteristics (location, population size, etc.).

Framework Focus Areas

- Service Levels
- Resources

Strengths

- **The Museum's performance is equal to or better than comparators:** When examining areas of focus such as subsidy level, hours of operations, number of annual visitors, etc.
- **High satisfaction of current Museum visitors:** As identified in the community survey conducted during the review, most respondents are either "very satisfied" or "satisfied" with the Museum's programming, displays, information, staff, hours of operations, and user fees. In addition, approximately 30% of respondents visited the Museum 9 or more times.
- **Skilled and engaged team:** The interviews and survey identified that the Museum team members have a strong sense of collaboration, commitment, and knowledge to maintain a high-level of programming and operations. Of the survey respondents who have visited the Museum, 90% are either "very satisfied" or "satisfied" with the Museum staff.
- **Engagement from the Museum Board:** Stakeholder engagement identified that the Museum Board is operationally active in providing guidance and advice to the Museum leadership team and staff. The Board members meet formally every month and take an active role in formulating and recommending policies and providing input into regulations relating to the operations of the Museum.

Challenges

- **Marketing activities are not fully matured, and awareness initiatives can be further improved:** The Museum uses multiple marketing channels in its various marketing campaigns such as its website, social media, radio advertising, media releases, and others. While the multi-channel strategy is good, there are no clear target demographics or goals set for different channels, negatively impacting the ability to evaluate the success of each campaign. Additionally, the survey identified that the community wants the Museum to do more activities to help further develop awareness of activities.

- **Informal ways of understanding the needs and expectations of visitors and the community:** There is no formal methodology for actively collecting and tracking visitor feedback. A limited understanding regarding visitor needs and expectations can adversely impact the way the Museum advertises, structures, and deliver its programs, events, and exhibits.
- **Limited digitization of Museum artifacts and collections:** While the Museum has started making efforts in digitizing its photographic collection, more concerted effort is required to create fully digital exhibits/programs (which could act as a new revenue stream), support long-term conservation, and increase public engagement and access through digitization.
- **Limited use of local partners and associations to create awareness and increase visitors to the Museums:** The Museum has some informal relationships with local schools and libraries and is a member of local and provincial associations. There are no existing formal relationships with these or other stakeholder groups.

RECOMMENDATION 2.2.1: ENHANCE MARKETING ACTIVITIES TO SUPPORT FUTURE STATE DECISION MAKING

RATIONALE

- While there are multiple channels used to attract and inform visitors of the Museum's programs and exhibits, the public survey for this engagement found a desire to have more awareness related to Museum programming, events, and exhibits.
- The current marketing channels employed by the Museum do not have clear target objectives, target demographics, or defined goals. Rather, the multiple channels are used to capture the broadest set of residents/visitors without clear definitions of "success".
- The Museum currently does an informal assessment of its marketing initiatives and channels but has not formalized its approach towards assessment, largely due to the lack of clear goals and targets.
    - It was noted that Marketing is a key priority identified during Museum's ongoing strategic planning process.

DESCRIPTION

The Museum should review and refine its marketing plan to specific goals and objectives of various marketing initiatives. In addition, the Museum should focus on understanding the needs and expectations of its visitors to inform its marketing initiatives. Four activities to achieve these goals include:

A. Assess the impact of current marketing initiatives and channels.
B. Refine current marketing initiatives, and build new initiatives with set objectives, goals, and targets.
C. Develop internal skillsets required to effectively track and measure the success of digital market efforts.
D. Develop a formal process to understand user needs.

Each of these activities are further explained below.

A. Assess the impact of current marketing initiatives and channels

The Museum should review its current marketing plan to assess the success of its current initiatives. While current initiatives do not have set objectives, goals, and targets, assessment activities should look to understand general uptake of marketing activities. As a result, some items the Museum may want to examine and review the following areas to provide a proxy of its success:

- How often links are:
    - Clicked;
    - Shared;
    - "Liked"; or
    - Otherwise engaged.
- The number of interactions spurred by a marketing campaign, such as:
    - Questions asked by the public; and,
    - Visits to the Museum.
- The main demographic type that was found to receive/view marketing content, such as:
    - Parents;
    - Students;
    - Women;
    - Men;
    - Age-group, and,
    - Single individuals.
- Any other indicators of success as outlined in the current reporting available to the Museum.

Through this approach, the Museum will be able to get a baseline understanding of the relative success of each initiative. Furthermore, this will enable the Museum to begin to identify if there are key demographics that use a specific channel over others, providing insights that can be leveraged in the next sub-recommendation (B) below.

This process will also support the Museum in identifying other specific indicators or metrics they will want to review in the future. While these may not be available in the current state, future activities can look to build these indicators and ensure that these can be critically reviewed moving forward.

B. Refine current and build new marketing initiatives with set objectives, goals, and targets

Once the above assessment has been completed, the Museum will be well-positioned to refine the existing marketing initiatives. This should include setting key objectives, goals, and targets for each marketing campaign. This will ensure that there is the appropriate information developed to support future reviews and assessments of the success of these activities. These can be defined as the following:

- **Objectives:** The main purpose of the marketing campaign. Possible options include:
    - Awareness created by an initiative in terms of Museums programs, exhibits, hours of operations, events, etc. (e.g., number of view for an online ad);

  - Engagement created by an initiative in terms of number of likes, comments, shares on social medic channels; and,
  - Conversion created by an initiative in terms of actually attracting people to the Museum.
- **Goals:** Clearly outlining what would be considered a success for the marketing campaign. Possible examples could include:
  - Targeting specific demographics or audience set (e.g., students, parents, teachers); and,
  - ROI driven results: have specific targets based on the investment (e.g., number of people that could be reached, awareness, engagement with the content, online leads/queries, and more).
- **Targets:** Identifying the target audience(s) for the marketing campaign. If done correctly this will indicate a clear understanding of the "reach" of each marketing channel.

Once all existing marketing campaigns have been refined using this lens, the Museum can then use similar processes and activities to develop future marketing activities.

Using the three lenses defined above, the Museum should continuously review and refine its marketing campaigns, ensuring that the marketing initiatives are appropriately altered and tweaked to support continuous improvement activities.

C. Develop internal skillsets required to effectively track and measure the success of digital market efforts

As the Museum's reliance on digital channels increase, it will be essential to ensure that the Museum has the skillsets required to understand the impact of digital marketing channels. Most digital marketing channels allow for effective tracking against objectives and goals through selected key performance indicators (KPIs) (e.g., Lead Conversion Rate, Click Thru Rate, Website Traffic Lead, Brand Awareness). The KPIs for different initiatives are determined based on the identified goals, objectives, and targets.

Gaining these skillsets can take place through multiple means: hiring individuals with this skillset, engaging third party organizations, or upskilling existing staff to gain these skills. Regardless of the choice taken, there are multiple resources available that can be used – from online YouTube videos, to formal/enrollment-based training programs. The resource chosen should be aligned to the existing knowledge and expertise of the staff member who will assume this responsibility.

D. Develop a formal process to understand user needs

Based on the survey analysis, current visitors are satisfied with the Museum's services. While this is good news for the current state, leading practices identified that the Museum visitor needs are evolving globally. A better understanding of user needs can help inform the development of marketing initiatives and programming. To further its understanding of the community and "market" in Kenora, the Museum should undertake a structured research and consultation process. The following 5-step process[1] could be used to not only inform the marketing initiatives but can support overall business planning for the Museum.

Figure 3 Methodology to Understand User Needs

- **Plan**: in the planning phase the Museum should identify:
    - The key objectives or questions it wants to achieve/ask;
    - The type of visitors it would like to target; and,
    - How the information will be collected.
- **Collect**: in this phase, the Museum should collect data to inform the key objectives. Some of the common methods for collecting visitor information include questionnaires, surveys, focus groups, town halls, advisory panels, and, feedback walls.
- **Analyze**: the information or data collected iss analyzed to identify insights that can help inform the key objective(s) defined during the Plan phase above. Example insights could include:
    - The number of first-time visitors; or,
    - The number of visitors coming who live outside of Kenora.
- **Report and Act**: the information should be presented in a format that can be easily consumed by its intended audience (e.g., Council, Board Members, City Staff, the public, etc.). Based on the objectives, the information in the report can help assist in developing marketing initiatives, selecting marketing channels, and planning for events and programs.
- **Review**: the process of collecting feedback to understand user needs should be part of the Museum's continuous improvement strategy and should be looked at regularly.

FINANCIAL IMPLICATIONS/IMPLEMENTATION CONSIDERATIONS

This recommendation can likely leverage existing technologies and marketing budget. There is no expected additional equipment needed for this recommendation. As a result, this

[1] Parson, E. (2020). Success Guide: Understanding Your Audience - Association of Independent Museums. Retrieved from https://www.aim-museums.co.uk/wp-content/uploads/2020/04/Understanding-Your-Audiences-2020-1.pdf

recommendation will likely have a **medium** financial impact. Specific cost drivers to drive the recommendation may include:

- Staff time to review the existing marketing campaigns/initiatives.
- Staff time to develop future marketing initiatives, including its required planning activities.
- Staff time to formalize user need and feedback strategies and activities.
- Staff time to enhance digital marketing knowledge to better evaluate ROI on marketing campaigns.

SUMMARY OF BENEFITS

- More targeted marketing initiatives and potentially improved ROI from marketing and advertising investments.
- Improved understanding of user needs, enabling evidence-based decision-making.
- Ability to inform the community more effectively without prohibitive increases in spending required.
- Better informed and targeted programming, events, and exhibits.
- Increased ability to conduct continuous improvement efforts, using reliable data to support decision-making.

RECOMMENDATION 2.2.2: DEVELOP A DIGITIZATION ROADMAP AND RECOMMENDATIONS

RATIONALE

- The current digital footprint of the Museum is minimal, as the focus has traditionally been on the in-person experience and programming.
- While the Museum has started making efforts in digitizing its photographic collection, which includes photos from the local newspaper it received in 1970, it has mostly been opportunistic and informal in approaching these activities. The main reason cited for the lack of concerted effort to digitize the collection is the human resources costs required (i.e., it would take a dedicated staff an extended period of time to accomplish this task).
- Leading practices in Museums across Ontario (and external to Ontario) identified that digitizing collections is a tool being used to create new revenue streams, support long-term conservation, and increase public engagement and access.
- The needs and behaviours of museum visitors are evolving with a heavier reliance on the digital medium to consume museum programming and exhibits. In recent years, there has been an increase in virtual museum visitors. In 2011, there were over 15 million online visits to Ontario's museums, historic sites, and archives[2], including over 14,000 school groups. COVID-19 has further pushed the Museums to enhance their digital capabilities.

[2] O. (2019). Sector profile: Cultural heritage. Retrieved 2021, from https://www.ontario.ca/document/environmental-scan-culture-sector-ontario-culture-strategy-background-document/sector-profile-cultural-heritage

- Digital services allow people from anywhere in the world to explore collections and customize their museum experience. In addition, people who have mobility issues that prevent them from visiting the Museum in-person, can visit the Museum digitally. Digital visitors are provided the opportunity to research, sort, and access material of interest to them in a way not possible in person.
  - In addition, digital services help with engaging youth, a demographic that continues to demand more of the online experience.
  - Municipal museums are recognizing that they need to provide opportunities for authentic exchanges and two-way discussions with this unique demographic to maintain relevance.
  - Youth councils, such as the one at Bytown Museum in Ottawa, allow young people to participate in creating digital experiences for their peers and organizing events and exhibitions.

DESCRIPTION

The Museum should look to enhance its digital footprint through:

A. The development of a Digital Roadmap.
B. Completing a tactical activity of finishing the digitization of newspaper photographs and the development of a supporting online exhibit around these.

These recommendations are further detailed below.

A. Develop a digital roadmap

The development of a digital roadmap should include the following high-level steps:

- **Current state assessment and industry analysis:**
  - The Museum should assess its internal capabilities in terms of tools, technologies, and staffing capabilities to inform the potential effort required to embark on the digitization roadmap.
  - The Museum should also review and assess the digitization work completed to date, to ensure it is completed to a sufficient degree of quality, as well as to determine its level of completeness.
    - This will support future state activities and planning efforts.
  - A few Ontario museums have already made strides in digitizing their programs and exhibits, the Lake of the Woods Museum should consider engaging those museums to learn about their experiences and leading practices.
- **Develop a medium or long-term Digital Roadmap:**
  - Based on current state assessment activities completed in the steps above, the Museum should start to develop a digital roadmap that outlines the following information:
    - Future state goal for a digital footprint of the Museum;
    - How digital exhibits or activities can support revenue generation;
    - Key demographics that will be the target of future state digitization activities;

        - Key activities required throughout the process to achieve longer-term goals; and,
        - Supports or enablers required to be successful in this planning process.
    - Through a concerted planning process, the Museum should have a clear understanding of the major steps required, the various activities that can be completed, and the goal they are driving towards.
    - This roadmap will also support planning efforts related to cost and effort estimations, which will be critical as the Museum looks to move its activities from "planned" to "in progress".
    - The roadmap should include quick win activities, as well as other items that will enable the group to gain momentum and keep it up as they move through the plan.

B. Digitizing photos and creating an early exhibit

As was discussed during current state consultations, a good initial foray into digital exhibition development would be the digitization of the existing stock of newspaper images. This could be digitized and curated into an online program, such as: *Kenora Through the Years: Our History in Pictures*.

The development of such a program has a number of considerations that should be thought through and understood. These include:

- Understanding of the current state – Some photos have been previously digitized, and the extent of these activities should be understood, including the quality of the digitization efforts (ensuring the photo quality is to an acceptable/desired standard).
- Staffing – The existing staffing complement may require additional support to successfully complete this initiative, ensuring that other activities are not negatively impacted.
- Developing an exhibition – With the photos digitized, it will be important to create a clear, effective, and compelling exhibit that will drive internet traffic towards the Museum.
- Reserve funding – As noted, there may be a need to hire additional staffing, which can be supported through utilization of the reserves to fund the staff position.
    - Reserve replenishment – With any activity that uses reserve funding, it is important to develop a plan to replenish funds to ensure these are available for future activities, as necessary.

Developing a digital photo exhibit could act as a good first foray into digital exhibit development but should be critically reviewed prior to actioning.

FINANCIAL IMPLICATIONS/IMPLEMENTATION CONSIDERATIONS

The Museum currently has the technology required to digitize photographs and other museum artifacts, and as such, there is no expectation for additional technology. Rather, there may be an enhancement to the existing website to digital programming. Furthermore, this will not require new facilities or equipment. As a result, the expected financial impact of this recommendation is **high**. Specific cost drivers may include:

- An additional contract temporary staff resource to complete any digitization efforts, without negatively impacting existing programming.

- A need to further enhance the website's capabilities to allow for increased traffic and/or to develop online/interactive programming.
- Utilization of reserve funding to support staffing (which is expected to be significant).
    - **Note**: This is not a formal cost driver however impacts cost and included for reference.

SUMMARY OF BENEFITS

- Potential to reach broader communities.
- A diversified portfolio that can be used to help support revenue generation, particular during "lockdown" conditions, or other times when the Museum may not be open for normal operating activities.
- Increase revenue that can help self-sustain museum operations.
- Long-term conservation of artifacts and exhibits.
- Enhanced community engagement.
- Ability to engage audiences beyond Kenora through digital exhibits and resources.

RECOMMENDATION 2.2.3: LEVERAGE PARTNERSHIPS TO BUILD REVENUE AND AWARENESS

RATIONALE

- The Museum has some informal relationships with local schools and libraries and is a member of local and provincial associations. However, these partnerships and opportunities have not been formalized, and there are potentially additional opportunities to work together and build awareness of the Museum, increase the visitor base, and support other arts institutions in the City and region.
- The Museum has an opportunity to not only build on its current partnership efforts, but also leverage City departments/divisions (e.g., Recreation and Tourism Services Division) to attract tourists, community members, and students to the Museum through bundling recreation and tourism content with Museum content.
- Ongoing partnership efforts with schools has been largely focused on the Museum going to schools to deliver programming, however, there is desire to have more school groups attend the Museum either in-person or virtually.
- The Museum can take an "opportunistic" approach and leverage the Communications and marketing resources at the City to help facilitate partnerships and attract new visitors.

DESCRIPTION

There are two key activities that should be completed through this activity, they include:

A. Formalizing existing relationships (as appropriate); and,
B. Exploring new partnership opportunities.

More detail is provided below on both of these core activities.

A. Formalize existing relationships:

This should focus on reviewing the existing set of relationships and identifying opportunities to expand these partnerships moving forward. To this end, the Museum (and associated other City staff, as appropriate) should:

- Review existing partnerships and clearly document the various activities that are currently taking place on a regular basis.
- Determine other possible options that the Museum can use to help further improve its relationship with these.
    - One potential example developed during Current State engagement included leveraging school field trips to Science North to include a trip to the Museum as well, reducing the need for booking transportation on two separate days.
- When looking at existing partnerships, there should also be a clear value proposition developed to explain *why* an enhanced partnership should be further investigated and reviewed. Examples include:
    - **Schools:** The Museum can offer both in-person and potentially online programming to students and teachers.
        - For students, the Museum programming could be part of their curriculum or could support other school reports.
        - For teachers, the Museum programming can support assignments and other activities.
    - **Museum, arts and culture associations:** The Museum is already part of some of these local and provincial associations.
        - The Museum should identify how it can further use these groups to enhance its programming or its various activities.
        - Kenora should look to see if there are any areas where it can share its experiences or expertise with others in these groups.
- Once potential ideas have been developed, the Museum should reach out to key stakeholders to see if there is interest in further formalizing partnerships and should make these agreements as appropriate.

B. Exploring new partnership opportunities:

The Museum should conduct a review of the local and regional landscape to identify other institutions (e.g., arts institutions, or others) where potentially new, innovative, or interesting programming could be created. The overall process would include:

- Reviewing the landscape and identifying potential partners. To support this process, potential partners should be segmented to identify their main industry.
- Create a shortlist of more immediate-term potential partnership targets.
- Develop ideas for potential innovative or interesting programming opportunities, including:
    - The medium it would be offered through (i.e., digital, in-person, etc.);
    - The main focus of the exhibit;
    - The support required (both from the other organization and from others);

  - Potential/desired audiences to attend the exhibit; and,
  - Potential/desired timelines for the exhibit.
- Once developed, the Museum should reach out to the potential partner institution and begin the discussion of creating a partnership. Where possible, formalize partnerships (as appropriate).
- Developing the exhibits and programming, as appropriate.

This process provides rigor and structure and can support the development of new programming in a manner that aligns with community and stakeholder desires.

FINANCIAL IMPLICATIONS/IMPLEMENTATION CONSIDERATIONS

This recommendation does not require additional technologies, facilities, or equipment. Rather, this will require staff time as the main cost driver. As a result, the expected financial cost of this recommendation is **low-medium**. Specific cost drivers may include:

- Staff time to conduct a review of the existing partnerships and to document current activities.
- Staff time to develop potential innovative future activities.
- Time from staff/resources that are not dedicated to the Museum (e.g., other City resources).
- Staff time to research other providers in the City/region.
- Staff time to manage partnerships.

SUMMARY OF BENEFITS

- Greater collaboration with existing partners, potentially resulting in new or additional programming.
- Potential ability to improve revenue generation through increased patronage/new programming.
- Enhanced ability to form more partnerships, which may result in new or different audiences attending the Museum.

5.2.3 Recreational Services

Summary of Current State Findings

Service Description
Recreation Services at the City of Kenora refers to the various programs and facilities operated by the City to support healthy living, community building, and the community at large. Recreation Services delivers effective programming to support the community through City-owned facilities including the Swimming Pool, Fitness Centre, Arenas, Baseball diamonds, and others.
Objective of the Review
• Identify opportunities to reduce subsidization of recreational services • Review recreational programming and hours of operations to find efficiencies and alignment with resident needs
Framework Focus Areas
• Service Levels • Cost
Strengths
• **Most users are satisfied with recreation services provided by the City:** Based on a survey administered by the Optimus SBR team. • **Hours of operations are aligned with other jurisdictions:** Based on a review of comparators, the hours of operation were aligned. • **Dedicated staff with a willingness to collaborate with others:** Staff demonstrated a willingness to collaborate with others in an effort to provide timely, efficient, and meaningful support to users. • **Momentum to make positive change:** Based on a number of investments and changes that the department has previously made, including investments in reporting and data collection.
Challenges
• **Limited financial and utilization information: for day-use users:** While the City reports the revenue and expenses associated with each recreation facility, and conversations have begun between the Recreation and Finance Departments to track more granular data, multiple data caveats make detailed analysis very difficult and time consuming. • **Limited formal, systematic surveying and tracking of user needs and satisfaction levels:** While this engagement conducted a survey for the public to better understand its perceptions on the City's Recreation Services, this is not a frequent activity. Rather, the current state of user satisfaction is generally informal, and not tracked. • **Lack of a formal Recreation Strategy** that supports a long-term vision for Recreation Services, and that can be used to tie together smaller, more tactical strategies/activities.

RECOMMENDATION 2.3.1: DEVELOP A FORMAL RECREATION STRATEGY

RATIONALE

- There currently exists no formal overarching Recreation Strategy to unite all tactical strategies and/or staff activities, and clearly identify how these all come together to achieve a long-term goal for the City.
- Staff currently have a number of smaller, tactical strategies in place and/or planned to support the provision of Recreation Services.
- There is no clearly defined long-term goal for Recreation Services that ensures that decisions are made in pursuit of achieving a desired vision.
  - Similarly, there are no pillars or strategic enablers that can be used to tie tactical strategies together.
  - This results in a possibility that short-term pressures, desires, and challenges produce long-term investments and decisions for the City.

DESCRIPTION

The City should undertake a formal strategic planning process by which long-term goals of the City are clearly identified and achieved to support future success. The Recreation Strategy should be approached like all other broader strategies for the City, and should include key sections that formally define it, including:

- **Vision**: Outlining what the City's ideal future state of Recreation Services entails.
- **Mission**: Outlining how the City will achieve its desired future state.
- **Strategic Pillars (or Goals):** Multiple focus areas that are mandatory to successfully achieve the future state Vision of Recreation Services.
  - Each Pillar should have its own unique definition outlining what this means for the City, and why it is important to achieving the Vision.
  - Furthermore, each Pillar should have a series of higher-level action items associated that will support the achievement of the Pillar's focus, and by extension the Vision
- **Values**: Clearly outlining the attitude and mindset that the City must hold to successfully achieve its future goals.
- **Action Plan**: That clearly outlines each individual action item under the Pillars, including short, medium, and long-term tactical steps to achieve the higher-level action. Additionally, this should include information such as the key performance indicators, measurements, or outcomes that can be expected to support tracking progress. Finally, this should include a clear owner to ensure accountability is maintained and actions progress as expected.

As this is developed, there should be a clear linkage to the City's broader and new Strategic Plan, to ensure that there is alignment from the Department with the broader City's goals. To develop the Recreation Strategic Plan, the City should engage with staff, the public, Council, and businesses/partners to ensure that the right ideals and goals are captured. The process should include structured consultations and facilitated sessions with Recreation staff and leadership to ensure that what is selected is realistic yet transformative for the City.

FINANCIAL IMPACT/CONSIDERATIONS FOR IMPLEMENTATION

This is an activity that will likely require some form of external support, ensuring that the City has an objective lens to identify an appropriate future state Vision, and its associated Pillars for success. To this end, the expected financial impact to the City would be **medium.** The main cost drivers for this recommendation would be:

- Third party support hired to support/lead the recreation strategic planning process.
- Staff time and effort associated with the development of the strategic planning process.
- There would be no need for additional staff, equipment, facilities, or technology during the creation of the plan.

SUMMARY OF BENEFITS

- A clear vision for what the future state of Recreation Services can look like in the City of Kenora.
- The ability for staff to tie their day-to-day activities to a broader goal for the City, and understand they are supporting the achievement of long-term Recreation goals.
- The ability to tie smaller, tactical strategies to the overarching long-term strategy, ensuring investments and staff efforts are appropriately targeted.
- The City will be better positioned to apply for funding grants and leverage capital investments.

RECOMMENDATION 2.3.2: DEVELOP A FORMAL, SYSTEMATIC METHOD TO GAIN USER SATISFACTION AND FEEDBACK

RATIONALE

Current user satisfaction is collected in an informal manner that largely relies on the vocal nature of Recreation Services users to voice their opinions – good and bad – about the services they are receiving. Feedback currently is directed across multiple channels, from frontline staff through to City Council. As there is no formal process by which feedback is sought, logged, and monitored for trends, this results in an inability to identify specific issues or challenges that should be addressed.

This creates challenges for Recreation Services staff because they can potentially make decisions based on anecdotal evidence of a potentially vocal minority, or the department may feel they do not have the required information required to make "the right" decisions. Furthermore, it can result in them feeling "blindsided" as issues are raised at Council that could be raised at the source (i.e., at the facility or program in question).

DESCRIPTION

Seeking user feedback can be either broad or tactical in nature, depending on the goal. This section will provide some examples for broad or tactical engagement, however, some underpinning elements will be critical to the success of either option. Items that are critical to any formal user feedback approach include:

- **Setting a clear target or goal**: The City should be certain of what it is they are looking to get feedback on, whether its general sentiments or about a specific initiative, program, or facility. This will help to develop clear questions that will receive actionable information for the City.
- **Decide on the channel(s) to be used**: There are multiple options that can be used to gain feedback but deciding on the right channel(s) for the situation is critical. Some options could be:
  - Online questionnaires;
  - In-person short interviews;
  - Paper questionnaires completed prior to exit;
  - Email questionnaires; or,
  - Social media.
- **Capture and track all responses:** Regardless of the channel chosen, the City should use a tool (e.g., Excel) to track all responses that can then allow for consolidated analysis and manipulation to identify trends and other findings.
- **Determine how the information should be used:** While some studies are completed simply to better understand perceptions related to the current state and/or recent changes that have been made, others will be used to support decision-making. Having a clear purpose can help determine the types of questions that need to be asked.
- **Determine the report back process:** When gathering feedback from the public or from users, a good practice is to develop some form of a report back process in which results are shared, as appropriate. This includes identifying major trends, explaining how the information will be used, or identifying next steps for the City.

Using these elements will ensure that there is sufficient direction and planning for satisfaction activities that will help to ensure actionable information is gained, regardless of if it is a broad or a tactical activity.

An example of a broad engagement effort would be developing a public questionnaire to ask users what they feel about the services they are receiving, including what they feel is working well, potential areas of improvement, and new programming that the community would like to see introduced. To use the framework above would include the following steps:

Element	**Example**
Setting a clear target or goal	Understanding how satisfied users are with the services they have been receiving, including what is working well, areas of improvement, and perceived value for money.
Decide on the channel(s) to be used	Online channels can capture the most residents with the least intensive effort for staff. This should include the development of a public questionnaire that is posted on the City's website, and the websites of any facilities. Additionally, the questionnaire should be advertised on social media, as well as in posting at City facilities. If individuals wish to conduct this survey at the facility, two options include: • Providing a laptop that can be used by the public to conduct the survey. *Note: might be difficult due to COVID-19.*

Element	Example
	• Providing paper questionnaires that they can answer and submit
Capture and track all responses	If completed virtually, all feedback received will be captured by the survey/questionnaire system (e.g., SurveyMonkey). This can then be downloaded into Excel as a spreadsheet or with simple graphs already developed. If completed in-person with paper sheets, this will require staff to enter this information either onto the online system themselves, or into Excel sheets themselves.
Determine how the information should be used	To have a "pulse" on the public's perceptions to date, and to identify if there are any issues or concerns that have previously gone unnoticed. Additionally, to identify those items that are working well and should be continued. This could also be used to determine if issues raised from previous feedback exercises have been addressed or if they persist. Potentially to be used at a later point in time when conducting a fee/rate review, or program assessment, dependent on the feedback provided.
Determine the report back process	A simple one or two page report that can be posted online for interested parties that identifies the major trends, themes, and findings from the satisfaction survey process. If applicable, list next steps.

A tactical example would be asking users about a specific item, for example, if they are happy with the new fitness equipment strategy (once it is fully in place).

Element	Example
Setting a clear target or goal	Understanding of users are satisfied with the new fitness equipment that has been introduced. This would include the quality of the machines and the breadth/variety of machines.
Decide on the channel(s) to be used	It would be particularly effective to get user feedback once they have used the new equipment, to understand their immediate perceptions. As such, potential options could include: • Paper questionnaires provided to users as they are exiting the facility. • A laptop to conduct an online questionnaire, provided at the facility. • A short interview by staff to receive user feedback.
Capture and track all responses	If completed either through paper questionnaire or through interview, all responses should be safely secured and then input into an Excel sheet at a later date to allow for a review of user feedback, including manipulation of data to identify trends.
Determine how the information should be used	To support future changes when equipment is due to be changed and rotated, understanding where users feel there are gaps, and what pieces of equipment should be maintained.

Element	Example
Determine the report back process	A one-page memo/report-back that can be posted on the walls/change rooms of the Fitness Centre explaining why the information was sought from users, the major trends, and how it will be used in the future.

This structured approach will ensure that the City is able to retain information and move forward with confidence as they will have a clear understanding of what residents like and dislike, providing ideas for what can be changed in the future.

FINANCIAL IMPACT/CONSIDERATIONS FOR IMPLEMENTATION

This feedback activity can be completed using the City's own resources, without requiring additional staff, equipment, facilities, or technology. However, this is an ongoing activity that will require consistent care and attention moving forward as it will impact financial expenditures broadly (e.g., it would impact expenditures related to future equipment change-outs). As a result, the expected financial impact to the City would be **medium-high.** The main cost drivers for this recommendation would be:

- Staff time and effort to conduct, analyze, and report back on findings.
- Support from a communications team/resource can likely reduce Recreation staff's expected work associated with this activity.
- Dependent on the feedback you receive, it can have powerful impacts on the expenditures of the City, including potentially on membership fees.
  - Using the tactical example of the Fitness Equipment Strategy above, developing an equipment rotation schedule based on feedback would accelerate traditional financial expenditures that would drive increase in membership fees to recover a portion of costs related to new equipment.

SUMMARY OF BENEFITS

- The ability to more formally and frequently engage with users of services to support decision-making.
- The ability to establish better relationships with users of City programs/facilities.
- Potential to reduce the number of inquiries or complaints lodged with Council, as users will feel they have more direct avenues to voice concerns or issues.
- The ability to leverage actual user feedback to support short, medium, and long-term decision-making (e.g., equipment acquisition and capital planning).

RECOMMENDATION 2.3.3: IMPLEMENT A TWO-YEAR TIMELINE AND FORMALLY DOCUMENT THE PROCESS TO REVIEW RATES/FEES FOR FACILITIES AND PROGRAMS

RATIONALE

- Currently Kenora has no formally documented process timelines where fees, rates, or programming generally is consciously reviewed.

  - The City recently conducted a review of its Membership Rates that was seen as being very effective, which has the high-level process taken documented in a report to Council.
  - While it is beneficial that this process is somewhat documented, the lack of a clear and more fully documented process does open the City up to the risk that the effective approach taken in the Membership Rates review will be forgotten and not used in the future.
- The result has been sporadic rate/fee increases that are not done in a regular or standardized timeline, resulting in stagnant fees and rates for periods of 2 – 5 years at a time.
  - When changes are implemented, it often surprises users of Recreation Services, who are then unhappy with the sudden price change.

DESCRIPTION

- To ensure that the City maintains rates/fees that effectively maintain targeted subsidy levels, align with others, and ensure that the City has sufficient funds to continue upgrades and/or improvement activities it should implement a standard review period of every two years.
- While a similar process was recently used in the Membership Rates review, formally documenting the process should ensure that the following major components are properly captured:

1. Selecting a specific service, program, or activity that is offered by the City.
   - Note: All programs should be included in this two-year rotation, and no program should be skipped for review.
2. Review the current fee/rate that is applied to users to access the services.
3. Review the costs (both direct and indirect) associated with the program, ensuring that there is a thorough understanding of the costs and how they break out over the program.
4. Review the revenues associated with the program, which will include:
   - Understanding historical actual revenues brought in by the program for the previous 2 years (to track trends);
   - The revenues for the city when achieving both minimum and maximum attendance/fill rates of the program; and,
   - The difference between revenues and expenses to understand if there is a deficit (resulting in a subsidy that needs to be applied), a profit, or a breakeven program being offered.
5. Select up to three comparator municipalities to review, to determine if their fees and service offerings are roughly aligned with Kenora's.
   - It should be noted that the review will need to take into account a number of factors, including:
     - Relative size of the municipality;
     - Facilities the municipality oversees/programs for;
     - Availability of similar programming;
     - Size of programs; and,
     - Similar or different ethos of programming (i.e., some may choose to make profits on programs that Kenora has previously decided to subsidize).

6. Once municipalities have been selected, the review should look at all costs/fees and programming that are available, such as:
   - Cost to users;
   - Costs to the municipality;
   - Whether the program generally operates at a breakeven level, revenue generating, or revenue deficit; and,
   - If a subsidy is applied, the size of the subsidy.
7. Additionally, the City should look to determine if they are competing with others in the private sector who are offering similar or the same services.
   - This review should look to identify the costs the private sector applies to the public, to determine if they are offering services for a cheaper rate.
   - In the event that there is direct private sector competition, the City should make the following decisions:
     - How does the price of the service compare to the private sector?
     - Is this a service/program that the City wants to continue to operate, in competition with the private sector?
     - If this is a service that the City wants to operate in competition with the private sector, is there a specific demographic or differentiating factor that the City wants to focus on to ensure that it adequately achieves its desired attendance rates?
     - Will the City need to focus investment on the program (i.e., staffing, equipment, or other) to adequately compete?
     - If there is *no* desire to compete with the private sector, what are the steps required to wind down the provision of the service?
8. Based on the above considerations, the City should look to set a new/updated fee or rate, as appropriate.
   - This is also a good opportunity to consider introducing new programming or fee structures.
9. The increase should be communicated at least 3 months ahead of when it will be applied, so that users will have time to understand it is coming, understand rationale, and so that they will not be surprised once they go to pay for their next membership or program.

FINANCIAL IMPACT/CONSIDERATIONS FOR IMPLEMENTATION

This is an activity that can be completed by City staff, without the need for additional expertise, equipment, or technology. Additionally, this task should be conducted regularly to align with good practice and should be seen as normal operations. As a result, the expected financial impact to the City would be **low.** The main cost drivers for this recommendation would be:

- Staff time and effort to conduct the various reviews as appropriate.
- Staff time and effort to update fees and rates for activities/programs.

SUMMARY OF BENEFITS

- A two-year timeline ensures that the City will maintain alignment with other providers, can keep its rates/fees in alignment with inflation and/or other rising costs (e.g., staffing costs, utilities).

- Adding rigour to this process will ensure that all programs are routinely reviewed and that there are no substantial gaps that could negatively impact the City.
- Creating a more standardized cadence will reduce the price shock for users when they see rates potentially increase, when compared to periods where the price remains stagnant (e.g., 5 or more years without a price increase).
- This aligns with leading practices in other municipalities who conduct regular, sometimes annual reviews of rates/fees.
- The City maintains a clear line of sight into who may be operating as a competitor to their services and can ensure programming targets select demographics as appropriate.

5.3 Development Services

5.3.1 Building Permits

Summary of Current State Findings

Service Description
The City of Kenora Building Division falls under the Development Services Department. The Building Division liaises with members of the public regularly, as well as the Planning Division on any build or renovations that occur within the City. Prior to starting building work, the Division is consulted regarding permits and inspections required. Building permits entail approval from the municipality for any plans to construct, renovate, demolish or change the use of a building.
Objective of the Review
• 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
Framework Focus Areas
• Service Levels • Resources • Technology
Strengths
• **Provincially mandated service levels for Building Inspections being met**: Staff are consistently able to meet and often exceed the service level standards set for the completion of building inspections. • **Knowledgeable staff**: Staff are knowledgeable on Ontario Building Code regulations which supports permit and inspection practices.
Challenges
• **Performance metrics and targets have not been defined:** There are currently no key performance indicators in place to define the quality of service received by residents. • **Fees do not cover Division expenses:** Permit fees have not been reviewed by the City since 2005 and were considered to be significantly below comparable municipalities.

RECOMMENDATION 3.1.1: EXPLORE AN ONLINE PORTAL FOR BUILDING PERMITS AND INSPECTION APPLICATIONS

RATIONALE

- Due to COVID, permits are allowed to be processed via email to minimize the requirement for residents to drop off hard copies of files. This revised process has been well received by residents, as they are able to send across large files directly to the Building Division and not have to travel to City Hall solely for the purpose of dropping off documents.

- The lack of information available regarding the status of an application for the applicant results in frequent follow-ups with building officials, creating inefficiencies.
- The current payment process requires the applicant to call a separate division (City Hall) for processing, and once complete gets transferred to the Building Division, adding time to the overall process.

DESCRIPTION

Identify a platform that is able to track permits and allows residents to submit and make payments for building permits and inspections online. Online permitting includes the following features:

- **Cloud-based**: The platform is cloud based and allows for a virtual workspace and eliminates any paper-based processes.
- **Improved workflows**: Through online permitting the workflow process can be reduced significantly by replacing multiple emails, phone inquiries and scanning, etc. through tracking abilities.
- **Online Payment options**: Online permitting also allows for payments to go through online rather than through staff and streamlines the time it takes to process applications.
- **Data sharing**: Online permitting allows for multiple stakeholders across industries to share information, as is encouraged by One Ontario[3], a collaborative research and development initiative.
- **Mobile platform**: Allows for mobile inspections on phone and/or tablet to be conducted in the field that are linked to the permit file.
- **Public access**: Members of the public can apply online, reducing counter visits significantly, (yet still allowing the public to come in if this is their most desired method) and increasing satisfaction levels. They are also able to track their permits which reduces inquiries to City staff.

An online portal features should have the following advantages:

- **End to End Online Process**: Due to the several hand-offs during the permitting and inspection process between applicant and staff (for documentation, payment, and completion), a process that can be completed online will provide a more streamlined experience to applicants and for staff.
- **Tracking abilities**: An online process must allow both staff and the applicant to easily review the status of their application without having to call the Building Division.
- **Online Payment**: Online payment features would allow files to be processed more quickly, but also be more convenient for the applicant.
- **Mobile platform**: If a mobile platform is available for the software, it would allow staff to enter inspection details on site.

[3] 2020. One Ontario. Link.

It should be noted that the current software in use, Land Manager, has internal reporting capabilities as found during the current state review, however, does not provide online permitting solutions. Additional e-permitting solutions such as Cloudpermit have also become available since the start of the pandemic, and an overview of the solution has been provided below[4]. While we are presenting features below, our team did not conduct an exhaustive review of all possible technology solutions available, therefore it is highly encouraged that the City do their own research on other possible options and fit of solutions within their technology portfolio and operating environment.

Cloudpermit:

Cloudpermit is currently being used by more than 250 small and medium sized municipalities. It uses an all-in-one system to manage permit submissions, inspections and approvals.

Core Features[5]:

- Online applications, all permit types included;
- Cloud technology, no installations required;
- Integrates with municipal website;
- Enables remote reviews, permitting and inspections;
- Designed for mobile use;
- Mobile onsite inspection tool;
- Automatic and regular feature updates;
- GIS integration; and,
- Tracking abilities for applicants and staff.

Cost:

A confidential quote was provided for the City of Kenora by Cloudpermit. The estimated investment for the installation of Cloudpermit is approximately $5,000 - $6,000, and an annual fee of approximately $14,000[6].

Review:

The chart below includes an analysis of the features included within the two online permitting software that may benefit Kenora. Both providers have offered to provide a demo to the City and provide further information regarding technical requirements and needs for integrating with the City's website.

[4] Optimus SBR is in no way affiliated with either service provider listed here, but rather researched and contacted these vendors to support this particular engagement with Kenora.

[5] Cloudpermit.

[6] This information was provided as a comparable range. Cloudpermit fees are based on the population size and the number of permits issued.

	End to End Online Process	Tracking abilities	Online Payment	Mobile platform
CityWide Permits	x		x	x
Cloudpermit	x	x	x	x

FINANCIAL IMPLICATIONS

Converting to an online permitting process requires an investment, however, would lead to a reduction in the number of inquiries and staff time dedicated to administrative tasks, and increase overall resident satisfaction with the process. The overall financial impact is **medium**. The major cost drivers would be the purchase of the license and installation, in addition to staff time to train on the new software.

SUMMARY OF BENEFITS

- Improves efficiency of submitting applications.
- Reduces incoming inquiries and staff time spent on responding to commonly asked questions.
- Enhances service delivery and creates improvement in service levels and permit processing time.

RECOMMENDATION #3.1.2: INCREASE BUILDING PERMIT AND INSPECTION FEES

RATIONALE

- Current user fees are not able to cover costs and have not been changed since the 2005 By-law was established, whereas salary and other related costs have increased, along with inflation in the last 15 years.

DESCRIPTION

An increase in building permits fee may not achieve full cost recovery, however, will reduce expenditures related to this service. As was found with the current state findings, the City operated at a net loss of approximately $170-200,000 (in 2019 and 2018 respectively). The City of Kenora must determine whether it is appropriate for the Building service to reduce reliance on the tax levy and become more revenue-neutral.

As determined through a leading practices interview with the City of Thunder Bay, an increase in building permit fees was a result of reviewing comparable municipalities (considering geographic location, municipality size, and other characteristics). The table below provides an excerpt of building permit fees from common categories which includes the City of Kenora's current fees in comparison to the City of Thunder Bay and the Town of Collingwood. The Town of Collingwood updated their building permit fees in 2020.

On average, permit fees for the City of Kenora were $0.55 per square foot, whereas City of Thunder Bay was approximately $1.37 per square foot and the Town of Collingwood's fees were $0.95 per square foot higher. A sample of flat fees provided demonstrate that again the City of Kenora has much lower fees than that of its comparators. The Town of Collingwood's fees were approximately 76% higher than those of Kenora, and Thunder Bay's fees were 153% higher than that of Kenora.

Table 1: Building Permit Fees for Kenora, Thunder Bay & Collingwood

Group	Item	Kenora	Thunder Bay[7]	Collingwood
Assembly Buildings	Shell	0.60	1.56	0.93
	Unfinished	0.70	1.95	0.88
Institutional	Without detention/retention facilities (shell)	0.75	1.86	1.03
	With detention/retention facilities (finished)	0.80	2.32	0.88
Residential	Detached, Semi-detached, Row Houses	0.50	1.21	1.03
	Apartment Building	0.55-0.65	1.21	1.03
Business and Personal Services	Office Buildings with interior walls/rooms	0.60	1.86	1.03
	Office Buildings with interior walls/rooms	0.50	1.49	0.88

[7] For the purpose of analysis, Thunder Bay fees were converted to price per square foot.

Group	Item	Kenora	Thunder Bay[7]	Collingwood
Mercantile Buildings	Retail Stores Shell building only	0.45	1.04	0.88
	Retail Stores with interior walls/rooms	0.55	1.30	1.03
Industrial	Warehouse/Factory shell building only	0.35	0.89	0.67
	Warehouse/Factory with interior walls/rooms	0.45	1.11	0.77
	Parking Garage (under or above ground/open air)	0.30	0.28	1.29
Mechanical Work	HVAC per residential suite	50.00	1.11 per $1000 of construction value	361.55
	Commercial kitchen	75.00	1.11 per $1000 of construction value	413.20
Plumbing Work	Plumbing per fixture/drain (plumbing internal)	10.00 (minimum 30)	1.11 per $1000 of construction value	129.13

FINANCIAL IMPLICATIONS

An increase in fees provides the City with an opportunity to more accurately reflect current rates for building related work and increase revenues for the Division. The overall financial impact is **medium**, as pursuing increased rates would result in increased revenues/decreased loss, however, there would also be staff time dedicated to ensuring that the Kenora community has been made aware of any increases, and that accordingly relevant communications and key messages have been developed.

SUMMARY OF BENEFITS

- Increase in revenue to offset operational costs.

5.3.2 Economic Development

Summary of Current State Findings

Service Description

The Economic Development division of the City of Kenora is a part of the Development Services Department. The division works with new and existing commercial businesses and developers that are looking to locate or expand in the municipality and on key strategic investment projects.

Objective of the Review

- Review leading practices for economic development.

Please note that the focus of the review was updated while Optimus SBR was conducting stakeholder engagement and the previous objective of reviewing the governance structure was deemed to no longer apply.

Framework Focus Areas

- Service Levels

Strengths

- **Engaged and skilled staff**: Stakeholders mentioned that the City staff responsible for delivering on the economic development priorities are engaged, have the required expertise, the focus on business development, and have both the experience and training necessary to skillfully deliver the City's economic development initiatives.
- **Strong partnerships and relationships**: The City has built strong relationships with neighboring municipalities, federal and provincial partners, and local businesses. The City's Economic Development Officer and the Manager of the Northwest Business Centre co-chair the Regional Economic Development Organization (REDO) which is comprised of business and economic development professionals from across the Kenora and Rainy River Districts. Keeping strong partnerships and relationships with key stakeholders has helped provide a platform for the City to attract more business.
- **Inter-department collaboration**: Through *Team Kenora* the City has developed an approach to meet with other City departments every month. This has allowed for an effective platform for the departments and divisions to discuss important issues related to economic development. The current state analysis identified that the City staff support and find benefits in the *Team Kenora* approach.
- **Strong advisory support for businesses**: The division supports both local and new businesses by providing them with linkages and connections to relevant partners. This may include supporting site selection for their business, providing knowledge about the funding programs, helping connect them with potential clients or partners, or advice on business expansion.
- **Relationship with Common Ground:** The City has an existing relationship with three neighboring First Nations communities through the joint management of Tunnel Island known as Common Ground. Through the membership of these core parties, there has been the ability to have semi-regular discussion on topics relevant for the Kenora community and surrounding region.

Gaps
• **The division does not have a formal data collection and management strategy:** The Economic Development division has made some efforts to collect relevant information and data that can assist with improving internal operations, assisting businesses, partners, and customers, and make effective business decisions on a project basis. However, the division has not developed an overall data collection methodology or approach. The data and information related to local businesses and partners, industries, and communities need to be considered when thinking about the data collection methodology or approach for the division. • **Common Ground working group mandate has not been formalized:** Though a relationship exists with First Nations through Common Ground, the group has not yet formalized their mandate, or been able to develop a strategy to move Indigenous and First Nations matters forward. Furthermore, additional work and effort will be required to ensure that all three First Nations Groups feel welcome and willing to actively participate in group activities.

RECOMMENDATION 3.2.1: DEVELOP A DATA COLLECTION INITIATIVE TO MEASURE THE PERFORMANCE OF THE LOCAL ECONOMY

RATIONALE

- The City does not actively track or have extensive information on the economic health of the community. Currently, no performance indicators exist related to economic development community-wide.
- While the Division has occasionally surveyed business partners and customers to collect information such as the number of jobs created, or to quantify the level of business expansion, the division does not have a consistent approach to collect this information regularly.
- Until recently, the division used ED Tools and Data Profile Generator to provide information related to local industries, demographics, communities, etc. The division is now in the process of identifying a similar tool that can provide such information to the City's partners and customers.
- Sector Profiles related to target industries have not been updated since 2011 and 2014 beyond updates completed by the Economic Development Intern, and therefore it is unclear whether these sectors are still relevant to Kenora and should be targeted to attract partners, customers, workforce, and residents.

DESCRIPTION

It is recommended that the City support its strategic priorities, outlined within the Economic Development and Tourism Strategic Plan with a Data Collection Initiative. The Initiative would focus on formalizing the tools required for data collection, as well as identify key data sources to support evidence-based decision-making on economic development priorities. The Initiative would be led by Economic Development division staff, and would focus on the following key priorities:

- **Develop a database**: Establish a database of current and potential partners of the City in economic development priorities and initiatives. Partners can include other municipalities, businesses, associations, and First Nations groups. The database can be simple, made in Excel, and must be housed in a shared file for team access. In the long term, we recommend that the City investigate a Customer Relationship Management software which would provide the City with opportunity to manage and analyze interactions more thoroughly.
- **Conduct an annual survey**: As identified in the work through the Economic Development and Tourism Strategy, disseminate an annual survey to current and potential partners, using the database, in order to inform decision making. The survey should be designed to collect information that will align with broader key performance indicators (KPIs) for the division (see Recommendation #3) to ensure that input and feedback informs improvements in those focused areas.
- **Continue to identify and finalize a profile generation tool**: The City had previously used a technical solution, EDTools, for the development of regional socio-economic profiles with reporting capabilities, however the tool expired in 2020. It is recommended that the City continue to search for an alternative tool and ensure that it allows users to collate the key categories that would be of use for a socio-economic analysis. These include sets of demographic and quality of life data, information on residential, developer and industrial activities, top employers, and a labour profile. It is recommended that the City of Kenora query what their neighboring municipalities are leveraging for similar profiles.
- **Refresh the Sector Profiles**: The current Sector Profiles on the City's website were completed a result of provincial funding, however, have become outdated. The Economic Development Intern has updated these profiles, as possible. It is recommended that the Division refresh the sector profiles, using Municipal Accommodation Tax (MAT) funding in order to complete them. To do so, the City must identify the highest priority opportunities for economic development, which would require an assessment of the current labour force, employment and business trends in the City and region, and emerging areas of opportunity.

A critical element of the Data Collection Initiative is performance measurement, and so it is recommended that key performance indicators be defined and tracked at the City. In conjunction with the development of the Economic Development and Tourism Strategic Plan, the City should identify specific measures and targets that would track and assess the economic health in the community. This is currently being contemplated in the Economic Development and Tourism Strategy and will be considered for each project undertaken utilizing MAT revenues.

Alignment with the Strategic Plan:

- As part of developing the indicators it is important to assess whether these are truly linked to the goals and actions outlined within the Economic Development and Tourism Strategic Plan (Plan). The plan will include a table for each project that includes relevant performance indicators.
- Targets must also be developed for each of these and can be shifted over time based on an analysis of metrics, however, should be stretch targets.
- Each priority area or initiative outlined within the Plan and could have different types of measures, such as:
    - **Process or Efficiency Measures**: Assessing how well the overall action or process is functioning (i.e. time to complete, total cost);

  - **Output Measures**: Assessing the direct outputs of the process (i.e. volume of jobs created, amount invested); and,
  - **Outcome measures**: Assessing the impact that outputs have had on Kenora and local municipalities and its stakeholders (i.e. unemployment rate).
- Sample KPIs as seen in other jurisdictions could include: - Others are included in the initial draft of the Economic Development and Tourism Strategy.
  - Municipal tax revenues
  - # of jobs created full time by sector
  - Unemployment rate
  - # of investment inquiries received
  - # of commercial building permits
  - % of new businesses opened
  - % of business closures
  - % of visitors who rate the overall visitor experience as good or excellent
  - # of day visitors [or trips]
  - % of local businesses that belong to a local tourism association/partnership
  - % of residents indicating that they are satisfied with the local impact of tourism
  - FTE Tourism related jobs as a percentage of total local FTE jobs

Monitoring:

- Tracking and monitoring with KPIs is key to long term success, and with KPIs and targets developed, staff should regularly measure as is deemed appropriate.
- The lead for each priority area or initiative would be responsible for updating the measures on a quarterly basis. It is recommended that staff meet to discuss performance as a team, to learn from the successes and challenges of other initiatives outlined within the Plan.
- As part of the quarterly evaluation and assessment process, key questions should be considered, such as:
  - Are our strategies working?
  - Are we measuring the right things?
  - Has our environment changed?
  - Are we budgeting our money strategically?
- By regularly monitoring each action, staff and leadership can make informed decisions and pivot or adjust economic development initiatives as required.

FINANCIAL IMPLICATIONS/IMPLEMENTATION CONSIDERATIONS

This recommendation would require the use of MAT funds, staff time, and investment in technology. As a result, the overall financial impact of the recommendation is **medium-high**. The overall cost drivers would include:

- Staff time to conduct research and support the Data Collection Initiative.
- The investment in new technology to support the ED Profile Generation.
- Note: There is currently budgetary funds allocated to the existing ED Profile Generation Tool, and as such, it is not expected that the cost of the technology would be significantly higher than existing budget allocations. Development of performance measures would

require effort from staff, and it is recommended that one staff member lead this, with input from the team. Therefore, the major driver to cost is staff time.

It is recommended that the development of a data collection initiative be conducted by an external group for objectivity, however it should be noted that his would result in a higher investment required, and the cost would vary depending on several factors such as the detail and scope of the annual survey, the solution selected for profile generation, and the number of sector profiles that are generated.

SUMMARY OF BENEFITS

- Research to find good quality data and information is important so that Cities can make evidence-based decisions for strategic planning and other key activities.
- A focus on performance measurement aligns with leading practices, where municipalities have focused on developing KPIs, and once selected and monitored, support evidence-based decision-making, and move away from anecdotal evidence as a key input.
- In developing relevant, tangible key performance indicators the Economic Development Division can demonstrate a link between efforts contributed, and the impact by tracking and assessing the status of economic development initiatives.
- Measuring the performance of the local economy can help the City identify key trends and economic growth opportunities, which can inform branding efforts, partnership opportunities, and future planning.

RECOMMENDATION 3.2.2: REINFORCE THE SPIRIT AND INTENT OF COMMON GROUND

RATIONALE

- Current efforts to date to work with Indigenous and First Nations communities have been executed through Common Ground on a reactive, project-by-project basis.
- One of the significant features of the Kenora city-region is that it has one of the highest densities of First Nations people of any major Canadian city.
- Indigenous communities are the fastest-growing demographic in Northern Ontario (and in Canada). Kenora has been identified as having unique attributes and implications for socio-economic development policy in Northern Ontario[8].
- There is no existing strategy or formal mechanism in place to foster and develop relationships with the Indigenous and First Nations communities.
- There is the opportunity to formalize the mandate and approach for the Common Ground participants.

DESCRIPTION

The City currently has a relationship with Common Ground which is characterized as a committee to discuss matters regarding Tunnel Island, and occasionally other matters that are relevant to the

[8] Conteh, Charles. "Economic Zones of Northern Ontario: City-Regions and Industrial Corridors Charles Conteh," April 2017. https://www.northernpolicy.ca/upload/documents/publications/reports-new/conteh_economic-zones-en.pdf.

Region. Though the current focus of the group has been land management, it is recommended that Common Ground be used as a platform for broader Indigenous and First Nations matters within the Kenora Region. The first step is to formalize their mandate and have consideration for broader and longer-term objectives.

The intent of broadening the mandate of Common Ground is to:

- Continue to foster the relationship between the City and the Indigenous groups and First Nations;
- Identify shared regional economic and social development priorities and initiatives;
- Develop joint plans to oversee implementation;
- Capitalize on funding or development opportunities;
- Coordinate communication activities; and,
- Share community and regional information, opportunities and issues.

In order to be successful, Common Ground should formalize a terms of reference. Listed below are key considerations for the group:

- **Determine Shared Objectives**: Common Ground could potentially have the authority to identify economic and social development priorities, become host for relationship building activities, and to distribute resources, if that was seen as beneficial to all, and appropriately funded. Therefore, it is recommended that the current working group meet to discuss and determine shared objectives for Common Ground that would benefit the Kenora region in the long term.

- **Develop a Terms of Reference**: It is essential for Common Ground to establish a term of reference which recognizes the intent and shared objectives of the group. The terms of reference would be developed through staff support and acknowledges the jurisdiction and legislative requirements, documents the revised mandate, and sets out roles and responsibilities. In particular, the terms of Reference should define:
    - Any changes to current membership of Common Ground and any reporting relationships that may exist;
    - Roles and responsibilities of members;
    - Shared principles to guide the work of Common Ground,
    - How members interact with one another; and,
    - How Common Ground interacts with its key partners and the broader region.
- To support this work, the Community Economic Development Initiative (CEDI) and the Federal of Canadian Municipalities (FCM) have co-authored the “Stronger Together” Toolkit, which includes a series of templates to support municipal and First Nations economic development partnerships.

FINANCIAL IMPLICATIONS/IMPLEMENTATION CONSIDERATIONS

This recommendation requires significant staff time therefore the financial impact would be **medium-high**. This would be accumulated over a significant period of time, as this is a long-term commitment of the City and requires ongoing support. Taking a broader approach with Common Ground can have significant benefits for the Region, including better support of industries and local businesses, and potential for reinvestment into the community and the Common Ground framework itself.

It is recommended that the operations of this group be funded by the municipal budget. The overall cost drivers would include:

- Economic Development staff would be involved in developing the terms of reference.
- They would continue support the administrative and communications requirements of Common Ground.
- Staff may consider applying for funding opportunities through the CEDI, the Province or other partnerships for additional funds that can be allocated by the Group for projects and initiatives that align with the Common Ground mandate.

SUMMARY OF BENEFITS

- Grow the relationship between the City and the Indigenous and First Nations groups, a key stakeholder in the Kenora Region.
- Provides a platform for regular communications and sharing of key priorities for both groups.
- Allows Kenora to identify shared Regional economic and social development priorities and advance long term strategic priorities that affect Indigenous and First Nations groups.

5.3.3 Land Use Planning

Summary of Current State Findings

Service Description
The City of Kenora Planning Division falls under the Development Services Department. Local government planning establishes land use patterns through growth strategies and Official Plans. The service coordinates growth decides where services are placed and provides a framework for municipal zoning bylaws. Staff are responsible for advising the public, Council and the Committee of Adjustment on planning related matters.
Objective of the Review
• Identify opportunities to adopt a customer centric approach to the planning process • Identify opportunities to enhance public communications around development and planning processes
Framework Focus Areas
• Service Levels • Process
Strengths
• **Shift to a more customer centric approach**: Stakeholders reported that there was a shift in how planning was being approached internally, with an effort to review applications with a more open mindset, as well as looking to breakdown silos internally through Team Kenora meetings. • **Engagement activities taking place to improve communication with the community**: Staff are currently conducting a series of different events to educate members of the community on key policy and process issues. • **Clear roles and responsibilities within the team**: Staff are clear on the roles and work collaboratively within their own department as well as across Development Services, and it was noted that workload was manageable for the team.
Challenges
• **Currently robust performance metrics are not in place to inform communication efforts:** There is currently no tracking of engagement with the community, with the exception of attendance records for certain community events. • **Online tools not leveraged to their full capacity:** It was noted that the GIS tools made available to the public for planning purposes could be better utilized. • **Need for long term continuity planning and electronic records management:** Currently records are stored primarily as paper records within staff files and are not always accessible for the full department. Stakeholders noted that there was risk of information gaps occurring if turnover happened at the City.

RECOMMENDATION 3.3.1: DEVELOP A COMMUNICATIONS PLAN

RATIONALE

- The Planning Division uses a variety of methods to engage the Kenora community, however, there currently exists no formal overarching Communications Plan to bring together current initiatives and staffing efforts.
- Outcomes of current Planning related events, engagement and outreach are not measured, and therefore there is limited/anecdotal understanding of the success of communications with the Kenora community.

DESCRIPTION

The City should undertake a formal communication planning process which would outline the objectives of communicating with the Kenora community, identifies the key stakeholder groups, and develops activities that can enhance communication in the short and long term that leverage leading practices. The plan must also identify how to track engagement levels while keeping staff capacity in mind. To develop the Communications Plan, the City should engage with staff (Team Kenora meetings can be leveraged for this purpose for a cross-departmental lens), Council, and key community stakeholders to ensure that the right goals are captured.

The intent of the Plan is to align and drive internal staffing efforts and Planning Division initiatives in a strategic manner. The plan can be made public if the City chooses to do so. Wherever possible, the development of this Communications Plan should consider and leverage the City of Kenora Communications Strategy, and the Corporate Communications Plan.

The Planning Division Communications Plan should include consider, and develop the following:

- **Objectives:** Determine the purpose of communicating with internal and external stakeholders. The objectives should consider the audiences being targeted and focused on what the Planning Division is trying to communicate and why. The objectives that are determined by the team will determine what, and how you deliver those messages and therefore frame the remainder of the Communications Plan. Objectives can include:
  - Educating the public on the planning process and the City's role within it;
  - Creating two-way engagement with key stakeholders in the developer community;
  - Reducing the adversarial nature of the process and removing barriers for the developer community; and,
  - Outlining Kenora's principles towards planning and development.
- **Audience:** The target audience will not only dictate the type of message you put out, but also which types of channels that staff should put their effort towards. An exercise for developing a list of audience groups would be to consider the following questions:
  - What is the audience type?
  - What is their current mindset/understanding of Planning Division (or specific initiatives)?
  - What do we want them to *think/fee*l as a result of our communication?
  - What do we want them to do as a result of our communication?
- **Key Messages:** Developing key messages, and keeping them minimalistic, ensures that the team is consistently speaking with one voice. Key messages within the Communications

Plan coordinate should be developed for different audiences and channels. It is also beneficial to streamline first point of contact through one team member (at least for initial conversations) to ensure that there is consistency in the messaging. Key messages for Kenora to consider would be to depict to relevant stakeholders that the City is "open for business", has a collaborative mindset towards the approval process, and is improving access and usability of planning tools for the public.

- **Outcomes:** Capture information on outcomes by measuring engagement levels. This will allow the Division to demonstrate annual results to staff, Council and the community on the effectiveness of community engagement initiatives. It will also drive informed decision making on which methods of communication are successful, and those that are not in order to continuously improve. Measures can include activity-based measures, however, should aim to measure the outcomes of the messaging and relate back to the objectives.
- **Action Plan**: Develop an action plan that clearly outlines individual actions under each objective including short, medium, and long-term steps to achieve the outcomes identified. The Plan would include the following components:

Component of Communication Plan	Considerations
Audience	• Who will be engaged and when? • What are the needs, priorities and special interests of the specific audience?
Key Messages	• What must be communicated? • What objective(s) does it align with?
Objectives	• What are you trying to achieve through the communication (e.g., transparency, to gain buy-in, update on progress, etc.)? • What do you expect the audience to think or feel as a result of the communication? • What are the reasons for communicating with this group?
Timing	• When will the given message be communicated? • What is the impact of communicating too soon or too late? • How frequently should the message be repeated?
Lead	• Who will be leading the communication?
Channel / Delivery Method	• How will the message be communicated (i.e., email, presentation, working session, town-hall etc.)? • What is the best way to frame the message for the particular audience?
Measure	• How can the efficacy of the communication be measured? (industry satisfaction survey, public satisfaction survey, # of attendees, social media engagement statistics, # oof comments received after circulations, # of pre-consultation meetings)

In developing the action plan, consider initiatives that have been successful as heard through leading practices review, including:

- Develop an annual Signature event that allows Kenora to showcase key initiatives, educate members of the development community, and host an open forum for two-way engagement. Key to the success of these events is ensuring that the feedback heard through the open forum is addressed through post-event communications;
- Hosting quarterly/monthly sessions on specific planning policy topics (industry focused, and public focused);
- Host webinars on using ArcGIS;
- Cross-link the Maps section within Planning section of the website to increase use;
- Develop guides on common topics of inquiry for public access using plain language.

It was noted during the current state analysis that there was a desire to increase utilization of GIS tools by the developer community. It is recommended that an engagement tool such as the forum, or a survey be used to determine barriers, if any, to higher utilization of these tools. This input can then be incorporated into the communication messages.

FINANCIAL IMPLICATIONS

Development of the communications plan requires staff effort from all staff of the Planning Division. It is recommended that one staff member lead this, with input from the team, and therefore the major driver to cost is staff time. It is approximated that the Plan would take approximately 1-2 months of staff time to complete, and the overall financial impact is **medium**.

SUMMARY OF BENEFITS

- The ability for staff to tie their day-to-day activities to a broader goal for the City, and understand they are supporting the achievement of long-term Planning goals.
- The ability to tie smaller, tactical strategies to the overarching long-term strategy, ensuring investments and staff efforts are appropriately targeted.
- Execution of the plan will lead to increased awareness across the community and stakeholders of the Planning Divisions role, process, tools and activities.

RECOMMENDATION 3.3.2: DIGITIZE AND TRACK INQUIRIES

RATIONALE

- The City of Kenora has an opportunity to enhance the use of technology specifically around the use of digital forms. Currently, some fillable forms are available online for planning applications (such as Minor Variance applications) but cannot be submitted online.
- While neighboring jurisdictions that were reviewed have limited / no use of fillable forms, they all expressed an interest in adopting these items as part of their planning processes.
- In addition, while the *Planning Act* does not address the use of e-signatures, by exploring the possibility of enabling e-signatures for fillable forms in the future, the City has the potential to further streamline the application processes.
- The volume of inquiries is not currently being tracked, and therefore there are currently no service level metrics on client or user feedback.

DESCRIPTION

There are several components to the implementation of digitizing and tracking inquiries for the Planning Division. They have been outlined in the activities below:

- Implement Digital Forms and Submission
- Track Inquiries to Determine Service Levels
- Training

2.1: Implement Digital Forms and Submission

Implement a plan for transitioning to paperless submissions by ensuring all Planning applications are available online and can be submitted electronically. Part of this transition should include consideration of e-signatures enabled through a by-law for Planning activities. There are several advantages to making these changes, including:

- **Eco-Friendly**: Distributing and collecting electronic forms can significantly reduce paper consumption.
- **Convenient and Easy to Use**: Residents can access, complete, and submit forms from anywhere.
- **Helps Reduce / Eliminate Errors**: By working electronically, you avoid having to deal with hard-to-read handwriting. Fillable forms provide clear and legible text.
- **Convenient File Retrieval and Archiving**: Distribute, track, collect and manage all forms remotely.
- **Easy to Update**: The City can make changes to the forms and re-release updated versions in near real-time.

Planning staff would need to collaborate with the IT Division to ensure that the fillable forms integrate into the website.

2.2: Track Inquiries to Determine Service Levels

It is recommended that the Planning Division also develop a process for tracking the volume of applications, and inquiries related to planning applications. This can be done through an Excel tracker used internally. However, the Planning Division may also leverage a corporate software in use. Various departments within the City have begun piloting the use of Maintenance Manager, particularly the Work Manager module for tracking of customer service inquiries which is an application within the Maintenance Manager application. This could also be applicable for planning inquiries to allow for staff to track inquiries and produce reporting. Tracking would allow the Division to develop a baseline understanding of the number, and type of inquiries, and overtime can show trending information inform staffing levels and inform the communication plan.

2.3: Training

Once the digital forms and submission process has been implemented, as well as a process for tracking inquiries has been determined, some training and communications would be required. Training of staff would be limited due to the small size of the department, however, it is considered beneficial to ensure that Economic Development and Building Divisions are also trained due to the interconnected nature of processes. Residents must also be trained, and therefore it is recommended that staff develop Frequently Asked Questions for the public on how to use the forms. This can be detailed within the Communications Plan.

FINANCIAL IMPLICATIONS

There have been changes made to the City of Kenora website that would increase efficiency of these changes. There would be effort required to communicate the changes (which would be incorporated into the Communications Plan, see recommendation above), staff time associated with converting existing applications into fillable forms, and current by-laws would need to be amended. The overall financial impact is **medium**.

SUMMARY OF BENEFITS

- Streamlines the application processes and enhances the applicant experience.
- Environmentally friendly; fillable forms can be filled in electronically, and printed, saved or sent by email.
- Creates time savings; allows effective record keeping by saving completed forms virtually for quick access and easy archiving without the need to reproduce, mail and manage paper forms.

5.4 Operations & Infrastructure

5.4.1 Asset Management

Summary of Current State Findings

Service Description
Municipalities are responsible for managing and maintaining a broad range of infrastructure assets for the purpose of providing value and adequate services to their residents. A municipality requires an understanding of what they own, where it is located, what it is worth, and what condition it is in. The goal of a municipality is to minimize asset lifecycle costs by using a process to prioritize infrastructure needs while ensuring timely investments to minimize repair and rehabilitation costs and maintain municipal assets now and into the future.
Objective of the Review
• Identify opportunities to maximize use of the Asset Management system through consistent processes and procedures across all City Departments and Divisions • Identify opportunities to improve cost recovery having all areas of the City using the application
Framework Focus Areas
• Process • Cost • Resource (while not an initial focus, this was added based on current state assessment and continued discussion with City Leadership)
Strengths
• **Strategic Asset Management Policy in place**: This provides commitment to the development and implementation of the municipality's asset management program and guides asset information capture and review to align to the City of Kenora's Strategic Plan. These actions are consistent and align with leading practices as identified in the following sections contained in the Service Profile. • **Assets located in ESRI ArcGIS system are accurate and up-to-date:** Assets, particularly for Operations assets such as roads, water, waste water, property and planning information are fully up-to-date and used as the operations primary asset repository. • **Assets located in the CityWide system are accurate for financial reporting purposes:** CityWide is the system of record for the financial reporting of assets and their amortized net book value. Work is currently ongoing to update all asset conditions and their replacement value within CityWide. Assets are recorded and matched to the ArcGIS system to ensure consistency between the two systems. • **Consistency in process:** All core assets are maintained in both ESRI ArcGIS (for location, attributes, measurement) and in CityWide (for valuation, depreciation, assessed condition). On a regular basis data is extracted, shared and verified to ensure that all asset values match for accounting purposes.

- **There is a dedicated resource for the ESRI ArcGIS system:** The Engineering Department has a dedicated resource that maintains the ESRI ArcGIS system and database of core assets. This staff member also provides guidance for other City resources that maintain the CityWide asset system to ensure consistency across the organization.

Gaps

- **Limited capacity:** Across interviews and focus groups, a lack of resources and a dedicated Asset Management champion and capacity was cited as a limiting factor in the support of detailed information capture for the Asset Management Plan.
- **Decentralized approach:** No City department to date fully owns or champions the asset management activities, negatively impacting responsiveness, reliability and oversight compared to a centrally coordinated body who would be responsible for these activities, including supporting data integrity and oversight.
- **Data has not been consistently structured in CityWide repository:** With each capital project, a new asset is created within Citywide. Instead of a tree hierarchy structure for an asset, information for several projects over the years must be queried to find the details on a particular asset. Assets within a building that have not had capital activity since 2009 may not have been tracked.
- **Facility and Park assets lagging in CityWide repository:** There are gaps in asset data for Recreation facilities, parks, and cemetery information that City staff are currently updating.

RECOMMENDATION 4.1.1: ENHANCE ORGANIZATIONAL DESIGN STRUCTURE FOR ASSET MANAGEMENT

RATIONALE

- Kenora has a decentralized Asset Management administrative structure with no clear ownership which does not support long-term requirements for Asset Management compliance
- The City does not have a dedicated champion for Asset Management whose core competency is Asset Management, and therefore does not align with the leading practice identified during the Current State Assessment
- The existing structure in place currently was designed as a temporary measure.

DESCRIPTION

It was recognized that in order to centralize the responsibility for the asset management plan, the City should continue to identify and define the skills, knowledge, and expertise required to support the foundational development of the Asset Management Program and to effectively lead the evolution of the Asset Management Plan. There were some opportunities that were identified through this review that could build capacity and competencies to support the Asset Management Program including:

- A dedicated resource to champion and coordinate all Asset Management Activities

- This individual could bring asset management experience to Kenora and help coordinate and centralize asset management activities. Moreover, this type of role was identified as a leading practice in our current state review
- To support this role, agreement on the placement and roles and responsibilities of the role within the organization is required to ensure that proper support is provided to this new resource and placement is optimal to support Kenora.

- A review of the steering committee structure and administrative framework across different department involved in asset management activities
  - There are a number of options available to assist the City in developing a consistent approach to asset management, and a number of leading practices considerations concerning the administrative framework and the Steering Committee structure, from the Federation of Canadian Municipalities (FCM) guidebook[9], 2018. These were included in detail in the Current State Report Section 4.10 Asset Management, Leading Practices.
- Continue to identify and define the skills, knowledge, and expertise required to support the foundational development of the Asset Management Program
  - As new Asset Management requirements are released by the Province, Kenora should continue to monitor and evaluate if it has the right staffing levels and skill sets to support existing and future requirements.

FINANCIAL IMPACT/CONSIDERATIONS FOR IMPLEMENTATION

There is no additional technology, facilities, or equipment required for this recommendation. Staff time will be required, however it is expected that this recommendation can be implemented in a short time period and the cost of this recommendation is **high**. The main cost drivers will be:

- Staff time to determine the appropriate structure, skills, competencies, and expertise for the position.
- Additionally, staff time would be required to support the development of any necessary terms of reference, policies, procedures, or by-law documents to support the change.
- Resourcing would be required in the form of a dedicated position.

SUMMARY OF BENEFITS

- This recommendation of an enhanced organizational design structure, including a dedicated champion will allow the City to operate with greater efficiency when conducting its asset management activities, as staff leads will have the skills required to effectively take on the role and conduct critical activities as necessary.
- The ability to build a greater understanding of City Assets including a detailed ROI to support decision making and capital planning.
- Improve accuracy and identification of assets due for repair, lost or stolen, and support audit reporting.

[9] 2018. How to Develop an Asset Management Policy, Strategy and Governance Framework. Federation of Canadian Municipalities. https://www.assetmanagementbc.ca/wp-content/uploads/FCM-How-to-develop-asset-management-policy-strategy.pdf

- Improved forecast spending and budgeting through the development of a complete history of an asset, from acquisition to end-of-life, providing the basis for an accurate assessment (both time and dollar figure) of obtaining future assets.
- Identify trends in the operation, similar to financial forecasting, an asset management program allows the City to identify trends that can support scheduling of maintenance and repairs more efficiently through use of the City's Maintenance Manager application, leading to a more proactive cycle extending the life of the City's assets.
- Responsibility for Asset Management Plan to rest with a skilled resource who possesses the requisite knowledge and expertise aligned with the City's requirements.
- Opportunity for consensus building at the senior leadership level of the City for Asset Management responsibilities and activities.

RECOMMENDATION 4.1.2: DEVELOP AND IMPLEMENT A CONDITION ASSESSMENT PROCESS TO DEVELOP RISK-BASED PLANS AND PRIORITIES

RATIONALE

- Asset Management should not be a once-a-year requirement for budgetary planning, as the status and condition of assets changes throughout the year; it should be a continuous process with daily attention
- Encourages intentional stewardship of the City's assets
- Builds on the enterprise risk management activities that are in place at the City

DESCRIPTION

Based on the smaller physical size of the City, the Operations & Infrastructure team has a good working knowledge of both the specific, as well as the relatively common issues with the system assets. By its very nature, condition assessment and performance monitoring involves inspection of assets, either fully or by way of appropriate sampling. Management of how the data collected from the inspections is gathered, stored, and integrated is critical to minimizing the costs and resource requirements of the City. The use of technology to assist in this regard has been considered, and by concentrating on the condition data and repair history currently available (i.e., Pavement Condition Index, sewer and water repair frequencies, CCTV inspection data for sewer and land drainage system, newly implemented CityWide Maintenance Manager work order data, etc.), the City can formally implement, in conjunction with Engineering, regular asset review meetings.

Currently these meetings do occur on an annual basis to drive the following year's work and budget. By formalizing the process and increasing the frequency of these meetings and the introduction of the additional resource noted in the recommendation above, this will create a long-range plan with priorities for asset renewal reviewed and agreed on a regular basis.

When carrying out condition assessment and performance monitoring, to support decision making about possible preventative or remedial action to ensure desired levels of service are being provided, the issue of risk assessment and management must also be considered. Some organizations take a purely risk-based approach to asset decisions. The risk cost (or risk exposure) associated with the proposed projects are used to prioritize the option or project that should proceed first.

All decisions about the rehabilitation, replacement or disposal of an asset, and the timing for such activities, should be based on a sound determination of what the critical sequential and interrelated steps that can lead to a failure of an asset. This will ensure the City focuses on the assets and failures that can have the most impact on its service levels. Once risks are identified they are generally recorded in a risk register. Usually there will be a formal monthly, quarterly, or annual review of the risk register. The City has a robust risk management framework that it implemented in 2017 that guides decision making and risk analysis and mitigation. This is a best practice that should be continued moving forward.

FINANCIAL IMPACT/CONSIDERATIONS FOR IMPLEMENTATION

There is no additional technology, facilities, or equipment required for this recommendation. The cost of this recommendation is **medium**. The main cost driver will be:

- Staff time will be significant and is directly linked to Recommendation #1.
- Senior level staff will be required to align on the methodology for conditional assessments
- Staff time will be dictated by decisions to frequency of assessments (quarterly, semi-annually, etc.) once the initial assessments are conducted

SUMMARY OF BENEFITS

- Improves frequency and accuracy of asset condition assessments.
- Ensures regular review and consensus agreement for planning for assets.
- Risk Management practices ensure value of Asset Management data.

RECOMMENDATION 4.1.3: COMPLETE UPDATES AND RESTRUCTURING OF FACILITIES AND PARKS DATA

RATIONALE

- Ensure that all institutional knowledge on facilities and parks is captured.
- Asset Management core asset data to be completed to meet July 2021 deadline to abide by Ontario Regulation 588/17.
- Facility and Parks assets are the remaining outstanding assets of the City to be put into the system.

DESCRIPTION

Accurate and comprehensive data on an asset's current condition are fundamental to effective asset management. To make sound management decisions regarding capital expenditures, operations, and maintenance activities there needs to be a clear understanding of an asset's condition and performance.

The current facilities and parks information is in a state of review and update occurring as an upcoming retirement on the team transitions the institutional knowledge gained on the facilities asset through the years. The City should continue to complete this work to inventory all facility and related parks assets in the municipality. The software should ultimately contain the municipality's information on the asset base such as:

- valuation information,
- lifecycle activity predictions,
- replacement costs,
- sustainability analysis,
- project prioritization parameters,
- key performance indicators and targets,
- asset management strategy, and
- the financial plan to deliver the required budget.

This would include their respective condition and ensure processes exist for ongoing measurement and tracking of assets to meet upcoming regulatory requirements.

While there is a process currently in place to ensure that information in CityWide and ArcGIS is consistent, accurate, and reconciled on a regular basis, this would also be an ideal opportunity to review and document the asset update procedures and interfaces between the CityWide and ArcGIS systems.

FINANCIAL IMPACT/CONSIDERATIONS FOR IMPLEMENTATION

There is no additional technology, facilities, or equipment required for this recommendation. Therefore, the cost of this recommendation is **medium**. The main cost driver will be:

- Staff time entry, validation, and review of appended and updated assets

SUMMARY OF BENEFITS

- Reduces reliance on undocumented institutional knowledge.
- Provides the City with a complete record of its asset base.
- Maximizes use of current software (CityWide and ArcGIS) which the City already owns.
- Establishes basis for compliance with Ontario Regulation 588/17 for asset management.

5.4.2 Recycling

Summary of Current State Findings

Service Description
This service concerns the Recycling program for the City of Kenora, where Recyclable materials such as paper, glass, plastic and aluminum are collected at curbside from residences or dropped off at the City Transfer Station.
Objective of the Review
• Recycling materials are currently sent to Winnipeg, opportunity to review the cost and efficiency of transportation • High spend category where costs have increased in the last two budget cycles
Framework Focus Areas
• Cost • Resource
Strengths
• **Services provide weekly curbside pickup:** Curbside recycling pickup is provided to residents in the City on the same day as garbage pickup. Both are collected at the same time with the trucks having separate sections to handle both recycling material and garbage. • **Residents and seasonal residents use transfer facility:** Both local and seasonal residents use the transfer facility regularly, with 38% using the service weekly, with 78% using the facility for recycling and 75% for household waste. • **Residents and seasonal residents rate transfer facility highly for value and service:** Not only is the Transfer Facility used regularly, but 85% of the survey respondents were satisfied or very satisfied with the service and almost half thought that the facility provided good value for money. • **City uses excess capacity of long-haul trailers to transport products for the City of Dryden recycling program:** The City has increased utilization of both its transportation equipment and long-haul staff by contracting with the City of Dryden to transport their recycling material to the Winnipeg Materials Recovery Facility. The City has a long-term contract in place with Dryden to continue to provide these services until December 2024. • **City can position itself to request and/or negotiate future recycling services with future "producer responsibility" model:** As currently envisioned, beginning in 2023 and through 2025, the producers of product packaging will begin to be responsible for recycling these materials in the province of Ontario, which includes not only the curbside pickup of recycled materials, but its transport to a recycling facility. As sufficient information comes forward, there would be a point where Kenora could transition to a future producer responsibility model and the cost of recycling services could be covered by the producers, not the City.

Gaps
• **No alternative options to current transporting of recycling to Winnipeg:** The location of Kenora provides no other reasonable option to dispose of its recycling materials other than to transport recycled materials to the recycling processor in Winnipeg. • **Hours of operation of Transfer station is not convenient for working residents:** While the Transfer station is used by a significant group of the residents, a common complaint among residents is that the Transfer Station hours does not accommodate working families as it closes at 5:30pm and that drop-off of household hazardous waste is restricted to particular days and times. • **Public have a limited understanding of the transfer fees and the value provided:** While the use of the Transfer station is popular and people are satisfied with the service provided, almost 29% of the residents are "not sure" that the costs charged are appropriate.

RECOMMENDATION 4.2.1: ADD OTHER MUNICIPALITIES TO LONG HAUL RECYCLING TRANSPORT

RATIONALE

- There is capacity (staff and trucks) available in the current operation for additional transports. Currently the City runs the long-haul trucks on recycling trips to Winnipeg and/or Dryden an average four days of the week, leaving one day available for additional transports
- The City has had success in transporting the City of Dryden's recycling to Winnipeg
- Low risk and low effort opportunity to offset fixed costs.

DESCRIPTION

The City should continue to explore additional opportunities to partner with other municipalities to transport recycled materials (similar to the current Dryden contract). This will allow the City to maximize the use of resources (trucks and staff) currently transporting recycled materials. This could also enhance overall margins since additional revenue would be generated and fixed costs would be spread across additional transports. Having additional volumes from municipalities will also ensure that staff and trucks are fully utilized five days per week.

The following are the steps involved in this recommendation:

- Perform a financial review (cost, revenue and benefit) of the existing contract with the City of Dryden to determine the optimal model for working with other municipalities (e.g. revenue required to offset cost and make a profit).
- Establish pricing points for future agreements with other municipalities with a clear understanding of expected results based on the costs and benefits reviewed above.
- Explore partnerships with other municipalities for this service. Take advantage of discussions currently underway with other municipalities with regard to the future Producer Responsibility model recycling plans. This should provide multiple opportunities to publicize and propose the City's recycling transport capabilities for other municipalities and provide leads to possible contracts.
- Identify, develop and implement partnership models with interested municipalities.

FINANCIAL IMPACT/CONSIDERATIONS FOR IMPLEMENTATION

There is no additional technology, facilities, or equipment required for this recommendation. Therefore, the cost of this recommendation is **low**. The main cost driver will be:

- Staff time for the financial cost-benefit review;
- Staff time for finding and establishing municipal partners; and,
- As routes/partners expand, a redeployment of staff time will be required within the Environmental Division to fulfill the local tasks currently provided by the recycling long-haul driver 1 day per week (when the Driver is not on routes to Winnipeg and/or Dryden).

SUMMARY OF BENEFITS

- Enhances overall margins as additional revenue would be applied to fixed costs.
- Maximizes utilization of transportation capacity for recycling.

RECOMMENDATION 4.2.2: INVESTIGATE BACK HAUL OPPORTUNITIES FROM WINNIPEG

RATIONALE

- Trucks run empty on trips from recycling processor in Winnipeg.
- Added revenue would be directly applied to fixed costs.

DESCRIPTION

Investigate any opportunities to back haul shipments of goods or material from Winnipeg back to Kenora following recycling transport to the recycling processor. In the past, the Town on Cochrane had transported woodchips and pellets as a back haul from its trips to a southern Ontario facility.

While transportation opportunities for back hauls do require significant coordination to align current routing and obtaining customer loads for return, Kenora is in a position to offer transport of bulk goods on a regular basis between Winnipeg, Kenora and Dryden.

The City should engage with freight and back haul experts to identify potential options for Kenora. Firms to engage include:

- Freight logistics firms (i.e. Penske Logistics);
- Firms that specialize in the identification of back haul loads (i.e. Load Surfer), and;
- Freight broker agents (i.e. Bulk Connection)

In addition, Kenora should review existing contracts for bulk items such salt and sand to determine location of origin. Those coming from Manitoba could be good candidates for back haul loads.

FINANCIAL IMPACT/CONSIDERATIONS FOR IMPLEMENTATION

There is no additional technology, facilities, or equipment required for this recommendation. Therefore, the cost of this recommendation is **low**. The main cost driver will be:

- Staff time for the identification of opportunities for backhauls, which can be paused and resumed as necessary

SUMMARY OF BENEFITS

- Any increase in revenue directly improves overall margins against fixed costs.
- Maximizes utilization of transportation staff and equipment capacity.

RECOMMENDATION 4.2.3: CONTINUE TO MONITOR AND PLAN FOR THE FUTURE PRODUCER RESPONSIBILITY MODEL

RATIONALE

- The city will need to continue to monitor the information coming forward from the Producer Responsibility Model transition and develop initiatives and plans in alignment with the information available. Preliminary work with surrounding communities has begun and further steps will be taken as additional information comes forward and allows for appropriate planning and action.
- Involvement with the future Producer Responsibility model could significantly offset (reduce) the cost of recycling for Kenora.

DESCRIPTION

The City should continue to monitor and plan for the upcoming Producer Responsibility model. At present there is limited information from the producers on what the future model be and how it will be implemented in the City and the surrounding municipalities. As information is released, the City should proactively develop options for what the recycling program could look like. These options should consider staffing and equipment, leasing the transfer facility to producers and collaborating with surrounding municipalities. As more information is made available, models should be reviewed and refined.

In addition, Kenora should continue discussions with neighboring municipalities to understand how they are preparing for and thinking about the future producer responsibility model and if a joint model may be possible.

Some models Kenora may consider include:

- **Model 1: Producers to assume responsibility for recycling**
- **Model 2: Producers to fulfill some or all recycling services**
  - Within this model, there are several alternatives that can be considered:
    - City continues to provide similar service as today, but fully funded by Producers
    - City provides a partial set of services according to negotiations with the Producers
    - City provides services beyond its current borders with agreements with surrounding communities and according to negotiations with the Producers.

FINANCIAL IMPACT/CONSIDERATIONS FOR IMPLEMENTATION

There is no additional technology, facilities, or equipment required for this recommendation. However, this will involve senior level staff time over a lengthy period. The cost of this recommendation is **low** in the short-term but could become high in the long-term when a model is selected, and implementation support is required. The main cost driver will be:

- Senior-level Staff time to monitor, plan and eventually implement Kenora's future Producer Responsibility Model

SUMMARY OF BENEFITS

- Positions the City to be ready for the upcoming changes to recycling.
- While the timing is uncertain, the City will have its plan in place when potential negotiations with the Producers proceed.

5.4.3 Resource Sharing

Summary of Current State Findings

Service Description
Maintenance (emergency or preventative) work on water and sewer lines external to the Water and Waste Water treatment plant facilities often require the co-ordination of equipment and operators that are not part of the Water and Waste Water Maintenance team. Timely access to these services, whether inter-divisional or via a third-party, is key to efficiently managing with water and sewer issues when they occur across the City.
Objective of the Review
• 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
Framework Focus Areas
• Service Levels • Resources • Process
Strengths
• **Crews work well together:** The consensus from the working sessions with leadership and crews was that in the instances where equipment and operators are necessarily shared between the Roads and Water & Waste Water divisions, the crews work well together to perform their duties and completed tasks with available equipment. • **Crews are proficient in maintaining a complex system over challenging terrain**: The Kenora system, due to its challenging terrain and elevations, is a complex waste water operation to operate. Staff have successfully enhanced their maintenance schedules to consider the large number of pumping stations that the topography imposes on the City. • **Process established for inter-divisional activities:** Team Lead co-ordinates with the counterpart on the Road team to schedule activities where equipment and staff are shared. Daily tailgate meetings confirm any transitions required. When an operator or the equipment is not available from the Roads Division, and the job has a high priority, the Division Lead has the option of going to a third-party to provide contracted equipment and/or operator(s) for the job. • **Operators are available within Water & Waste Water division if equipment is available:** While the majority of the equipment necessary for these jobs is part of the Roads division, there are staff in the Water & Waste Water division that are trained and capable of operating the equipment. In most cases, the bottlenecks are for the equipment, not the operators.

- **Electrician staff from Water & Waste Water division are available for deployment to other City electrical needs:** The division has 2 qualified electricians on staff that are also used for other electrical services in the City.

Gaps

- **Lack of formal tracking of service levels between divisions:** While the sharing of resources has worked in the current conditions, service levels are not formally recorded by incident, equipment, or operator in a specific period of time. Without this information, justification for additional equipment or resources is not possible.
- **Equipment availability / transport to site:** Equipment must not only be available but also transported to the job site. Equipment moves from job to job and may have to be reconfigured for each situation. This can result in lost operating time for equipment moved between sites and delays in start times at new job sites.
- **Restrictive inventory of replacement pumps and parts in a small municipality:** There are restrictions on the number and variety of spare pumps and parts that a smaller municipality can accommodate within the budget. Added to this is the lead time involved in acquiring replacements from outside the region. To combat this, and as infrastructure comes up for renewal or forced replacement, continual and enhanced attention to the maintenance aspects across the wide variety of infrastructure is necessary.

RECOMMENDATION 4.3.1: IMPLEMENT SERVICE LEVEL MEASUREMENTS

RATIONALE

- Currently Water and Waste Water Maintenance teams are reliant on the Roads Division for the provision of equipment and operators for maintenance repairs;
- A current challenge is having detailed data for actual utilization of shared staff and equipment to support a buy or contract decision for equipment.
- Opportunity exists to improve statistical data collection through the implementation of the CityWide Maintenance Manager system.

DESCRIPTION

With the recent purchase of the CityWide Maintenance Manager system, the City should ensure that the ability to track the instances where equipment and the operator resources are required between Roads and the Waste Water Divisions is part of the project. Data should be collected to build a knowledge base of equipment and resource requirements. At a minimum, each resource request would include:

- Project / Work Order Identifier
- Date and Time
- Project / Work Order Description
- Priority of Requirement
- Equipment Required
- Source (internally sourced or contracting firm)
- Time Stamps:

    - Time Requested
    - Time for Equipment Preparation
    - Time On-site
    - Time Returned
    - Operator Time
- Equipment Cost
- Operator Cost

The equipment must not only be available but must be transported to the job site. Equipment moves from job to job and may have to be adapted for each situation. Statistics as to the time for on-site availability of equipment needs to be established, as calls for contractors should be expedited more efficiently to ensure crew is utilized as per the job requirement.

These measures should be tracked and reported as part of a dashboard to senior leadership to communicate resource requirements, availability issues and cost effectiveness of the use of internal resources and external contractors for these services and equipment.

FINANCIAL IMPACT/CONSIDERATIONS FOR IMPLEMENTATION

As the major cost of the purchase of the CityWide Maintenance Manager has already been completed by the City, and as such there are no additional cost drivers specific to this. The overall financial impact of this recommendation is **low**.

- The only major driver of cost will be the staff time associated with ensuring that the information required for these metrics are enabled in the implementation.

SUMMARY OF BENEFITS

- Increased knowledge of resource requirements.
- Ensures that data is collected to support service level measurements.
- Increased utilization of shared resources.

5.4.4 Staff Shift Assignments

Summary of Current State Findings

Service Description

The City of Kenora roads staff normally work a five day per week, Monday to Friday operation, with 8-hour days generally beginning at 8am. As a result of COVID-19 and concerns for employee distancing, Kenora implemented a split shift assignment with the team divided into two crews working from 7am-7pm with an alternating 2 or 3 days on then 2 or 3 days off arrangement with crews assigned seven days a week.

Kenora has now moved into Stage 3 of the COVID-19 rollout plan and has returned to the previous 8-hour per day, Monday to Friday schedule. Given this unique transition, Kenora felt it was important to review the experiences of both leadership and crew members during this split-shift schedule to identify key learnings that may be applied to the current 5-day per week model.

Objective of the Review

- Review impacts of adjusted shift assignments model to identify potential benefits
- Identify training opportunities and resource allocations for staff to best utilize their skills and availability

Framework Focus Areas

- Service Levels
- Cost

Strengths

- **Full crews provide flexibility of projects assignments:** Full crews enable the flexibility and capacity to perform any road/water assignment to be worked on during a shift whereas the split-shift limited the jobs that could be conducted during the shift. Current shift assignments are more flexible, since more staff are present with various skills sets to manage unexpected requests.
- **Positive resident feedback:** There were positive comments from residents regarding the observed longer hours that the crews were working, as well as being available 7 days a week, demonstrating City and staff commitment during the pandemic crisis
- **Full crew support for Monday to Friday schedule:** Crews overwhelmingly supported the return to Monday to Friday scheduling following Kenora region moving to Stage 3 Guidelines of the COVID pandemic crisis.

Gaps

- **Limited flexibility of assignments with split shifts:** There were times during the split shift that jobs could not be completed because skilled crew were either occupied on another task or no back-up was present.
- **Staff morale impacted by 12-hour, 7-day working shifts:** Split crew assignments were very unpopular with staff citing childcare support and work-life balance as major issues. A predictable Monday to Friday daytime schedule was stated as one of the key benefits to staff working for the City of Kenora.

- **Split shifts highlighted inconsistent training on equipment across the team:** Operators are not trained on all equipment limiting their flexibility to complete some required tasks during a shift. Training on different equipment, when it can be provided, is not consistent or followed up with on-the-job practice.
- **Limitations in the development of junior staff:** There is a culture of ownership of specialized equipment from more senior operators. Junior staff are not always given the opportunity to expand their skills sets and work on more advanced equipment.
- **Communication gaps during the pandemic transition:** As the decision to move to new shift assignments during the COVID pandemic was being made, management was limited in what and when they could communicate to staff due to union negotiations.

RECOMMENDATION 4.4.1: EXPLORE ALTERNATE SHIFT ASSIGNMENT MODELS

RATIONALE

- The shift changes implemented during Covid-19 presented crew and management with insights into an alternative shift assignment model.
- Other jurisdictions utilize a range of shift assignment models to meet service levels, accommodate on-call support, support crew lifestyle considerations, and reduce overtime.
- The ability to learn from the City's Water Treatment Plant operators that requested and are working in a modified shift assignment program since September 2020.

Investigate other staff shift models such as staggered, overlapping, or 4 day/10hr shifts to determine their potential effect on utilization, work assignment, work output and overtime expenses. Review the outcomes of the newly introduced time, scheduling and attendance model in the Water Treatment plant as a real time example. Explore other models such as staggered shifts used by other municipalities (e.g. Durham).

DESCRIPTION

The City should undertake a formal discovery process to investigate other staff shift models to determine their potential effect on utilization, work assignment, staff engagement, work output and overtime expenses. The options available for examination are described in the Table below:

Table 2: Staff Assignment Models

Model	Description
City of Kenora Status Quo	Full Crews working 8-hour days, 5 days a week
Split Shift – no overlap	A- and B-Crews running 7am-7pm for 7 days a week, with an alternating 2 or 3 days on then 2 or 3 days off arrangement
Split Shift – overlap	A- and B-Crews with one crew 7am-4pm and the other 10am-7pm, 8-hour days, 5 days a week. Full complement over core hours 10am-4pm
Rotating late shift coverage	Normal working hours for staff with a small subset of a crew (2-3 staff) on a rotational basis assigned to work later hours (noon-9pm) to support coverage of typical on-call situations

Model	Description
City of Kenora Water Treatment Maintenance	This is a 4-person team operating 7 days a week. 10-hr day, with full staffing on Monday, 3 of 4 staff for Tuesday through Thursday, and single staff on Fridays, Saturdays and Sundays
Additional Day coverage	Options for staffing 6- and 7-day coverage
Seasonally Adjusted Shifts	Crews move to longer / shorter hours based on winter/summer work activities

Each option should be reviewed based on the expected impact on staff and equipment utilization, work throughput, and costs. The report should include a component of management and staff engagement and input.

FINANCIAL IMPACT/CONSIDERATIONS FOR IMPLEMENTATION

There is no technology, facilities, or equipment required for this recommendation. Therefore, the cost of this recommendation is **low**. The main cost driver will be:

- Staff time for the review of the options and determining a solution.
- *Note: if a model is selected and you move into negotiations with the union the cost of recommendation could be medium as more staff time would be required*

SUMMARY OF BENEFITS

- Broadens the knowledge base of potential work shift assignments.
- Allows for both management and staff input to future shift opportunities.
- Provides examples for use in emergency situations.
- In the case of the Water Treatment Maintenance teams, the recommendations allow staff and management the opportunity to meet corporate objectives while ensuring positive staff involvement in implementing solutions.

RECOMMENDATION 4.4.2: ENSURE TRAINING FOR STAFF INCLUDES CAPABILITY ON ALL KENORA EQUIPMENT AND VEHICLES

RATIONALE

- Working with smaller split shifts highlighted inconsistent training on the various equipment used by the Roads team.
- Operators are not trained on all equipment which limits the flexibility to complete some required tasks.
- It was noted that training on different equipment, when it can be provided, is not consistent or followed up with on-the-job practice.

- Without proper training, junior staff are not always given the opportunity to expand their skill sets and work on more advanced equipment. Lack of training also prohibits advancement opportunities in the organization.

DESCRIPTION

Perform a staff skills inventory of the team's capability and experience with Kenora's equipment and vehicles. Based on the skills and experience inventory, staff and Team Leads will should identify training requirements and review training procedures to move toward a goal where all operators are thoroughly trained on multiple, if not all Kenora types of equipment.

The aim is to develop a training program for each individual staff member that will identify the training required, time and/or mentorship on the different equipment, and an expected date of completion of the experience needed. Working with the Team Leads, attention must be placed on preparing plans that are reasonable to allocate time and opportunities for ongoing training and skills development.

FINANCIAL IMPACT/CONSIDERATIONS FOR IMPLEMENTATION

There is no technology, facilities, or equipment required for this recommendation. Staff time for two staff (trainer and trainee) will be required. Therefore, the cost of this recommendation is **medium**. If training is required from an external agency or in the requirement for certification, then the cost could be **high.** The main cost drivers will be:

- Staff time to perform the on-the-job training.
- Lost productivity while person trained becomes fully proficient.
- External training or certification requirements.

SUMMARY OF BENEFITS

- Development of junior staff capabilities and experience.
- Improved flexibility of staffing and equipment assignments.
- Enhanced job growth paths within the organization.
- Utilizing all operators to maximum capability.

RECOMMENDATION 4.4.3: ROTATE EQUIPMENT ASSIGNMENTS TO FOSTER JOB PROGRESSION OPPORTUNITIES

RATIONALE

- It was identified that there is a culture of ownership in the operation of specialized equipment from more senior operators.
    - Operators with higher seniority select the equipment they want to operate and continue to work on that equipment for extended periods.
    - Junior staff are not always given the opportunity to expand their skills sets and work on more advanced equipment.
- Juniors tend to stay on the same machine for extended periods of time which can lead to continuous and repetitive movements and potential injuries.

- Lack of operating equipment diversity has made for a prohibitive advancement environment where truck drivers may not pursue promotion to an operator position because of the difficult equipment assignments that they foresee themselves locked into.
  - This has resulted in staff preferring to remain in their positions which prohibits junior staff from moving from the Labourer position.

DESCRIPTION

Rotate equipment assignments to foster job progression opportunities and facilitate training. Review current operator equipment assignments to ensure operators are not consistently working on one or a small range of equipment. This is relevant to both senior operators having preferred equipment and for more junior staff that operate the same machine for extended periods of time.

As Supervisors assign crews to work assignments, they should delegate staff to equipment. This should be done with consideration for training opportunities and historical equipment assignments.

FINANCIAL IMPACT/CONSIDERATIONS FOR IMPLEMENTATION

There is no technology, facilities, or equipment required for this recommendation. Therefore, the cost of this recommendation is **low**. The main cost drivers will be:

- Staff time as operators gain familiarity with equipment.

SUMMARY OF BENEFITS

- Improved team morale.
- Reduced health concerns with repetitive stress injuries.
- Creates paths for job advancement.
- Provides increased training opportunities.

RECOMMENDATION 4.4.4: ENSURE THAT AGREEMENTS FOR CHANGED SHIFTS CAN BE IMPLEMENTED IN EMERGENCY SITUATIONS

RATIONALE

- City experienced time-consuming negotiations with union and staff to finalize changes to shift hours to cope with the emergency conditions of recent COVID-19 pandemic.
- Without an agreement in place, it is difficult for the City to quickly pivot to manage emergency conditions

DESCRIPTION

As the City looks to review possible work shift assignments of its Operations crews, the different configurations that are possible during emergency and non-emergency conditions should be taken into consideration. While certain shift assignments and working conditions may be acceptable over a short term due to emergency situations, having specified potential structures prepared in advance with agreement of staff, union, and management would significantly reduce the risk of service interruptions.

Differences in work shifts, staff rotations, and working hours because of the investigative research from Recommendation #1 above, will provide the City with possible options available and applicable during emergency situations. With the input from management and staff, discussions with unions can be completed to have agreements in place to allow for a direct move to a different work assignment.

FINANCIAL IMPACT/CONSIDERATIONS FOR IMPLEMENTATION

There is no technology, facilities, or equipment required for this recommendation. Therefore, the cost of this recommendation is **medium**. The main cost drivers will be:

- Staff time to perform the review, determining an appropriate solution
- Negotiations with the union on proposed solutions.

SUMMARY OF BENEFITS

- Ensures orderly transition to staffing assignments during emergency conditions.
- Agreement from all parties as to potential options.
- Staff and management have had input to the decision-making process.

5.4.5 Water Delivery

Summary of Current State Findings

Service Description
The City of Kenora offers a bulk water delivery service to order, schedule, deliver, and bill residents and commercial customers via tanker trucks for those who are not able to be serviced directly through the City water system. Customers call into a dedicated telephone number and leave a voice message order for next day water delivery which are made three days a week. Customers are billed monthly for their deliveries.
Objective of the Review
• 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
Framework Focus Areas
• Service Level • Cost
Strengths
• **Operation has consistent demand:** Since 2018, the monthly driver hours per month has averaged 78 in 2018, 82 in 2019, and 73 2020 (year to date). There was an average of 38 customer deliveries per month over 2018 and 2019. • **Water delivery truck drivers are fully utilized:** There are two water tankers available for the water delivery operation. As the water delivery tasks are completed for the day, the driver(s) will move to roads operations duties and book their time accordingly between water delivery and other duties. • **Simple billing system:** Water delivery is currently contained to customers that have an active account with the City. The deliveries are recorded manually and entered by City Office staff into the Diamond ERP system, with bills mailed to customers monthly • **High satisfaction level:** There have been very few complaints regarding water delivery. • **Service generates income:** The operation generates a modest income to the City in excess of its costs of operating and maintaining the water trucks, billing the customers, and assuming that the cost of water to the City is at or near zero.
Gaps
• **Inflexible ordering process:** Currently only day ahead delivery is permitted using a call-in telephone number at the City. While it is possible to get same day delivery in an emergency at a higher charge, the City does not provide standing orders, or monthly delivery options. • **Manual ordering and billing system:** While this is a relatively small and simple system, the manual steps of recording deliveries and then entering data into the billing system has the

opportunity for error. In addition, access to data to support the operation was not consistently available.

- **Lack of controls for water truck loading from Depot**: Without firm controls in place to monitor how much water is taken from the Depot and delivered, the City is not assured of the water delivered and billed to the customer.
- **Resident tanks may not have gauge and can overflow:** There is no requirement for residents to have working gauges on the home/business tanks. While the driver has certain controls such as the flow of water, there is a potential for possible overflows and customer relations issues.

RECOMMENDATION 4.5.1: PERFORM AN ANALYSIS OF THE WATER DELIVERY SERVICE

RATIONALE

- The service has a high degree of customer satisfaction among residents and currently generates a modest net income to the City in excess of its costs.
- There is a demand for this service as a contracted service would be too costly for many of these residents.
- This service does tie up staff and equipment from the Roads Division.

DESCRIPTION

Prepare a water delivery services analysis highlighting the resident and business need for the service. As the service is currently generating slightly more income than the operating costs that the City provides, the focus of the review should be in talking to residents and businesses to understand their requirements, what possible alternatives they might have, and identifying how the service can be effectively and efficiently delivered.

The review should consist of the following sections:

- **Review Preferences and Requirements of Residents**
  - Understand the residents' and businesses' need and urgency for the service;
  - Understand the residents' and businesses' ability to place orders earlier to allow for City flexibility in delivery;
  - Identify number of "emergency" fill requirements;
  - Determine preference for "day ahead" ordering system;
  - Examine regularly scheduled deliveries vs on-demand; and,
  - Identify number of residents with and without access to internet.
- **Review of Operations workload**
  - Review the total time needed to provide the service; and,
  - Determine if there are capacity constraints or delays in conducting Roads and Maintenance Division due to resources requirements for the Water Delivery Service. *Note: Our understanding is that there are no capacity constraints, but it will be important to confirm finding with data*
    - e.g. ideal times due to Driver availability, ideal times due to truck availability.
- **Develop options to enhance delivery the service based on research findings**
  - Enhancement to customer services

        - e.g. flexibility in order times, online orders etc.
    - Enhancement to how the City delivers the services:
        - Continue in-house delivery status quo;
        - Continue in-house delivery with modifications to create more flexibility in when orders are delivered; and,
        - Continue offer the service but look at alternative models (e.g. outsourcing delivery).

FINANCIAL IMPACT/CONSIDERATIONS FOR IMPLEMENTATION

There is no additional technology, facilities, or equipment required for this recommendation. Therefore, the cost of this recommendation is **low**. The main cost driver will be:

- Staff time for collection of information from the small number of residents and businesses that utilize this service.
- Staff time to analyze data.

SUMMARY OF BENEFITS

- Identifies utilization and capacity considerations of delivering the service.
- Identifies need and urgency of the service for residents.
- Creates efficiencies and enhancement to how the service is delivered.

RECOMMENDATION 4.5.2: IMPLEMENT CONTROLS AND RESPONSIBILITIES FOR WATER DRAWING FROM DEPOT AND DELIVERIES

RATIONALE

- Controls and responsibilities between the water depot, customer delivery and billing are not well defined.
- Quantity of water drawn from the water depot is not matched to water billed provided to customers.

DESCRIPTION

During the review of this service, it was determined that the controls to validate the volume of water drawn from the depot were lacking. Attention to the controls of the bulk loading of tanker trucks and the reconciliation to water deliveries will ensure that the City is realizing all possible water revenue. The control methods and process to be added to this service are:

- **Truck Driver to record volume of water drawn from Water Deport**
    - Install a gauge (if required) to record water extracted from the Water Depot; and,
    - Truck Driver should record water extracted in a "delivery spreadsheet" (see recommendation #3) as loads are drawn.
- **Truck Driver to record volume of water delivered to Customer**
    - Truck Driver to record water delivered to customers beside the appropriate Customer Identification number.

- **Reconciliation of water drawn to customer orders**
  - At the end of each shift, the delivery spreadsheets should be provided to City Customer Service to reconcile volume of water requested, volume of water drawn (from the City), volume of water delivered across the shift.

FINANCIAL IMPACT/CONSIDERATIONS FOR IMPLEMENTATION

There is no additional technology, facilities, or equipment required for this recommendation. Therefore, the cost of this recommendation is **low**. The main cost driver will be:

- Implementation of a gauge (if required) at the Water Depot;
- Staff time for tracking water volumes at each stage of the delivery; and,
- Staff time for reconciliation of water drawn versus water delivered.

SUMMARY OF BENEFITS

- Improved monitoring and reporting of Water Delivery operation.
- Implementation of controls for the operation.
- Ensures the City is realizing all possible water revenue.

RECOMMENDATION 4.5.3: EXPLORE TECHNOLOGY TO STREAMLINE PROCESSES, IMPROVE ACCESS TO DATA, AND REDUCE ERRORS FOR ORDERING, DELIVERY AND BILLING

RATIONALE

- The current process is manual and paper-based.
- Financial and service level data was difficult to access and was ultimately provided in summary form.
- Customer information as to number of orders, volume of water delivered, and order source was not available without review and compiling data from manual forms.

DESCRIPTION

While the Water Delivery operation is relatively simple and small volume service, the City should explore the opportunities for technology solutions to be used in these areas of the operation.

Areas to review for the potential use of technology would include:

- **Resident Orders**
  - Allow for residents to include the frequency of standing or recurring orders
- **Order and Delivery Tracking**
  - Create an electronic order
    - Explore technology solutions (e.g., Maintenance Manager, other modules within CityWide, Excel, etc.) to determine if there is a software solution that could be leveraged to create work orders for water delivery;

        - If a technology enabled solution does not exist, create a delivery spreadsheet that can be updated by the Driver and accessible by Customer Service for billing generation and reconciliation;
        - Note: regardless of the option selected the following information should be tracked:
            - Customer Identification;
            - Delivery Date/Time Stamp;
            - Volume of Water Requested;
            - Volume of Water Drawn (from the City);
            - Volume of Water Delivered; and,
            - Comments (to note issues).
- **Record Keeping**
    - Create an electronic report that extracts electronic orders, water extraction control information (see bullets above), fleet expenses, and customer billing
    - All data should be available and summarized by day, month, and year:
        - Driver hours and cost billed to Water Delivery;
        - Volume of Water Extracted from Depot;
        - Customer Service hours and cost billed to Water Delivery;
        - Number of deliveries vs expected deliveries;
        - Average times for delivery – calculated by number of deliveries / driver hours;
        - Individual Customer deliveries including volume and billing; and,
        - Fleet Expenses for Truck Fuel and Maintenance.
    - This information will allow the City to understand the cost and revenue drivers to continue to deliver the service in a profitable manner.

FINANCIAL IMPACT/CONSIDERATIONS FOR IMPLEMENTATION

There are minor technology and equipment requirements for this recommendation that the City would already have available. Therefore, the cost of this recommendation is **medium**. The main cost drivers will be:

- Ability to leverage existing applications and technology methods.
- Level of technology spend which the City deems appropriate to a limited municipal service.
- Additional staff time for tracking and record keeping.

SUMMARY OF BENEFITS

- Available and accurate tracking of costs, expected income, and trends against previous years' operation.
- Provides input and data for Recommendation #1 (Cost Benefit Analysis) for the Water Delivery Service.

- As this service is currently generating a slight excess of income over costs, improved monitoring and reporting of Water Delivery operation is critical to ensuring the balance of revenues and costs.
- Time savings in collection and reporting of metrics.

6.0 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.

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.

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.

6.1 Summary of Expected Benefits and Ease of Implementation

The table below consolidates all of the recommendations from this report and provides the following information:

- Department,
- Service Area;
- Recommendation ID and Title;
- Ease of Implementation Summary (maximum 6 points); and,
- Expected Benefits Score (maximum 6 points).

Department	Service Area	Recommendations	Ease of Implementation	Expected Benefits
1. Administration	**1.1** Customer Service	**1.1.1** Develop a Customer Service Strategy	Medium	High
	1.2 Conventional Transit	**1.2.1** Review transit data analysis and determine optimal service levels and fee structure	Low	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	High	Medium
		1.2.3 Develop a report to facilitate council decision on conventional transit	Low	Low
2. Community Service	**2.1** Docking	**2.1.1** Explore opportunities to reduce the subsidy level to potentially operate without funding from the city	Medium	High
		2.1.2 Enhance the docking service delivery model	High	Medium
	2.2 Museum	**2.2.1** Enhance marketing activities to support future state decision making	Medium	Low

		2.2.2 Develop a digitization roadmap and recommendations	**High**	**Medium**
		2.2.3 Leverage partnerships to build revenue and awareness	**Low**	**Medium**
	2.3 Recreational Services	**2.3.1** Develop a Formal Recreation Strategy	**Low**	**Medium**
		2.3.2 Develop a formal, systematic method to gain user satisfaction and feedback	**Medium**	**Medium**
		2.3.3 Implement a two-year timeline and process to review rates/fees for facilities and programs	**Medium**	**Medium**
3. Development Services	**3.1** Building Permits	**3.1.1** Explore an online portal for building permits and inspection applications	**High**	**Medium**
		3.1.2 Increase building permit and inspection fees	**Medium**	**Low**
	3.2 Economic Development	**3.2.1** Develop a data collection initiative	**Medium**	**Medium**
		3.2.2 Reinforce the spirit and intent of Common Ground	**Medium**	**Low**
	3.3 Land Use Planning	**3.3.1** Develop a communications plan	**Medium**	**Medium**
		3.3.2 Digitize and track inquiries	**Low**	**Medium**
4. Operations and Infrastructure	**4.1** Asset Management	**4.1.1** Enhance organizational design structure for asset management	**Medium**	**Medium**
		4.1.2 Develop and implement a condition assessment process to develop risk-based plans and priorities	**Medium**	**Medium**
		4.1.3 Complete updates and restructuring of facilities and parks data	**Medium**	**Medium**
	4.2 Recycling	**4.2.1** Add other municipalities to long haul recycling transport	**Medium**	**Medium**
		4.2.2 Investigate back haul opportunities from Winnipeg	**Medium**	**Medium**

		4.2.3 Continue to monitor and plan for the future producer responsibility model	**Low**	**Medium**
	4.3 Resource Sharing	**4.3.1** Implement service level measurements	**High**	**Medium**
	4.4 Staff Shift Assignment	**4.4.1** Explore alternate shift assignment models	**Medium**	**Medium**
		4.4.2 Ensure training for staff includes capability on all Kenora equipment and vehicles	**Medium**	**Medium**
		4.4.3 Rotate Equipment assignments to foster job progression opportunities	**Low**	**Medium**
		4.4.4 Ensure that agreements for changed shifts can be implemented in emergency situations	**High**	**Low**
	4.5 Water Delivery	**4.5.1** Perform an analysis of the water delivery service	**Low**	**Medium**
		4.5.2 Implement controls and responsibilities for water drawing from depot and deliveries	**Medium**	**Low**
		4.5.3 Explore technology to streamline processes, improve access to data, and reduce errors for ordering, delivery and billing	**High**	**Medium**

6.2 Implementation Scatterplot and Gantt Chart

The scatterplot on the following page 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:

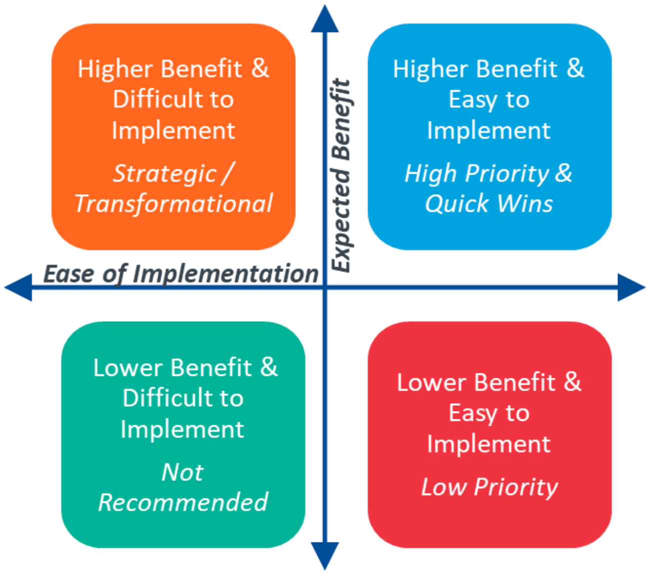
Prioritization Criteria

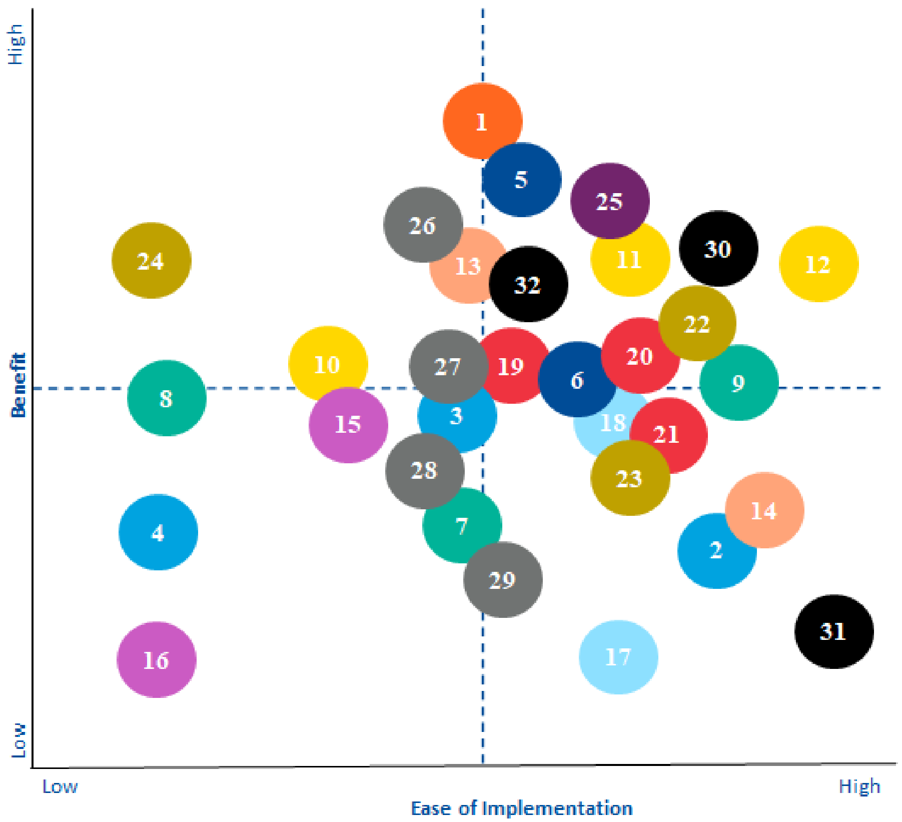
A. Expected Benefit

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
	29	Ensure agreements for shifts can be implemented in emergencies
Water Delivery	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 it ends up taking a greater length of time to complete a task, 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 enable 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.

The Gantt chart is consolidated on the following page.

			2021				2022				2023	
Profile Area	**#**	**Recommendation**	**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										
	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 spirt 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										

			2021				2022				2023	
Profile Area	**#**	**Recommendation**	**Q1**	**Q2**	**Q3**	**Q4**	**Q1**	**Q2**	**Q3**	**Q4**	**Q1**	**Q2**
	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										

7.0 Next Steps

With the submission of this Final Report, the Optimus SBR team will present the findings of the Service Delivery Review to Council. Once presented, the Optimus SBR Team will work with the City to ensure the accuracy of all findings in advance of this Report's submission to the Ontario government.

8.0 Appendix: Current State Report

City of Kenora
Service Delivery Review

Final Current State Report

February 9, 2021

Purpose of this Document

This is the revised Current State Report for the City of Kenora Service Delivery Review (SDR) project. The Report includes the following:

- Provides a summary of findings from the data and document review, the discovery interviews, as well as the interviews and focus groups held with staff across the various departments responsible for administering the services under review;
- Provides a high-level understanding of the City-wide themes; and,
- Service profiles for the 14 services that were selected for review. Each profile includes:
    - *Introduction*: This section includes a brief description of the service, outlines the objectives of the review and states the focus areas as they align to the Service Delivery Review framework;
    - *Detailed Findings*: This section outlines findings from the current state analysis regarding the services' strengths and gaps that have been identified as a result of the current state analysis. It also includes preliminary opportunities identified for each in-scope service based on the strengths, gaps and leading practices;
    - *Service Profile*: This section includes the current state analysis that culminates stakeholder engagement, data and document review. This section also incudes 'Other Analysis', where any leading practices related to the review of the service have been included, as a result of interviews and research.

1.0 Introduction and Project Overview

1.1 Introduction

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

Kenora currently faces both internal and external budgetary pressures. Under the 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 develops recommendations to improve service delivery effectiveness and efficiency across the City's Divisions. City staff and peer municipalities will be engaged as part of the review.

1.2 Project Mission & Success

Project Mission

The Project Mission defines why the City of Kenora has engaged Optimus SBR. For this engagement, the Mission is:

- To undertake a comprehensive service delivery review of the City of Kenora to evaluate how services are currently being delivered and identify opportunities to strengthen service delivery effectiveness and efficiency Project Success.

Project success

Project Success outlines what the City of Kenora will have after this engagement, ensuring that our engagement approach and activities will support the achievement of these goals. For this engagement, project success has been defined as:

- An in-depth understanding of current services and service delivery methods
- Provision of actionable recommendations for efficient, effective, and sustainable delivery of municipal Services
- Alignment of all engagement and outcomes with the City's strategic priorities
- Buy-in among City stakeholders that the recommendations are aligned to the community needs and will reduce operational costs and improve service delivery
- Continuous transfer of knowledge to City staff on tools, techniques, and general methodology.

1.3 Project Approach

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

Figure 4: Project Approach

1. Project Launch & Discovery	2. Service Inventory and Prioritization	3. Current State Assessment and Benchmarking	4. Recommendations and Implementation Plan Development	5. Final Report and Project Closeout
○ Set-up and Planning ○ Kick off ○ Discovery	○ Preliminary Data and Documents Review ○ Service Inventory for Review ○ Service Prioritization and Selection ○ Research and Stakeholder Engagement Plan	○ Service Profile Template ○ Date and documents review ○ Community engagement ○ City Staff engagement ○ Jurisdictional Scan and Benchmarking ○ Service Profile Development	○ Recommendations Development ○ Implementation Plan Development	○ Final Report ○ Final Presentation ○ Project Closeout ○ Knowledge Transfer
Deliverables				
○ Project Plan	○ Service List ○ Research and Stakeholder Engagement Plan	○ Service Profiles	○ Draft Final Report	○ Final Report ○ Final Presentation

Through this approach, the City will have 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 will have the information required to move forward with confidence at the conclusion of this engagement.

1.4 Project Deliverables

Throughout the engagement, our team will develop several interim deliverables, as well as a Final Report. Each deliverable will first be developed in draft form and reviewed with the Senior Leadership Team (SLT) before incorporating edits and finalizing the content. The table below outlines each deliverable of the engagement, as well as provides a brief description to ensure a common understanding of their content. Highlighted in orange is the deliverable included with this document.

Table 3: Project Deliverables

DELIVERABLE	DESCRIPTION
Project Plan	Sets key dates for deliverables and milestones
In-Scope Services Report	A Draft and Finalized list of in-scope services for the Service Delivery Review, validated and approved by the Senior Management Team.
Research and Stakeholder Engagement Plan	Outlines proposed approach and methodologies for stakeholder engagement activities and identify comparator jurisdictions, as well as key criteria and factors for benchmarking
Service Profiles/Current State Report	iles for each in-scope service, developed in conjunction with the City, and may ıde Review Scope and Applicable Evaluation Criteria, Current State Findings, Key lenges, and Next Steps. In addition to service profiles, consolidation of current e engagement outputs including methodologies, data and documents reviewed, eholder engagement activities, jurisdictional scan, and benchmarking.
Draft Final Report	A master document with all engagement activities and outputs, including all current state findings, recommendations, and implementation plan.
Final Report	Final Report and accompanying abstract to include all engagement activities and outputs, including all current state findings, recommendations, and implementation plan.
Final Presentation	Key parts of the Final Report will be presented to City to ensure a complete understanding of project insights and recommendations to support future success

2.0 Developing This Report

2.1 Service Delivery Review Framework

Optimus SBR employs a Service Delivery Review Framework, that is proven and has been used in multiple service delivery reviews for municipalities across the province, to assess the efficiency and effectiveness of selected services.

The 6 areas reviewed across the framework include:

- **Accountability Structures (Governance)**: Accountability structure and oversight, where appropriate and more generally organizational structure, roles, responsibilities, and accountability are clear for effective decision making, operations, and minimizing duplication. This also involves looking at how services align with or support strategic priorities.
- **Service Levels**: Service level expectations are clearly articulated/documented and are appropriate. This will also involve investigating whether the service is meeting its target outcome(s) in terms of timelines, quality, or effectiveness for partners, businesses or residents.

- **Resources**: Required resources are in place to carry out roles and responsibilities at expected service levels. This can include human resources (e.g., in terms of competencies, expertise, or staffing levels) as well as other types of resources (e.g., financial), and whether there are existing or potential capacity constraints.
- **Process**: Processes are well designed and defined, effective and efficient. This will also include looking into areas of duplication and understanding what tools are currently leveraged and how they are used.
- **Technology**: Appropriate technology is in place to enable processes and service delivery more broadly.
- **Cost**: Services are provided cost-effectively relative to the services being provided and the benefits realized.

2.2 Research and Engagement Summary

With the in-scope services list validated with the SLT, Optimus SBR worked with the project team to schedule the interviews and focus groups for internal staff. Optimus SBR used a combination of stakeholder engagement and supplemental research to gather findings related to the service delivery reviews. In addition to data and document review, these activities included:

- **Interviews**: Optimus held interviews with staff who are subject matter experts for each service to gain an understanding of the broader strengths, challenges and opportunities of the services.
- **Focus Groups**: Optimus held focus groups, where applicable, to allow broader groups of staff who deliver the service, or recipients of an internal service to share their perspective, in order to enrich the understanding of the service and validate a current state understanding.
- **Community Engagement Survey**: Optimus conducted a community engagement through a survey that was open to the public for 2 weeks.
- **Jurisdictional Review:** Optimus conducted online research to identify and analyze best practices in service delivery. Where relevant, Optimus SBR will conduct interviews with municipalities to gain an understanding of leading practices.

A comprehensive list of the Stakeholder engagement plan is provided in the Appendix.

Stakeholder Engagement Summary

Table 4: Stakeholder Engagement Summary

Department	Service	Interviews	Focus group	Survey	Leading Practices
Administration	Customer Service	✓	✓	✓	✓
	Provincial Offenses	✓			✓
Community Services	Docking	✓			✓
	Museum	✓		✓	✓
	Recreational Services	✓	✓	✓	✓
Development Services	Building Permits	✓		✓	✓
	Economic Development	✓			✓
	Land Use Planning	✓			✓
Operations & Infrastructure	Recycling	✓		✓	✓
	Asset Management System	✓	✓		✓
	Roads – Shift assignments	✓	✓		✓
	Water and Waste Water Maintenance	✓	✓		✓
	Water and Waste Water Services	✓			✓
Transit	Conventional Transit	✓		✓	✓

Data and Documentation Review

For each in scope service reviewed, Optimus SBR developed a list of required data and documents and submitted the request to the relevant member(s) of the Senior Leadership Team.

Jurisdictional Review

For the in-scope services under review where benchmarking against comparator municipalities added value to the analysis of that service, Optimus SBR conducted online research to identify and analyze best practices in service delivery. To supplement our scanning and further our understanding, we conducted select interviews with key informants from relevant jurisdictions. Other information was gained from regular municipal studies from other sources.

For the Service Delivery Review, nine municipalities were selected for interviews related to the services listed above:

- Town of Brighton
- Town of Collingwood
- Region of Durham
- City of Dryden
- District Municipality of Muskoka
- City of Sault Ste. Marie
- City of Thunder Bay
- City of Timmins
- Wellington County

3.0 Overarching Themes

While much of the service delivery review is focused on uncovering opportunities for growth in specific internal and external services in Kenora, several overarching themes and findings were identified during the course of the review. While some of these themes are reiterated in individual service profiles further in this report, it is important to take inventory of important benefits and challenges currently facing the City overall. The following themes were identified across departments interviewed and the 14 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 to, 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 service across a range of departments and services was observed, however service levels were not always well defined. 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.

4.0 Service Profiles

The table below outlines the in-scope services for this project. Profiles on each of these services can be found in this section of the report:

#	Department	Service	Objective(s) of Service Review
1	**Administration**	Customer Service	• Explore the impact of a decentralized approach to customer service • Explore service delivery models (ex. "no wrong door" or "one stop shopping" for customer service at Kenora
2	**Administration**	Provincial Offenses	• Review costs associated with staff time and travel • Identify opportunities for virtual or other methods for representation of the City
3	**Community Services**	Docking	• Identify opportunities to reduce cost burden of docking parking services • Review alternative service delivery models and approaches to docking administration and maintenance for municipalities
4	**Community Services**	Museum	• Identify opportunities to reduce costs while maintaining service levels
5	**Community Services**	Recreation Services	• Identify opportunities to reduce subsidization of recreational services • Review recreational programming and hours of operations to find efficiencies and alignment with resident needs
6	**Development Services**	Building Permits	• 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
7	**Development Services**	Economic Development	• Review leading practices for economic development.
8	**Development Services**	Land Use Planning	• Identify opportunities to adopt a customer centric approach to the planning process • Identify opportunities to enhance public communications around development and planning processes • Determine leading practices on educating residents and the development community on the planning process

#	Department	Service	Objective(s) of Service Review
9	**Operations & Infrastructure**	Recycling	• 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
10	**Operations & Infrastructure**	Asset Management System	• Identity 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
11	**Operations & Infrastructure**	Roads - Shift assignments & cross-training	• Review impacts of adjusted shift assignments model to identify potential benefits • Identify training opportunities and resource allocations for staff to best utilize their skills and availability
12	**Operations & Infrastructure**	Water and Waste Water Maintenance	• 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
13	**Operations & Infrastructure**	Water Delivery	• 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
14	**Transit**	Conventional Transit	• Determine relevant alternative service delivery models for transit

4.1 Administration

4.1.1 Customer Service

The Customer Service Division is the first point of contact for the residents of Kenora who are looking to gain information, make payments, or getting issues resolved related to departments across the City. The residents in most cases use in-person visits, telephone, email, website, or a combination of channels to contact the City. Most City departments have their own customer service representatives to directly address inquiries and issues related to their department.

4.1.2 Objectives of the Review

- Explore service delivery models (ex. "no wrong door" or "one-stop shopping") for customer service at Kenora

4.1.3 Framework Focus Areas

The area reviewed from within the SDR framework includes:

- **Service Level**: Service level expectations are clearly articulated/documented and are appropriate. This will also involve investigating whether the service is meeting its target outcome(s) in terms of timelines, quality, or effectiveness for partners, businesses, or residents.

4.1.4 Detailed Findings

Strengths

The review of documentation, consultations with stakeholders, and the community survey identified the following strengths related to the delivery of customer service:

- **Dedicated staff:** Strong desire from staff to support residents in a timely, efficient, and meaningful manner.

- **Support from Senior Leadership Team:** The Senior Leadership Team at the City is dedicated to enhancing the customer service it provides to its community and residents.

- **Recent implementation of a tiered model of customer service:** The City has recently moved to a tiered model of delivery customer service. In the new delivery model, general inquiries are managed by the customer service representative from different City departments and divisions, and only complex inquiries are escalated to the department staff or supervisors.

- **Addition of Maintenance Manager to track and manage customer inquiries:** The City has recently implemented Maintenance Manager module across various departments/divisions that allow representatives in those departments/division to track customer inquiries and create work orders as needed.

Challenges

Gaps identified through the current state analysis include:

- **Gaps and potential duplicated effort in the current model of customer service delivery:** Within the current model, residents have the option to contact the representatives within the Customer Services division, or the Supervisors and staff within other City departments. This has led to several challenges including duplication of effort, multiple inquiries, and limited oversight and control over inquiries and customer experience.

  - **Lack of data collection and tracking:** Historically, customer service or call centre related metrics have not been collected and in absence of any such information, it is difficult to identify trends and develop opportunities to customize and enhance customer service channels to best meet the needs of customers. However, the City has recently implemented Maintenance Manager across different departments that will allow the customer service representatives (or admin staff) to record customer inquiry and create a workorder as needed.

  - **Gaps in monitoring current service standards:** The City has a Customer Service Standards Policy which broadly defines standards for all City staff. However, service standards are not tracked and therefore it is hard to know if they are consistently followed by staff to ensure a consistent customer experience. The survey identified varying levels of satisfaction across different City departments, suggesting that service levels may not be consistently met. The collection of data through the recently implemented Maintenance Manager could support with the refinement of the service standards.

  - **No formal strategy to seek resident feedback on the delivery of customer service:** The stakeholder engagement noted that the City has not collected resident feedback on the delivery of customer services in at least the last 5 years and does not have a formal strategy for continuous improvement. Seeking customer feedback can help the department better understand resident needs, experiences, and pain points. Also, the department will get a better understanding of customer behaviour that would allow the City to invest in channels that can be effective in delivering customer service.

Preliminary Opportunities

Opportunities to capitalize on strengths and address gaps may include:

- **Develop a customer service strategy:** To execute the City's strategic initiative of improving customer experience, the City should consider developing a customer service strategy that focuses on the following aspects:
  - **Continue to automate the customer service delivery:** To expand on the City's effort to automate the delivery of customer service, the City should consider the opportunities described below. Though it is understood that currently most customers rely on telephone and in-person visits as primary channels to communicate with the City, there should be consideration for the changing demographics and best practices utilized across other Ontario municipalities. As

per the Evolving Internet Use Among Canadian Seniors[10] report internet use doubled from 32% to 68% among Canadians aged 65 and older. When looking at the Kenora's demographics, 20.4% of the population is 65 and older[11]. In addition, as per the Canadian Internet Use Survey, in 2018, the share of Canadians aged 15 and older who used the Internet was 91%, with more seniors reporting Internet use (71%). Based on this information, the reliance on automation and use of electronic channels will likely increase in Kenora in the next few years.

- **Improve data tracking, analysis, and reporting**: Tracking and analyzing customer service data and information is not only critical to improving customer experience but it also allows an organization to measure staff performance, identify gaps in service delivery, and improve service effectiveness. The recent implementation of Maintenance Manager allows the City to track customer inquiries across various City departments. Some of the information that the City will start collecting includes:
    - Number of inquiries
    - Types of inquiries
    - Frequency of inquiries
    - Types of customers
    - Customer satisfaction
    - Average handle time
    - Average response time
- **Enhance the use of electronic channels:** To support and continue the overall automation of customer service delivery, the City should consider expanding the use of electronic channels including social media and website usage. Although most City customers call or make an in-person visit, enhancement to electronic channels may transition customers online. Municipalities across Ontario are transitioning to electronic channels to enhance efficiencies, reduce costs, align to preferences of younger generations and emerging trends related to internet use of seniors. The City has made recent advancements on its website to expand online payment, form submissions, etc. As data is collected and analyzed, commonly asked questions and queries should be documented and added to online channels to reduce the number of calls and in-person visits.

- **Standardize customer service approach and practices**: To ensure a transparent, consistent, and equitable approach to customer service, the City should further develop and advertise corporate customer service standards on their website to improve accountability amongst employees delivering this service and to better inform residents about the level of service they can expect. Additional details

[10] Schimmele, C., & Davidson, J. (2019, July 10). Evolving Internet Use Among Canadian Seniors. Retrieved January 08, 2021, from https://www150.statcan.gc.ca/n1/pub/11f0019m/11f0019m2019015-eng.htm

[11] Government of Canada, S. (2019, August 09). Census Profile, 2016 Census Kenora [Population centre], Ontario and Ontario [Province]. Retrieved January 08, 2021, from https://www12.statcan.gc.ca/census-recensement/2016/dp-pd/prof/details/page.cfm?Lang=E&Geo1=POPC&Code1=0406&Geo2=PR&Code2=35&SearchText=Kenora&SearchType=Begins&SearchPR=01&B1=All&GeoLevel=PR&GeoCode=0406&TABID=1&type=0

should be added to the Customer Service Standards Policy to ensure there is a common interpretation of the policy among staff and departments. Some departments have varying levels of customer service requests and calls, the service level standards should be developed in collaboration with the departments, accounting for their needs and workload. Establishing set service standards can help set expectations with the residents and provide clarity around response times. The recent installation of Maintenance Manager will support with the implementation of this opportunity.

- **Regularly collect customer feedback for continuous improvement:**
  - The City currently does not have an approach and mechanism for customers to share their feedback. The City's Customer Service Standard Policy mentions that "The City of Kenora will ensure that customers are provided with appropriate feedback mechanisms in a variety of manners and have the ability to contact the City of Kenora regarding any concerns. The City takes customer feedback seriously, and will work to address comments, suggestions and concerns."
  - The City should consider developing an approach for collecting, analyzing, and actioning customer feedback to continuously improve the delivery of customer service.

4.1.5 Service Profile

Accountability Structures

The Customer Service Division is the primary contact for community members looking to gain information or getting issues resolved related to departments across the City. The following figure represents the organizational structure of the Customer Service division.

Figure 5 Customer Service Organizational Structure

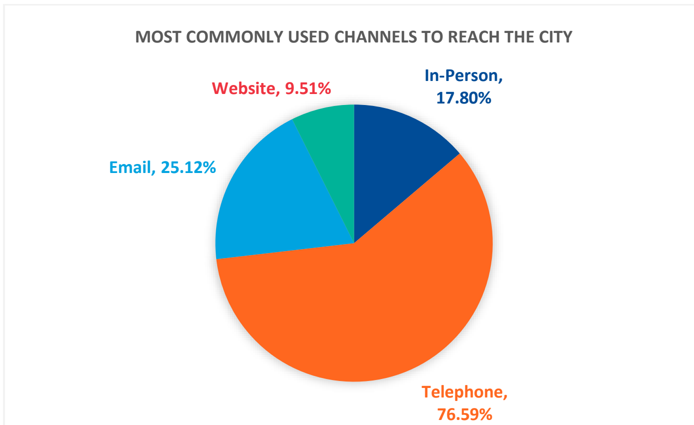
The above organization structure only represents the Accountability Structure of the Customer Service Representatives within the City Hall. It is important to note that most City departments have their own Customer Service Representatives (or admin staff) who report into departmental organization structures.

Service Levels

All customer service inquiries are handled in-person, via telephone, emails, or websites. The residents in most cases use in-person visits, telephone, email, website, or a combination of channels to contact the City.

The telephone is the most-used channel for reaching the staff. Of the 410 community survey respondents, 77% of community members use the telephone to contact the City staff.

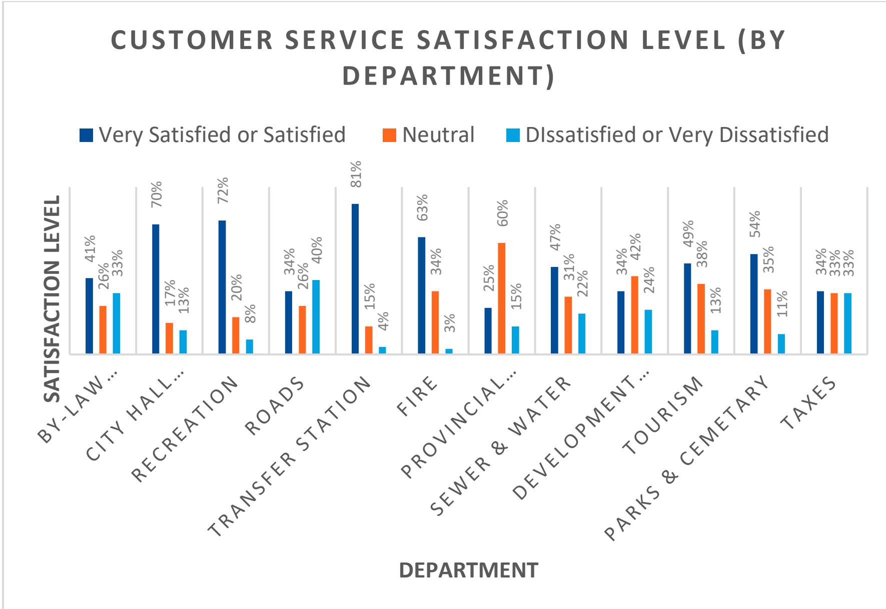
Figure 6 Commonly Used Channels by Customers to Contact the City



The survey identified that there is variance in the level of customer satisfaction across the City departments. Roads, Taxes, and By-Law Enforcement were identified as the departments with the highest community dissatisfaction levels. Transfer Station and Fire were identified as the departments with the highest satisfaction levels.

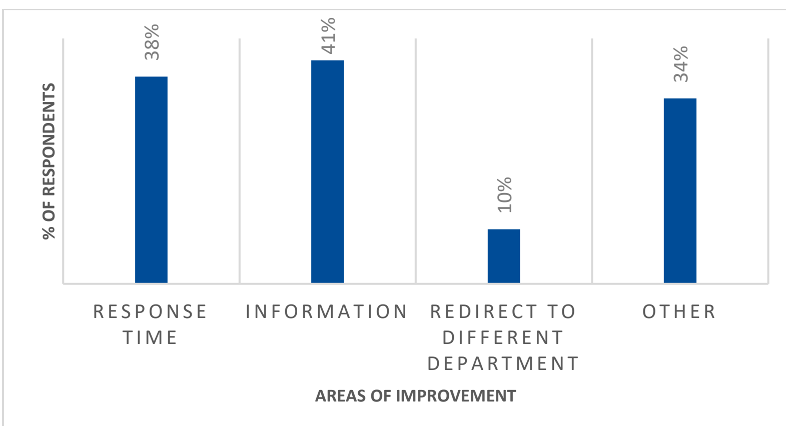
Though most people contact the City through the City Hall's Customer Service Representative, they still have an option to contact the department directly (see additional details under the Process section). The profile focuses on the Customer Services Representatives at the City Hall but since the inquiries are either directly solved or passed on to the specific department, it is important to assess the customer satisfaction level for different departments.

Figure 7 Customer Satisfaction Level



The City residents identified a few areas where the City needs to improve to enhance the customer experience. The graph below shows that 38% of survey respondents identified response time, and 41% identified sharing relevant information as the two key areas where the City needs to make improvements. Some of the other areas identified by the survey respondents include follow-up from City staff, developing customer relations, and provide services through online channels.

Figure 8 Customer Service - Areas of Improvement



The City has a Customer Service Standards Policy that defines:

- Eight **main areas of customer service** for employees to consider when providing customer service include timeliness, accuracy, professionalism, staff knowledge and competence, courtesy, consistency, integrity, and confidentiality; and
- **Communication standards** across in-person greeting, telephone standards, voicemail procedures, written correspondence, email standards, and meeting requests.

These standards apply to all City departments and should be implemented by all City employees when interacting with any customer (e.g., all email that requires response should be acknowledged within 2 business days of the receipt of the email). However, the City does not collect information to track against these general standards. Also, the City has not defined specific standards for resolving different types of customer inquiries.

The Customer Service division historically has not collected information related to the types of inquiries, frequency of inquiries, types of channels, types of customers, service standard metrics (e.g., inquiry resolution timelines), etc. In absence of any such information, it is difficult to identify trends and develop opportunities to customize and enhance customer service channels to best meet the needs of customers.

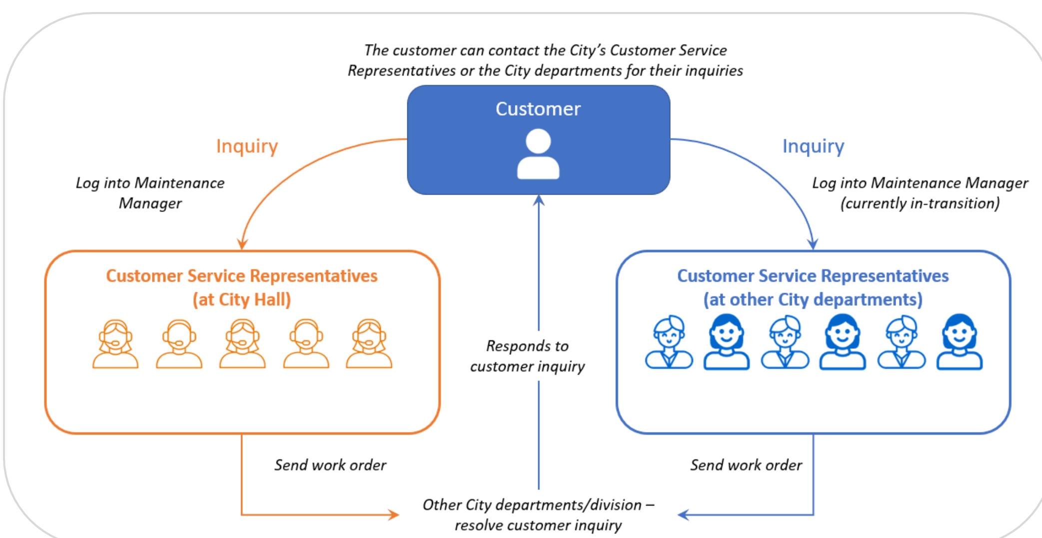
Resources

Though the City has a Customer Service Division Lead, who oversees a team of 4 Customer Service Representatives (at the City Hall), most City departments have their own Customer Service Representatives (or admin staff) who are responsible for providing customer service support to the City residents. The departments/divisions that have their own Customer Service Representatives (or admin staff) include Pool, Park, Cemetry, Museum, Library, Planning, Tourism and Transfer Station. The representatives in these departments have broader roles and responsibilities than providing customer service support. The City has recently hired a new Operations' Customer Service Representative who reports directly to the Parks and Facilities Division Lead. The new Operations' Customer Service Representative is located in the Operations Building to assist the Supervisors and staff in managing customer requests.

Process

The following visual is a representation of the City's current Customer Service Model:

Figure 9 Representation of City's Customer Service Delivery Model



The residents of Kenora currently have options of contacting the City through various channels such as telephone, in-person visits, and email. The customers have an option of contacting the

Customer Service Representatives at the City Hall or the Customer Service Representatives (or admin staff) at a specific department/division. The City has recently moved to a tiered model where the customers can contact the customer services representatives from different department. All general inqures are resolved by the representatives directly whereas the complex ones are escalated to the Supervisors (or other department staff). The representatives log the inquiry in Maintenance Manager that allows the staff to track, assign, escalate, and monitor the status of the inquiry. Based on the type of inquiry the representatives may create a workorder for other City departments/divisions to resolve and respond to customer inquiry. It is important to note that the Maintenance Manager is currently implemented in the City Hall, Community Services and the Operations and Infrastructure department. Planning is underways to implement this process and technology across all other deparments with a customer service function.

Technology

The recently installed Maintenance Manager (module of CityWide) creates workorders and tracks any maintenance or repair inquiries. The data collected through Maintenance Manager will allow the City to track, monitor, address and analyse the inquirues across various City departments. In the future, service levels will be established and monitored to objective.

Other Analysis

Leading Practices

The following leading practices have been identified leveraging the customer service strategies developed by other municipalities (e.g., City of Durham, City of Sudbury, City of Brantford) and through publicly available information:

- **Shift towards a multi-tiered model of customer service delivery**: A review of customer service strategy for Ontario municipalities (e.g., Region of Durham[12]) identified a shift towards a multi-tiered approach of delivering customer service. In a multi-tiered model, all customer inquiries are received by the customer service representatives which are then routed to specific departments and individuals as needed.

- **Create a Customer-Centered Culture:** Becoming customer-centric requires an organization to focus on processes that are customer-friendly and ensuring that staff is dedicated to excellence in service delivery and communication with the customers. A customer-centered culture is defined by the staff's attitudes, behaviours, values, and personalities. To build a customer-centered culture the organization should focus on collecting data and information that can help identify the resident satisfaction level with the service provided by the City[13]. Building a customer-centered culture may include:

[12] "Contact Centre Transformation Roadmap," November 2019. https://www.durham.ca/en/doing-business/resources/Project-Reports-Studies-and-Plans/Region-of-Durham---Contact-Centre-Transformation---Executive-Report-Accessibility-Review-2019-12-18.pdf.

[13] "CUSTOMER SERVICE STRATEGY." City of Brantford Customer Service Strategy. City of Brantford, 2013. https://www.brantford.ca/en/your-government/resources/Documents/Customer-Service-Strategy_FINALApr9_2013.pdf

  - Establishing a customer service commitment statement and action framework for employees to increase accountability and empowerment related to service delivery.
  - Increasing understanding of service expectations in the community through a combination of education, communication, and standards[14].

- **Update Corporate Customer Service Guidelines & Policies to enhance the service standards:** Review and establish, on an ongoing basis, customer service guidelines and policies that define the level of service customers can expect and help to ensure consistent and fair treatment for all while reflecting the guiding principles of the organization. The organization should establish corporate-wide reporting to monitor service levels. In addition to establishing the standards, the organization should take an active approach in communicating the standards both internally and externally.

- **Data collection and reporting can not only help understand customer behaviour but also enhance customer experience:** Identifying the key metrics, collecting the right customer information, and analyzing the data to find customer insights can help build strategies for improving customer service. The insights can also help develop strong customer relationships by customizing the services as per their needs and requirements.

- **Seek customer feedback:** To provide excellent customer service, organizations should understand the needs, experiences, and pain points of their customers. The organizations should provide multiple channels to their customers to share their feedback including feedback forms, surveys, etc. Doing so will help identify the areas that are working well and should be continued and areas that require improvement. In addition to understanding the gaps and opportunities, seeking customer feedback has the benefit of making the customers feel valued and showcase the efforts to resolve their issues. This can help to establish trust and may even prevent them from sharing their concerns or negative comments on social media or other channels.

- **Contact customers using their channel of choice:** Social media is rapidly becoming the most popular channel for communicating with consumers. Support and engagement through these channels are critical to boosting customer satisfaction. The organizations must go beyond e-mail and online forums to keep customers engaged[15]. Also, there has been a shift from needing to have in-person or telephonic conversations to seeking information on websites (FAQs, etc.) or other online platforms.

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[14] "City of Greater Sudbury CUSTOMER SERVICE STRATEGY." CUSTOMER SERVICE STRATEGY. City of Greater Sudbury, 2019. https://www.greatersudbury.ca/city-hall/contact-the-city/customer-service-strategy/

[15] Pais, Nancy. "5 Key Customer Service Best Practice." 31West, April 23, 2020. https://www.31west.net/blog/5-key-customer-service-best-practices/.

4.2 Conventional Transit

4.2.1 Service Description

The City of Kenora provides a traditional fixed route bus operation where the City owns buses that travel along predefined routes stopping at defined bus stops while maintaining a fixed schedule. The day-to-day operating of the bus service is outsourced, and the oversight of the operation lies with the City Clerk and Administration office.

4.2.2 Objectives of the Review

- To review the role of the City in providing conventional transit to residents
- To determine relevant alternative service delivery models for transit

4.2.3 Framework Focus Areas

The areas reviewed from within the SDR framework include:

- **Accountability Structures**: Accountability structure and oversight, where appropriate and more generally organizational structure, roles, responsibilities, and accountability are clear for effective decision making, operations, and minimizing duplication. This also involves looking at how services align with or support strategic priorities.
- **Cost**: Services are provided cost-effectively relative to the services being provided and the benefits realized.

4.2.4 Detailed Findings:

Strengths

The review of documentation and consultations with stakeholders identified a number of strengths in how Conventional Transit services are currently provided, including:

- **Provides service to lower income residents:** For those without access to a vehicle or residents that do not drive, transit provides an essential service to move about the City for work, shopping, or medical care. The alternative for these residents is using a taxi service at a higher personal cost.
- **Consistent ridership:** While it has declined over the years, there is a consistent level of ridership level to the point that the bus operators know the transit users and generally their destinations. This has established a level of goodwill between the operators and the passengers using the service.
- **Outsourced operations require minimal City staff resources:** As the day-to-day operations of the conventional transit is an outsourced service, the cost and time of City staff for transit management is minimal.

Challenges

Challenges identified in the current state delivery of Conventional Transit Services include:

- **Low level of interest from great majority of City population:** The percentage of residents that have used the service over the past three years is very low (7.3% of survey respondents), with most residents and visitors having a vehicle for transportation. There appears to be little that could change residents' behaviour and there are also few other options for those that use the service.

- **Service is limited to daytime travel with no Sunday service:** Over the years this has evolved to be a daytime transit operation, primarily for reasons of low passenger volume and safety to both the traveling public and operators.

- **Safety issues have been identified:** As noted above, hours of operation have been limited to daytime working hours in the attempt to limit incidents that have been reported with passengers in later hours of the day. It was also reported that these incidents can still exist during normal operating hours, affecting the comfort level of other regular and infrequent passengers. While not stated explicitly in the survey as a reason for not using transit, this is an underlying concern to the operators and City management.

- **Service interruptions due to weather:** Based on the type of bus vehicles used for transit in Kenora, the northern climate, and the Canadian Shield terrain, the system has service interruptions due to snow, ice and extreme cold temperatures.

- **Current Provincial funding is oriented to capital purchases or improvements:** Transit funding from gas tax revenue is available to build the fleet rather than towards operational costs. At this time, the City does not require investments in fleet or transit related capital infrastructure, so although this funding is helpful to some municipalities it is not seen as an impactful source of funding to the City of Kenora. Recently announced joint federal and provincial funding to expand paratransit service rather than conventional transit further emphasizes this point.

Preliminary Opportunities:

Opportunities to capitalize on strengths and address gaps in the delivery of Conventional Transit services may include:

- **Review transit data analysis and determine optimal service levels and fee structure:** Review the analysis services levels by time and month within this document. Determine optimal ridership levels to run the transit service. Consider decreasing service levels where ridership is low e.g. Friday evening, and first and last ride of the day, Saturday late afternoon. Kenora may consider adjusting the fee structure to align to the fee structure of comparable northern municipalities (~$3 per ride).

- **Explore alternate transit models and funding opportunities that could expand hours of operation and flexibility of pick-up and drop-off stops:** There is government funding available to investigate and pilot transit options to service smaller municipalities and rural ridership. Possible models include:
  - municipal funding of commercial "uber-style" service,

- not-for-profit volunteer ride sharing operations, and
- community bus operations providing expanded service for off-route and non-scheduled location stops.

These services are outlined in more detail in the Leading practices scan below. While the City has reviewed alternatives in the past for different transit models, the City should continue these efforts where new opportunities exist.

- **Resume planned marketing campaign post-Covid-19 to increase ridership:** While the potential of large ridership gains appears unlikely with the current operation, marketing efforts should recommence, as a small increase in regular passengers would offset some of the recent ridership declines.

- **Develop a report to facilitate Council decision on Conventional Transit:** Funding of transit for the City will continue to be a decision for Council going forward. This document will provide to the City and Council the possible options for improving efficiencies to the current operation, as well as introducing possible changes to the operating model, based on reviewing the opportunities listed above. In summary, it should provide to Council all pertinent and thorough information on the Conventional Transit in the City to support their informed decision making such that a forward plan can be determined, and the Conventional Transit issue is not re-opened on a continuing basis.

4.2.5 Service Profile

Accountability Structures

The City of Kenora provides a traditional fixed route bus operation where the City owns buses that travel along predefined routes stopping only at defined bus stops while maintaining a fixed schedule.

The City receives provincial funding for transit through the municipality's share of Gasoline Tax revenue. However, these funds can only be applied to transit infrastructure capital expenditures and not operating expenditures. In recent years, this revenue has been used for bus purchases with remaining funds held for City transit use when capital funds are required.

In November 2020, the City of Kenora agreed to funding from both the federal and provincial governments through the Investing in Canada infrastructure plan. The Handi-Transit Bus Purchase and Facility Construction project will cover the purchase of an accessible bus will expand paratransit service and the construction a new bus garage will ensure vehicles remain safe and reliable. Funding of $114,936 from the federal government and $95,770 from the provincial government are included in this program.

Service Levels

The City operates 3 bus routes comprised of the Pinecrest, Keewatin, and Lakeside routes (or loops) on a rotational basis. A single bus runs continuously, with one bus in reserve as a spare, operating 12 hours from Monday to Thursday starting at 7am. On Fridays, the buses run an extended schedule through until 830pm. There is seven-hour service on Saturdays, but no service on Sunday. Drivers work either morning or afternoon shifts.

Due to safety concerns, the City does not provide service beyond 7 pm most days, and 8:30 pm on Fridays. Historically, several on-board incidents have occurred as the evening progresses. Fights have been reported, both on and off the buses. In the winter, the buses have also become a respite to get out of the cold where some riders get on the bus and ride all day. The impact of these safety incidents has been anecdotally reported to have influenced ridership, with seniors increasingly concerned about their safety with using transit. To address security and safety concerns of passengers, the City has invested by placing cameras into the buses in 2017.

Ridership has declined each year from 2017 total of 39,546, to 38,138 in 2018 and 34,575 in 2019, a 3.6% and 9.3% decrease respectively. In 2019, the total passengers for each month averaged 2,881, ranging from 2,442 in December to a high of 3,415 in May.

In review of the daily passenger counts, the usage of the transit system was noted as steady throughout the day. We examined two periods in 2019 representing winter and summer/fall passenger usage. This review showed steady passenger traffic throughout the day from 7:30 to 5:25. There was noticeable drop in volume for the first and last trips of the day.

Figure 10: Average Weekday Passengers February-March 2019

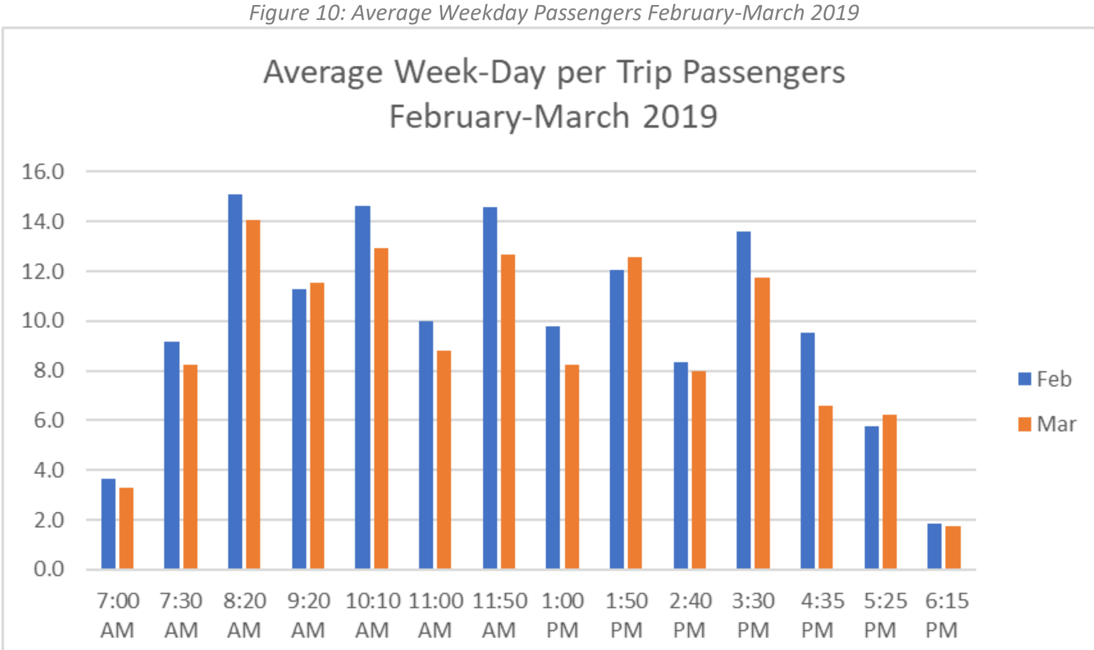
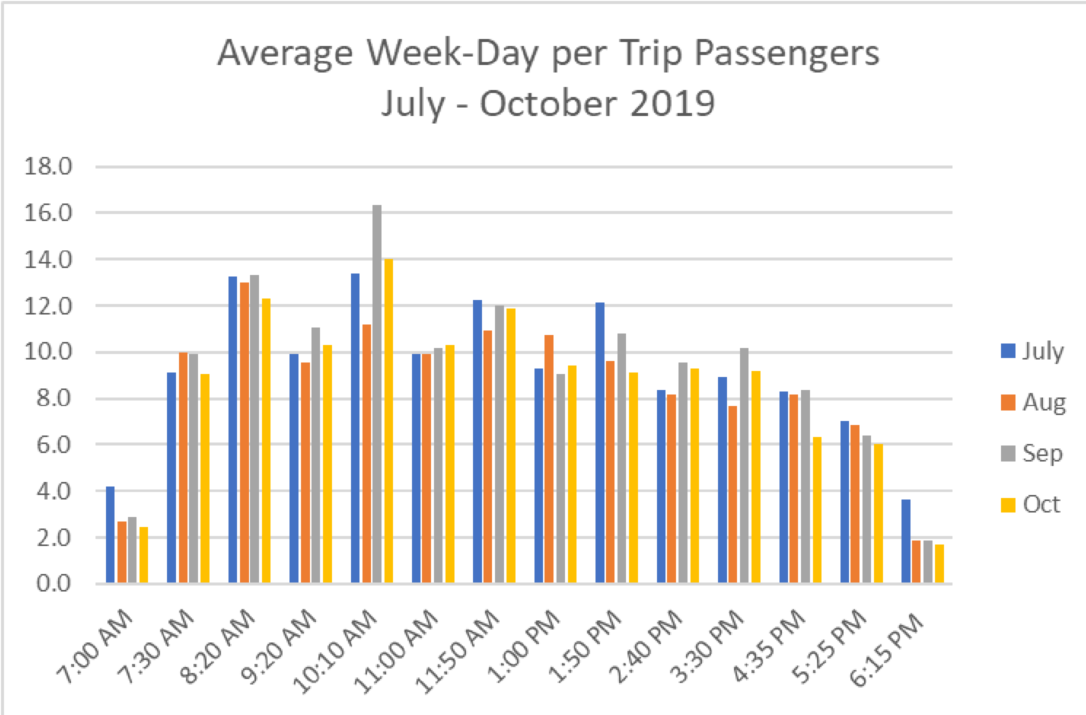


Figure 11: Average Weekday Passengers: July-October 2019



The Saturday schedule is limited and runs from 11:00am to 5:20pm. On Saturdays, the first trip at 11am is the peak run with declining passenger traffic as the day progresses. The decline was more pronounced in the winter period.

Figure 12: Average Saturday Passengers February-March 2019

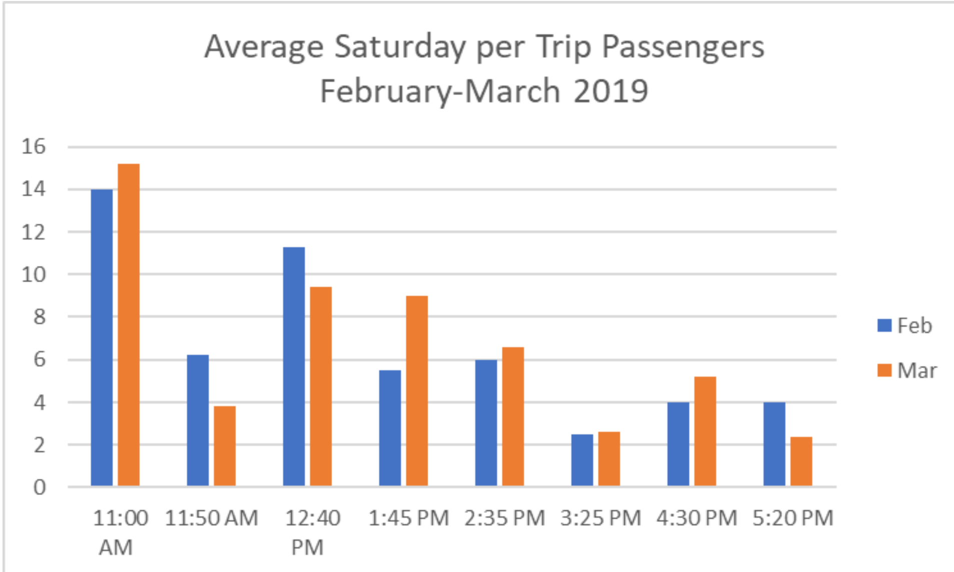
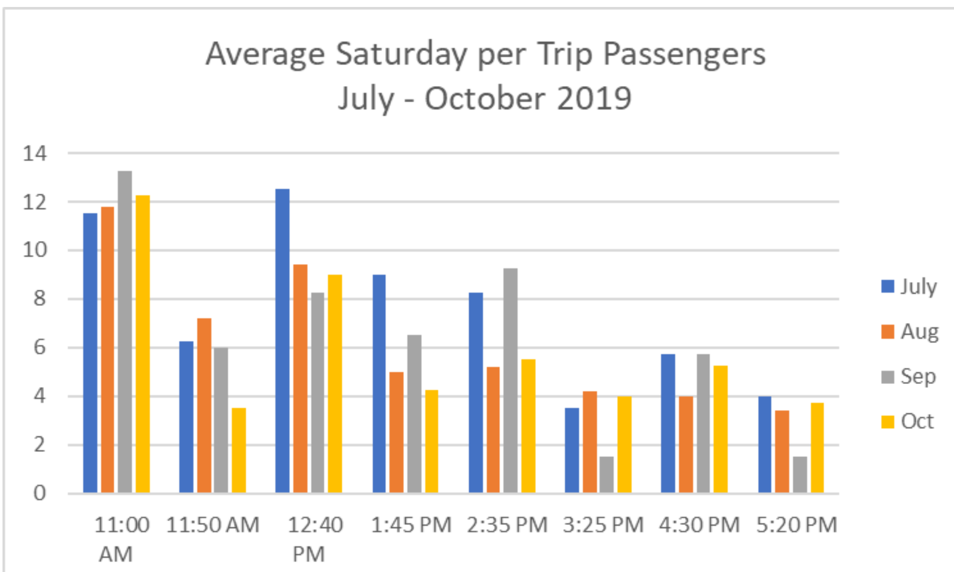


Figure 13: Average Saturday Passengers July-October 2019



Friday night schedules have very low ridership for the 3 trips of 6:15, 7:05 and 7:55. The average per trip passenger count for Friday nights range from 2.0 to 2.7 for all six months examined in 2019. Total monthly passenger traffic on Friday nights ranged from 24 to 39. Of note, however, the December counts did increase to 5 per trip in 2019.

According to the City of Kenora Services Survey issued during this study, the following statistics are noted: of the 383 responses to our Transit questions, only 28 reported being a user of Kenora conventional transit in the past 3 years. 355 said that they did not use transit. Of the users of conventional transit, 65% used it occasionally, 15% once per week, and only 8% using transit daily. 20 of the transit riders reported either satisfied or neutral satisfaction with the service (77%), however the next highest number (4 or 15%) were very dissatisfied which may be indicative of the safety concerns.

Overwhelmingly, over 90% of those asked why they did not use public transit reported that they owned a car. Schedules and routes were noted, but the option to provide a specific comment showed a varied response of being out of the City, on a lake, or preferred to bike or walk. There were no stated cases of a safety concern with this group of non-transit users. When asked specifically about what could be offered that you would consider using the City transit, 83% answered that nothing would move them to use transit.

While there is a core base of passenger traffic, ridership is slowly decreasing, and the overall number of residents looking to use transit remains quite low. This has resulted in the City placing significant funding in a service unlikely to be used by a great majority of the population but relied upon by a small proportion of the residents for work, shopping, and/or medical services.

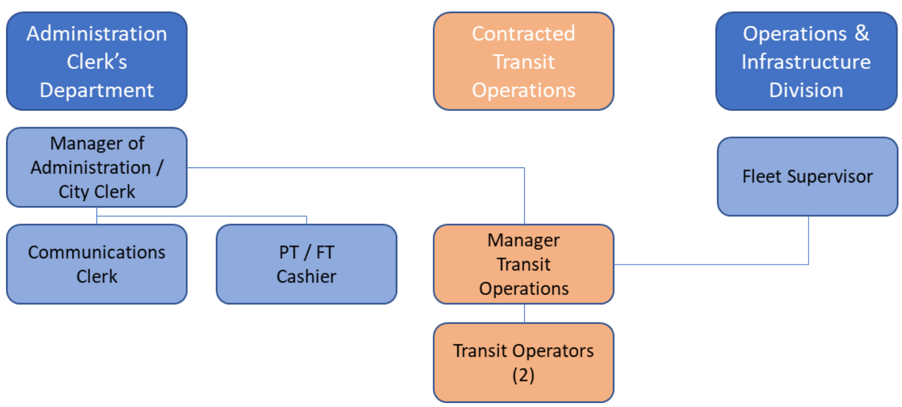
Resources

The City of Kenora contracts the day-to-day operation of its conventional transit to First Student Canada. City responsibility is through the Manager of Administration / City Clerk's Office. The City retains the financial counting and selling of bus passes within the Cashier function under the Clerk's Department, as well as marketing and communication services provided by the Communications Clerk.

In the contracted Transit Operations, a Manager is responsible for the two (2) Transit bus drivers.

The Fleet Supervisor, from the City's Operations & Infrastructure Division, provides support to the conventional transit service through procurement of parts and inspections of the transit vehicles. He works closely with the First Student Location Manager on major issues with the transits as they are owned by the City.

Figure 14: Conventional Transit Organization Chart



Process

The contract for operating the Transit program covers the day-to-day operations management of the 2 drivers on established routes, coordinating maintenance and repair of the buses, with fare boxes handed directly to the City for counting and deposits. As required, the First Student

Operations Manager would work through the Manager of Administration/City Clerk should the operation require access to other departments.

Twice annually, the City staff and First Student operations review and establish routes and determine any additions or changes required to the City infrastructure, such as signage, route maps, or handouts.

The City Clerk reviews a filtered list of incidents from the First Student operations team on a regular basis and acts with the First Student operations management for resolution of issues arising from these incidents.

Technology

Technology is not a significant factor in this service. Electronic fare boxes are a possibility that has been discussed to mitigate the security issues of the buses and drivers having cash on board. However, this may also limit potential use by the public that are occasional riders and requires significant investment.

As a complementary payment option, the City will be introducing the HotSpot mobile phone app for transit riders in early 2021. This app is currently used in Kenora for pay parking. Users buy passes in the app and tap to ride, resulting in less paperwork, data entry and coin collection.

Cost

Operational funding is provided by the City of $208,659 in 2018 and $221,246 in 2019 to compensate for the expenses in excess of fare revenue. For 2019, this means that the City subsidized each transit passenger $6.40 per ride. Bus fares have remained at $2.50 per ride since 2018, with ride punch bus passes available providing additional bonus rides. There is no special rate for seniors or students. Fares charged in other northern cities are higher, for example Thunder Bay is $3 per ride, and Sault Ste. Marie exact fare is $2.95.

The following table provides the actual revenue and expenditures for the Conventional Transit operation for the years 2018 and 2019. This also provides the budget request for the current year 2020.

While the 2020 Budget net total is indicating a decrease in City funding, it should be noted that the actual funding requirement for 2018 was $25,962 higher than budgeted and in 2019 it was similarly $19,846 higher than budgeted.

Table 5: Conventional Transit Operating Revenues and Expenditures

Operating Revenues and Expenditures	2018 Actual	2019 Actual	2020 Budget
Revenue			
User Fee Bus Pass/Fares	$96,138	$88,361	$90,000
User Fee Miscellaneous (Bus Advertising)		$3,000	$2,000

	$96,138	**$91,361**	**$92,000**
Expenditures			
Conventional Transit Wages and Benefits	$1,330	$2,813	
Conventional Transit Advertising	$3,155		
Contract Services	$296,119	$307,522	$298,680
Materials & Supplies / Equipment	$2,295	$276	$3,500
Office	$1,898	$1,996	$2,169
	$304,797	**$312,607**	**$304,349**
Net Total	**($208,659)**	**($221,246)**	**($212,349)**

In review of the passenger volumes and usage times noted in the Service Level section above, there is little opportunity for reductions by times and schedules of routes. Traffic is relatively steady, winter and in summer, from morning to afternoon on weekdays. Service is already limited to 7am to 6:45pm. Saturday schedules are also compacted, with the first scheduled trip not until 11am. However, investigation of the Friday night service and first and last rides of the day are warranted with very low passenger volume.

Other Analysis

Jurisdictional Scan Highlights

County of Wellington

- The County of Wellington has developed a demand-based ridesharing system that services county residents, geared to the rural resident outside of the Uber serviced city of Guelph and Township of Puslinch that are also in the County. It is understood that an earlier effort by Kenora investigated an Uber based solution to its transit problems, however Uber had determined that Kenora was too small a market for their company to service. Wellington County have contracted with a company called Rideco, based in Waterloo Ontario, that has created a mobile app, web site, and hires and manages the drivers. The Wellington County service is managed through the Economic Development Office.

- Charges are based on a $0.60 per km. rate with a minimum of $5 and maximum within the boundaries of the County of $40. All transactions are via mobile debit or credit card. The service is provided from 6am to 7pm from Monday through Friday. Rides are one-way only, however the return trip may be booked at the same time as the initial leg of the trip. Experience to date indicates that 75% of the rides are one-way.

- Internet coverage across the rural county was an issue, however they were able to overcome this challenge by providing a telephone call service that allowed users to book the rideshare. The County launched the program in October 2019 and have over 700 registered users on the program. Unfortunately, the Covid-19 pandemic has upset the initial planning and momentum, however the program is proceeding with limitations based on health and safety requirements.

- The County was able to secure a $499,550 grant from the Ministry of Transportation Community Transportation Grant program to develop this service. This program is helping 39 communities across the province improve transportation services within and between communities to make it easier for people to get around.

Town of Bancroft

- Another variation on this service, and a recipient of grant funding, was developed by the Town of Bancroft. The Town developed a ridesharing community transit service for residents that are registered to health and support Agencies in the Bancroft area. Youth transit is also provided to a range of community programs from gymnastics to art and music lessons, with a common theme of fostering social inclusion. Costs for the service range based on the level of support that the rider has arranged through their Agency and fundraising efforts in the community. The Bancroft Community Transit program is affiliated with a number of local social service agencies, and the drivers are volunteers. Door to door transportation is provided for selected requirements such as legal appointments, job placements, counseling or medical appointments, day care, etc.

Town of Sioux Lookout Hub

- The Town of Sioux Lookout Hub Transit program also received funding from this program to further enhance its not-for-profit organization. Members of the community form the Board of the organization and are selected for their commitment and support to the concept of maintaining a community transit system within the Municipality. Residents pay $10 to become a member of the organization and then $4 per ride or $6 round trip.

- A bus route and schedule are in operation from 9am to 5pm with hourly service daily. The route is flexible such that both off-route destinations and between-stop pick-ups and drop-offs can be requested. Prior to the scheduled start of 9 am, the time between 8 am to 9 am bus is available for pre-booked and unscheduled pickups subject to availability.

Through the Community Transportation Grant program, the province is providing municipalities with $30 million over five years to support local transit and intercommunity bus service in areas that are currently unserved or underserved by public transit. This program was established to make it more convenient for Ontarians, including seniors, students, youths, persons with disabilities and others to access essential services in their communities and travel between cities and towns. Programs such as this are continually reviewed by the City to determine potential alternatives to the current conventional transit operations.

4.3 Provincial Offences

Note: Due to significant changes in the current state of service provision due to the COVID-19 pandemic and resulting actions taken by the Ministry of the Attorney General, the development of future state recommendations for Provincial Offences was discontinued. The objective of the review had been to review the costs associated with City staff's requirement to travel to a satellite court location, and to identify virtual options for the City to represent itself for provincial offences related matters. Due to COVID-19, the Ministry of the Attorney General has permitted virtual options (including videoconferencing) for all trial matters, and therefore staff are not required to travel to the satellite location.

4.3.1 Service Description

Tickets and fines incurred by members of the public under the *Provincial Offences Act* are handled by municipally run courts. The City of Kenora Court Services catchment area includes Kenora, Red Lake, Ear Falls, and Sioux Narrows/Nestor Falls. The service is overseen by the Enforcement Division Lead and is supported by Provincial Offences Act Clerks and a Municipal Prosecutor. The service also requires collaboration with the Ministry of Attorney General, Ontario Court of Justice (Justices of the Peace), Ontario Provincial Police (OPP) (and other enforcement agencies) and private legal counsel when required.

4.3.2 Objectives of the Review

- Review costs associated with staff time and travel
- Identify opportunities for virtual or other methods for representation of the City

4.3.3 Framework Focus Areas

The 2 areas reviewed from within the SDR framework include:

- **Cost**: Services are provided cost-effectively relative to the services being provided and the benefits realized.
- **Resources**: Required resources are in place to carry out roles and responsibilities at expected service levels. This can include human resources (e.g., in terms of competencies, expertise, or staffing levels) as well as other types of resources (e.g., financial), and whether there are existing or potential capacity constraints.

4.3.4 Detailed Findings

Strengths

The review of documentation and consultations with stakeholders identified a number of strengths in how Provincial Offences are currently provided, including:

  - **Strong relationships within Court Administration**: Staff identified that the current workload is manageable, and that they held solid working relationships with their partners in court administration.

Challenges

Gaps identified in the current state delivery of Provincial Offences include:

- **Large catchment area leading to potentially hazardous travel**: Due to the large catchment area of the Kenora court services, staff are required to travel on a monthly basis to the satellite office in Red Lake. The distance is significant, and during winter months there are often hazardous conditions which make staff feel unsafe.

Preliminary Opportunities

Opportunities to capitalize on strengths and address gaps in the delivery of Provincial Offences may include:

- **Discuss long term options for virtual court operations with the Ministry of the Attorney General** [16]: Pending an update to the provincial legislation that would allow virtual options across all provincial Offences, an opportunity would be to discuss long term options applicable to court appearances within Kenora District, and at minimum for Red Lake Court during circumstances such as hazardous weather conditions.

- **Explore safety applications and develop a standard operating procedure for staff travel:** Pending an update to the provincial legislation that would determine future court operations, it is likely that in person court appearances would resume even if to a lesser degree. It is recommended that a standard operating procedure for safe travel be developed, which includes guiding principles and process around:
  - Consolidating staff trips during the summer/spring season in order to avoid risk of winter driving;
  - Develop a communications protocol around weather alerts if winter travel is required for internal staff communications, as well as with MAG staff; and,
  - Explore a safety driving app for staff in order to be aware of staff location and ensure safety precautions are being taken.

4.3.5 Service Profile

Accountability Structures

On October 23, 2000, the administration of the *Provincial Offences Act* for the Kenora Court Services Area was downloaded from the Province of Ontario to the City of Kenora. The Kenora Court Services Area includes Kenora, Red Lake, Ear Falls, and Sioux Narrows/Nestor Falls.

[16] Due to COVID-19, the Ministry of the Attorney General has currently reduced services and prohibited in-person *Provincial Offences Act* proceedings until further notice. Kenora is not an early resolution centre and therefore cannot use virtual options under current legislation. Court operations are limited at this time and trials are being rescheduled. The Ministry however is currently undergoing a review of virtual options to continue to provide services past the state of emergency. This would reduce the instances of travel required by Kenora staff to the secondary Court services location.

Under the *Provincial Offences Act*, s. 162 (1), "The Attorney General and a municipality may enter into an agreement with respect to a specified area, authorizing the municipality to, (a) perform courts administration and court support functions, including the functions of the clerk of the court, for the purposes of this Act and the Contraventions Act (Canada); and (b) conduct prosecutions". The *Provincial Offences Act* outlines the Rules of Procedure governing Provincial Statutes as well as several minor federal offences. Municipalities administer courts where most provincial offence cases are tried, and they also prosecute many of these cases. Common offences include:

- Speeding
- Driving without a license
- Driving without insurance
- Suspended driving
- Disobeying traffic signs
- Parking infractions
- Public intoxication
- Trespass to property.

Figure 15: Provincial Offences Organizational Chart

Service Levels

Service standards have been identified within the Memorandum of Understanding (MOU) between the City and the Province and all municipal partners are required to perform their contract as stated under the Transfer Agreement.

Resources

The service is overseen by the Enforcement Division Lead (1 FTE) and is supported by 2 full-time Provincial Offences Act Clerks (2 FTE) and a Municipal Prosecutor (1 FTE). The Enforcement Division Lead also provides oversight of By-law enforcement, and therefore their role is split between these two areas. The POA Clerks accepts filing of provincial offences, responds to public inquiries, schedules trials, take payments and is also clerk/Monitor of the Court. In delivering this service, City of Kenora staff regularly liaise with Justice of the Peace, however Justice of Peace do report to the Ministry of the Attorney General.

Facilities: Court services are provided in two locations, one within City Hall in Kenora, and a satellite location in the Red Lake courthouse (Red lake). The satellite court location is at Red Lake Criminal Court which is rented out once per month. It was noted that there are some challenges in obtaining space in Red Lake as the Criminal Court activities take precedence over provincial offences court administration.

Process

Ontario Provincial Police issue provincial offences which are the majority of offences handled by the Kenora Court Services. Provincial Offences laid out by the Ministry of Natural Resources, Ministry of Labour, Training and Skills Development and Ministry of Transportation are also within purview, however, count for a minimal number of offences.

Part 1 Offences are filed with the Provincial Offences team within 7 days of issue. Part 3 Offences require a mandatory court appearance where defendant can plead voluntary guilty and pay fine or request a trial. Offences are entered into the Icon system by the POA Clerks.

Staff are required to administer court in person at Red Lake, the satellite court, approximately 12 times a year. The site is approximately 300 km away from the City of Kenora.

The team previously conducted a review of several internal processes for efficiencies, and made updates including providing interpreter services through audio rather than in person which resulted in time and cost savings.

Technology

Under the state of emergency, judicial pre-trials have been permitted by the Province through audio or video conference. Though the service is provided in municipally run courts, it is restricted by provincial statutes which currently do not allow for virtual options outside of the state of emergency. In-person proceedings are still not allowed to be conducted. However, the Ministry of the Attorney General is currently undergoing a review to determine if technology can be used to increase participants' ability to access courthouse services using remote means, such as by the electronic filing of court material, remote scheduling processes, and remote hearings. However, a current barrier that the satellite court locations are facing is a lack of broadband internet to conduct virtual meetings. If these barriers are addressed, and the current measures put in place are extended beyond the state of emergency, this would reduce the instances of travel required by Kenora staff to the secondary Court services location.

Cost

The net revenue from the provincial offences is shared between Kenora and the partner municipalities, including Red lake, Ear Falls, Sioux, and Nestor Falls based on a memorandum of understanding which outlines the funding and revenue allocations for the municipality and the Attorney General.

Please see the table below for an overview of revenues and expenditures for 2018 and 2019.

Table 6: Provincial Offences Budget (2018 – 2019)

	2018		2019	
	Budget	Actual	Budget	Actual

Revenues	$554,700	$600,929	$504,000	$449,707
Expenditures	$473,142	$480,634	$467,033	$429,815
Net Revenue (Loss)*	$81,558	$120,295	$36,967	$19,892

**Net revenue reflects Kenora's ratio of shared revenues.*

In particular, travel related costs (noted under *Court Monitor Fees*) were $2,219 in 2019. In relation to the overall budget, these costs were less than approximately 1% of the expenditures. Though costs related to travel are minimal, there are productivity costs related to travel. Presence at the satellite location involves a full day of travel outside of the time spent in court proceedings which can lead to lost productivity of approximately 12 days per year, per staff member. Since there is also a backlog of cases, minimizing/removing travel time allows increased staff time to manage the current backlog.

Other Analysis

Jurisdictional Scan Highlights

As part of the jurisdictional review, Optimus SBR interviewed Jody Kontzie, Supervisor Court Services & Payment Processing at the City of Thunder Bay. Thunder Bay has 5 satellite court office locations, and of those 5, one location is a fly-in. The office averages upwards of 22 trips per year to the satellite locations with combining trips for efficiency. The fly-in location was determined as one that was not considered safe for driving due to several factors, including:

- There is road access to the site, however it is a single lane road and 3-4 hours drive with dangerous conditions during the winter; and,
- Little to no hotel, restaurant or amenities on the road in case of bad weather, car or other emergencies.

The costs of the flights are split evenly between the City and MAG through reimbursement. Prior to restrictions on travel due to COVID, the office would fly to this location 2-3 times a year. In order to make this more efficient, the cases are booked together.

For the other 4 locations, where staff are driving to reach the location, they often pair up two of the closer locations together. By doing so they are minimizing travel to Thunder Bay, however, are required to do so over two days due to travel time and for there to be sufficient time in court. In the event of weather conditions that may make travel difficult, the Justice of the Peace makes the decision on whether to cancel court and contacts the Supervisor at the City to inform them. The Supervisor is then required to contact staff to ensure that they are aware of the cancellation via phone. The Supervisor also contacts staff to ensure that they have reached home safe, as there is no other way to ensure the safety of the staff member. The City is currently exploring the addition of the "Lone Worker Safety" application, which allows for GPS tracking and easy check in for staff once they have reached their respective locations.

It was noted that due to the current restrictions in place that have restricted travel to the satellite locations, there has been a significant uptake in productivity. Travel time accounted for the better half of the day, allowing for only several hours in court. Without having to account for travel time, the team has been able to use a full day of court and is moving through their significant backlog much more efficiently. The team has also saved costs from renting the satellite facilities, as well as expense reimbursements. The team was also considering continuing virtual court appearances for those offences where it is permitted and consolidating in person court appearances during the summer months to reduce the risk of winter driving.

4.4 **Community Services**

4.4.1 Docking

4.4.2 Service Description

The City of Kenora owns or otherwise controls numerous waterfront properties and water lots that are used for mooring, launching, and other boating purposes. The City of Kenora has both private and public docking and launching facilities available to access Lake of the Woods and Winnipeg River. The Dock and Anchorage bylaw helps City staff regulate the usage of City-owned access points.

4.4.3 Objectives of the Review

- Identify opportunities to reduce the cost burden of docking parking services.
- Review alternative service delivery models and approaches to docking administration and maintenance for municipalities.

4.4.4 Framework Focus Areas

The 3 areas reviewed from within the SDR framework include:

- **Accountability Structures:** Accountability structure and oversight,, where appropriate and more generally organizational structure, roles, responsibilities, and accountability are clear for effective decision making, operations, and minimizing duplication. This also involves looking at how services align with or support strategic priorities.
- **Cost**: Services are provided cost-effectively relative to the services being provided and the benefits realized.
- **Resources**: Required resources are in place to carry out roles and responsibilities at expected service levels. This can include human resources (e.g., in terms of competencies, expertise, or staffing levels) as well as other types of resources (e.g., financial), and whether there are existing or potential capacity constraints.

4.4.5 Detailed Findings

Strengths

The review of documentation, consultations with stakeholders, and the jurisdictional scan identified a number of strengths in how Docking services are currently run, including:

- **Alignment with City's branding**: City of Kenora brands itself as *North America's Premier Boating Destination.* Providing services such as docking, parking, launching, etc. to residents and non-residents align well with City's brand.

- **Convenient and easy to access locations**: The City docks were reported to be in convenient locations for both seasonal and day-use renters. The day-use renter can easily park their boats and visit the city for shopping and other purposes.

- **Balance between overall supply and demand of City docks:** The number of slips along City docks is enough to manage the demand the City receives for both seasonal and day-use.

- **High retention rate with seasonal renters**: It was reported during stakeholder engagement that there is a high retention rate amongst seasonal renters.

Challenges

Gaps identified through the current state analysis include:

- **Limited cost recovery in operating the day-use slips and launching:** The City does not charge any usage fee for the day-use slips or for operating the launching service. Based on 2017-2019 data, the average level of subsidy to operate each day-use slip is $243 per year. It was noted that other municipalities charge a small user fees to operate the day-use slips or launching which are either collected through an honour system or through staff booth in the docking areas.

- **Manual processes and tracking**: The current process for managing the dock permitting involves using MS Excel to list all the City docks along with the necessary details such as type of renter, name, availability, etc. Each year City staff tracks the status of docks on a worksheet to renew or issue new permits. The process involves manual data entry and tracking, making the process of dock permitting time-consuming and inefficient.

- **Vacancy of seasonal slips adversely impact the cost recovery**: Stakeholders reported that due to variance in demand across docking areas, Water Street and Coney Island Beach docks have a higher seasonal vacancy rate as compared to other City docks. Some of the factors that impact the demand of the docking areas are availability of parking spots and proximity to commercial areas (e.g., the Harbourfront docking area requires dockers to walk a bit to reach to the commercial areas). The docks that are at complete capacity might have a waitlist of people wanting to get a permit for a docking slip in that area. However, the docks that have vacant slips results in ongoing operational and maintenance cost for those vacant slips without generating any revenue.

Preliminary Opportunities

Opportunities to capitalize on strengths and address gaps may include:

- **Continue to provide docking services:** Two key reasons why the City should continue to provide the docking services are:
    - **City's Branding:** The City has branded itself as *North America's Premier Boating Destination* which, as reported by the staff, has created expectations amongst the residents to receive docking services from the City.

    - **Income generating:** The average revenue from docking service is approximately $65,321. The City generates on average net income of $20,685 in providing docking services to its residents and non-residents.

- **Consider reducing the subsidy provided for docking service:** To reduce the subsidy levels the City could consider the following opportunities.
    - **Determine the subsidy level target:** Based on the past financial information, customer needs and future predictions, the City should work with the Council to determine the subsidy level target for delivering the Docking Services. The City currently provides $60,000 per annum to support the operations of docking services.
    - **Pursue a combination of the following opportunities to reduce the subsidy level:**

        - **Reduce seasonal dock vacancy rate:** The City, in 2019, had an 11% vacancy rate (12 seasonal slips). The 12 vacant seasonal slips are still required to be operated and maintained, leading to a revenue loss. The City could follow the below strategies to manage the vacant slips:
            - **Advertise the slips:** The City could advertise the vacant slips to capture the opportunity to increase revenue and reduce cost and thereby reduce the subsidy levels.
            - **Provide incentive:** The City could consider incentivizing potential users (maybe the ones on waitlist for other locations) to rent a seasonal dock at a vacant location. These incentives could be in the form of discounts (say 5%-10%).
        - **Increase the seasonal permit user fee**: Based on the number of seasonal slips, the City charges on average $710 per seasonal slip per year (the calculation is done by dividing the total expected revenue across all season slips by the number of seasonal slips). The City could consider increasing the seasonal permit user fee to reduce the subsidy level. The City's seasonal permit fees are significantly lower than what the private marinas charge. A slight increase in the seasonal permit fee can help bridge the gap between private and City's seasonal permit fee.
        - **Convert day-use docking slips to seasonal slips:** Based on the discussion with the stakeholders, it was noted that the demand for the seasonal slips might increase in the future as a nearby marina had recently closed. The City could consider converting some of the day-use docking slips to seasonal slips. Doing so will allow the City to meet increased demand and further reduce the subsidy levels. The City does not charge any usage fee for the day-use slips.
        - **Charge a user fee for launching service and day-use**: The City provides launching and day-use services but does not charge user fee for delivering the service. A review of other municipalities' docking services revealed that a small user fee is generally charged for launching and day-use fees. The municipalities engaged during the review collect launching service fee through an honour system. For the 73 day-use slips, the City approximately spends $17,709 to operate the day-use slips. The City

could consider the following options to recover cost of launching service and day-use slips:

  - Charge a small user fees for day-use slips, some municipalities have it free for the first few hours (e.g., 4 hours) and then charge a small fee.
  - Charge for launching services, some municipalities charge a small fee to launch and park the boat and the trailer. The City does charge parking fees associated with delivering the launching service.

- **Assess the need for having weekly or monthly user permits**: Some municipalities engaged during the process charge a higher rate to non-residents for the docking permits or day-use. Though we don't want to suggest charging a different rate to the non-residents as they provide a significant economic contribution to Kenora's economy. The City should assess if there is a need from visitors for weekly or monthly permits and consider having options for permits that better serve their user needs and potentially support recovering the cost of operations.

- **Digitization of docking permitting process**: The current permitting process is manual and time-consuming. The City should explore the possibility of identifying tools or systems that can help automate parts of the process such as tracking, follow-up reminders, etc. Also, the City should explore if the payments for a docking user fee for both seasonal and day-use renters can be made online, similar to other City services.

- **Analyze docking maintenance and repair trends over time to optimize operating and capital expenses:** The City has recently installed a tool called Maintenance Manager (module within CityWide) which is a work order creation and tracking tool. The work order creation and tracking can help provide useful information to understand service levels, repair time, etc. The City can track this information over a period of time and then analyze the data to assess the key trends such as repetitive maintenance of certain slips/docks that may indicate capital investments for longer term stability and sustainability of operations. Once the analysis is done the City should consider setting service target to create efficiencies. The service level parameters may include repair turnaround time, cost of repair, etc.

4.4.6 Service Profile

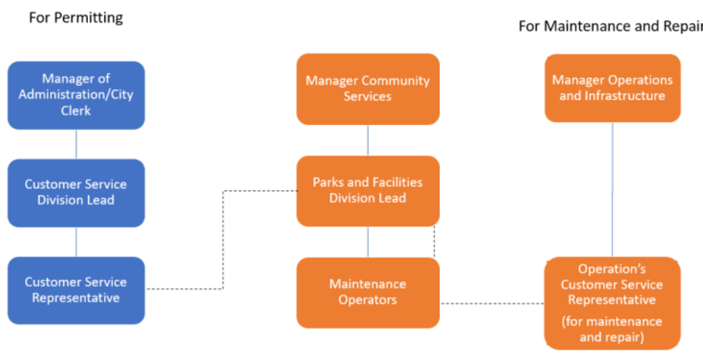
Accountability Structure

The accountability structure for docking is categorized based on the type of work associated with docking:

- **Permitting:** Permitting is managed by the Customer Service Representative within the Administration/City Clerks Department who reports to the Customer Services Division Lead.
- **Maintenance and repair:** Repairs are managed by the newly appointed Operations' Customer Service Representative who resides in the Community Services Department and reports to the Parks & Facilities Division Lead. The Operations' Customer Service

Representative initiates the maintenance and repair request by creating a workorder in the Maintenance Manager (additional details regarding the use of Maintenance Manager can be found under Process).

Figure 16 Docking organizational structure



The docking services are regulated by the Docks and Anchorage by-law 49-2016 which sets the direction for each of the City-owned access points with specific conditions for each such as docking time limit, areas requiring a permit, and prohibited use.

Service Levels

The City has two types of slips for docking – seasonal and day-use. 111 slips are seasonal, and 73 slips are day use (4-hours).

The docking services are delivered for a duration of 6 months every year from May 1st to Oct 31st. Below is an overview of all City docks along with the type of renters and vacancy status.

Seasonal Docks (2019 data)

Table 7 City of Kenora seasonal docks

Docking Area	Total Slips	9 Type of Renter 10			1 Total Rented Slips	2 Total Vacant Slips	Vacant slips that cannot be used	4 Net Vacant Slips
		Resident	Non-Resident	Other				
Water Street	23	14	2	0	16	7	3 *(low water and high wake zone)*	4
Harbourfront	37	26	4	0	30	7	2 *(high wake zone)*	5
Keewatin Federal	18	14	2	2 *(small boat use only)*	18	0	0	0
Keewatin Arena	8	7	1	0	8	0	0	0
Coney Island Beach	25	11	9	0	20	5	2 *(low water)*	3
TOTAL	**111**	**72**	**18**	**2**	**92**	**19**	**7**	**12**

- 11% (12 vacant slips out of 111) of City docks were vacant for the year 2019.
- 78% (72 out of 92) of all rented slips were rented by the City of Kenora residents.
- Keewatin Federal and Keewatin Arena docks were identified as high-demand docks with no vacancies.

Day-Use-Docks (2019 data)

Table 8 City of Kenora day-use docks

Docking Area	Number of Slips
Harbourfront	32
Keewatin Arena	4
Keewatin Wharf	7
Matheson Street	12
Main Street South	12

Discovery Centre	6
TOTAL	73

The City's docking services in some regions may compete directly with the private marinas in the region. The private marinas neighbouring the City docks include Devils Gap Marina, First Avenue Docking, Harbourview Docking Norman Bay, Main Street Docking, Northern Harbour, Tall Pines Marina, Two Bears Marina, Water Street Docking, and Winnipeg River Marina. The private marinas charge a premium for providing the docking services as they provide additional services such as parking, loading cargos on the boat, better staffing support, etc. Though the City is not in direct competition with the private marinas but some users may prefer private marinas over City's docking services. The table below compares City's seasonal permit fee to the seasonal permit fee of private marinas:

Table 9 Rate comparison between private Mariana docks and City docks

Private Marinas	City's Docking Service
• Private sector location 1 - \$1,500 (includes 1 parking spot) • Private sector location 2 - \$1,400 (includes 1 parking spot) • Private sector location 3 – \$1,500 (includes 1 parking spot and ice) • Private sector location 4 - \$1,395 n (includes 1 parking spot**)**	• Keewatin - \$825.00 (includes 1 parking spot) • Harbourfront Dock A - \$825.00 (includes 1 parking spot) • Water Street - \$632.50 • Coney Island - \$632.50

Resources

The Docking Service has the following key tasks associated with its operations:

- *Permitting:*
  - The Customer Services Division Lead (1 FTE) and Customer Service Representative (1 FTE) are involved in the permitting of docks. For both the resources, managing and supporting docking services is not a full-time role. Since docking is a seasonal service, staff spend more time between March and October on docking services than during the remainder of the year. The Customer Service Representative would spend around 1-2 hours per week on docking services between April and May.
  - The role of the Customer Service Representative entails issuing annual docking permits and tracking vacant slips and offering them to potential renters. The tracking is performed using MS Excel.

- *Repair and Maintenance:*
  - The Operations' Customer Service Representative (1 FTE) who utilizes the Maintenance Manager tool is notified of the repair and maintenance request. The Operations' Customer Service Representative creates a workorder that initiates

the maintenance and repair request. Any maintenance and repair request is managed by the Maintenance Operators. This is a new process that will be implemented in 2021.

Process

The permits are generally issued in the following order:

- The holder of the dock permit is expected to provide a completed application by May 31st of the boating season and will be given a priority to review their application.
- When permits become available, they are generally issued on a "first-come, first-serve basis".

The maintenance issues are generally reported in the following order:

- The holder of the dock permit is expected to report any maintenance or repair issues to the Operations' Customer Service Representative.
- The Operations' Customer Service Representatives enters inquiries into Maintenance Manager which automatically creates a work order. The system notifies the Parks and Facilities Division Lead of the workorder and then they assign a Maintenance Operator or the Facilities Maintenance Coordinator to complete the maintenance request.
- Once the maintenance request is completed, the Operator or Coordinator is expected to close the workorder.

Technology

Most of the docking permitting involved manual entry and tracking of information. It was reported that due to the lack of an online system, all information is captured in MS Excel. Also, the process for collecting user fees and submission of permit applications are both performed manually. Renters either pay cash or send cheques directly to the Administration/Clerks Department. For maintenance issues, the City has recently installed Maintenance Manager, a tool that will help create workorders and eventually capture the essential information related to docking. This may include maintenance turnaround time, cost to complete repair and maintenance, capital investment requirements, etc.

Cost

Note: the financial information used below is based on the Excel document shared by the Manager of Community Services through Tourism and Recreation Services Division Lead on Sep 22, 2020.

User fees from seasonal slips are the primary source of revenue for the docking service. The user fee charged for seasonal slips were slightly increased in 2018/19. Factors that contribute to the cost of running the docking service include staff wages, contract services, material and supplies, repair and maintenance, and taxes and licenses. Taxes and licenses contribute approximately 50% of the total expenditure for running the docking service. Also, the Council provides $60,000 per annum for operating expenses that include maintenance of the docking slips. The annual Docks Repairs and Maintenance expenditure in 2018 was $2,255, and in 2019 the expenditure was $2,290. The annual Docks Materials and Supplies expenditure in 2018 was $4,080, and in 2019 the expenditure was $4,992. The breakdown of revenue and expenditure associated with running the docking service is provided below:

Table 10 City of Kenora docking financial information

Overall Docking Operating Revenue and Expenses (Actual)			
Year	**2017**	**2018**	**2019**
Revenue*	$62,705	$65,103	$68,155
Expenses	$53,648	$41,387	$38,874
Net Income/(Loss)	$9,057	$23,716	$29,280
Average Net Income/(Loss)	$20,685		
Seasonal Docks Operating Revenue and Expenses			
Revenue**	$62,705	$65,103	$68,155
Expenses***	$32,364	$24,967	$23,451
Net Income/(Loss)	$30,342	$40,136	$44,703
Average Net Income/(Loss)	$38,394		
Average Profit per Seasonal Slips	$346		
Day-Use Docks Operating Revenue and Expenses			
Revenue	$ -	$ -	$ -
Expenses	$21,284	$16,420	$15,423
Net Income/(Loss)	($21,284)	($16,420)	($15,423)
Average Net Income/(Loss)	($17,709)		
Average Subsidy per Day-use Slip	($243)		

Docks Approp Fr Reserves is not included as part of the revenue
***All revenue is attributed to Seasonal Docks since the City does not charge for Day-Use Docks*
****Based on the number of Seasonal and Day-Use docks, 60% of expenses are attributed to Seasonal Docks (111 docks) and 40% of expenses are attributed to Day-Use Docks (84 docks). Assuming the City spends the same amount in operating both Seasonal and Day-Use Docks*

Other Analysis

As part of the jurisdictional review, Optimus SBR interviewed Jim Millar, Director of Parks and Recreation, Town of Brighton and John Conrath, Lockmaster, The District Municipality of Muskoka. Optimus SBR also conducted a web-scan to gather related information.

Leading Practices

The following has been identified as the leading practices related to docking:

- **One-stop-shop for docking permitting and maintenance**: Interview with the peer municipality identified that both permitting, and maintenance services are provided by a single City department. The docking service is led by a single individual who is a single point of contact for both docking permitting and maintenance. For the Town of Brighton, a Harbour Master is responsible for permitting and reporting maintenance/repair issues. The Harbour Master works with the Town on a 6-month fixed-rate contract.

- **Digitization of docking processes**: The interview reported that municipalities have started using online platforms to issues permits, track the status and availability of docks. Using an online portal makes the process more efficient and less time-consuming. Also, municipalities have started collecting online payments that could save staff the hassle of collecting and managing payments through cash or cheque.

- **Develop an annual progress report**: Municipalities provide an annual report to the Council to share the progress, challenges, key issues, and trends with the Councilors. Annual reporting helps get buy-in from the Council and other key municipal stakeholders. Annual reporting could help keep track of the focus areas and allow for continuous improvement.

- **Build relationships with neighboring municipal and private partners**: The interview reported that the docking service providers need to stay connected to their neighboring docking service providers to understand, learn, and implement the best practices. These could include, user fee structure, customer feedback and complaints, and other services that could help improve efficiencies and customer experience.

Jurisdictional Highlights

The table below compares rate of City of Kenora docking service with that of Town of Brighton and District of Muskoka (City of Gravenhurst):

Table 11 Jurisdictional benchmarking information

	City of Kenora	Town of Brighton	District Municipality of Muskoka (City of Gravenhurst)
Number of slips	Seasonal: 111 Day-use: 73	Seasonal: 14 Day-use: 5-7	Seasonal: None Day-use: 80
Seasonal rate	$632.5 - $825 based on the location	$ 37.5/foot	Not applicable since all slips are day-use
Day-use rate	No charge	$ 1.5/foot/day *No charge for the first 4-hours, flat daily rate is charge after that*	$4/meter/day (1 meter = 3.2 feet) *No charge for the first 3 hours, flat daily rate is charged after that*
Launching service rate	• No charge	• Seasonal Launch Pass - $55 • Daily Launch Pass - $5	• Considering charging a fee for launching service as some of the neighbouring municipalities and private marinas charge a fee

4.5 Museum

Note: The City of Kenora has "The Muse", which is a combination of the Lake of the Woods Museum and the Douglas Family Arts Centre. As the Arts Centre was opened in October 2019, which was quickly followed by the COVID-19 pandemic, there has been limited public's access to this Centre. To this end, the Museum profile listed below focuses on the Lake of the Woods Museum. For transparency, public engagement did not focus solely on the Museum, and as such, there is the possibility that responses may have focused on the Arts Centre. However, due to the ongoing pandemic, this profile will focus mainly on the Lake of the Woods Museum (the Museum).

4.5.1 Service Description

The Lake of the Woods Museum (the Museum) has been created to collect, preserve, research, exhibit, and interpret the visual arts, material culture, photographs and documents and artifacts of historical, scientific, and cultural interest that serve to illustrate the human history of the City of Kenora. This important undertaking includes the region's first peoples and the founding settlement, and the development of Rat Portage, Kenora, Keewatin, Jaffray Melick, and Lake of the Woods for the purpose of the education, enjoyment, and entertainment of the public. As the City has continued to grow and change, the Museum has continued to grow with it, with a desire and some programming that are designed to engage the community and create a dialogue with the residents of the region.

4.5.2 Objectives of the Review

- Understand the current operating model including costs, staffing levels, hours of operations, and volume of visitors.
- Benchmark the current operating model to municipalities with similar characteristics (location, population size, etc.).

4.5.3 Framework Focus Areas

The 2 areas reviewed from within the SDR framework include:

- **Service Levels**: Service level expectations are clearly articulated/documented and are appropriate. This will also involve investigating whether the service is meeting its target outcome(s) in terms of timelines, quality, or effectiveness for partners, businesses, or residents.
- **Resources**: Required resources are in place to carry out roles and responsibilities at expected service levels. This can include human resources (e.g., in terms of competencies, expertise, or staffing levels) as well as other types of resources (e.g., financial), and whether there are existing or potential capacity constraints.

4.5.4 Detailed Findings

Strengths

The current state analysis the following strengths associated with the Lake of the Woods Museum:

- **Museum's areas of focus are often aligned with or above other neighbouring Museums engaged during the process:** Through interviews, data and document analysis, and benchmarking activities, it was determined that the Museum performs well in comparison to neighbouring museums. Specific areas of the review included:

    - **Municipal subsidy level:** The approximate municipal subsidy applied to the Museums engaged during this process demonstrated that Kenora performs quite well overall (note: additional information can be found in the Jurisdictional Scan Highlights section of this report):
        - **Lake of the Woods Museum:** 55% - 60% of total operating expenditure
        - **Thunder Bay Museum:** 77% of total operating expenditure
        - **Sault Ste. Marie Museum:** 62% of total operating expenditure

      While the Lake of the Woods Museum has a lower municipal subsidy level, this does not imply that the Museum is underfunded. Rather, this implies that the Museum's revenues are healthy, and do not need excessive municipal levies to maintain operations at a breakeven level.

    - **Number of annual visitors:** The approximate number of annual visitors that visit the Museums demonstrated that the Lake of the Woods Museum is quite effective at enticing the community to come to the premises:
        - **Lake of the Woods Museum:** 12,000 (City of Kenora population (2016) – 10,687[17])
        - **Thunder Bay Museum:** 12,000 (City of Thunder Bay population (2016) - 93,952[18])
        - **Sault Ste. Marie Museum:** 10,000 (City of Sault Ste. Marie population (2016) – 66,313[19])
    - **Revenue as a percentage of gross expenditure:** The Municipal Study 2019[20] report compares the revenue as a percentage of gross expenditure across Museums in Ontario. The value for most Museums ranges from 0% - 30%. The report identifies the Lake of the Woods Museum at 22% which is on the higher end of the range, indicating the Museum does better than other Museums in Ontario in terms of generating revenue.

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[17] Government of Canada, S. (2019, August 09). Census Profile, 2016 Census Kenora [Population centre], Ontario and Ontario [Province]. Retrieved January 11, 2021, from https://www12.statcan.gc.ca/census-recensement/2016/dp-pd/prof/details/page.cfm?Lang=E&Geo1=POPC&Code1=0406&Geo2=PR&Code2=35&SearchText=Kenora&SearchType=Begins&SearchPR=01&B1=All&GeoLevel=PR&GeoCode=0406&TABID=1&type=0

[18] Government of Canada, S. (2019, August 09). Census Profile, 2016 Census Thunder Bay [Population centre], Ontario and Ontario [Province]. Retrieved January 11, 2021, from https://www12.statcan.gc.ca/census-recensement/2016/dp-pd/prof/details/page.cfm?Lang=E&Geo1=POPC&Code1=0935&Geo2=PR&Code2=35&SearchText=Thunder+Bay&SearchType=Begins&SearchPR=01&B1=All&GeoLevel=PR&GeoCode=0935&TABID=1&type=0

[19] Government of Canada, S. (2019, August 09). Census Profile, 2016 Census Sault Ste. Marie [Population centre], Ontario and Ontario [Province]. Retrieved January 11, 2021, from https://www12.statcan.gc.ca/census-recensement/2016/dp-pd/prof/details/page.cfm?Lang=E&Geo1=POPC&Code1=0739&Geo2=PR&Code2=35&SearchText=Sault+Ste.+Marie&SearchType=Begins&SearchPR=01&B1=All&GeoLevel=PR&GeoCode=0739&TABID=1&type=0

[20] Municipal Study 2019. (2019). Retrieved 2021, from https://www.wellington.ca/en/resources/2019-Final-Report-BMA.pdf

- **High satisfaction of current Museum visitors:** As identified in the community survey conducted during the review, most respondents are either very satisfied or satisfied with the Museum's programming, displays, information, staff, hours of operations, and user fees (additional information can be found under Service Level section of this profile). In addition, approximately 30% of respondents visited the Museum 9 or more times a year (see additional details under Service Levels section).

- **Skilled and engaged team:** The interviews and survey identified that the Museum team members have a strong sense of collaboration, commitment, and knowledge to maintain a high-level of programming and operations. Of the survey respondents who have visited the Museum, 90% are either very satisfied or satisfied with the Museum staff.

- **Engagement from the Muse Board:** Stakeholder engagement identified that the Museum Board is operationally active in providing guidance and advice to the Museum leadership team and staff. The Board members meet formally every month and takes an active role in formulating and recommending policies and regulations relating to the operations of the Museum.

Challenges

Gaps identified through the current state analysis include:

- **Marketing activities are not fully matured, and awareness initiatives can be further improved:**
  - The Museum uses multiple marketing channels such as its website (Museum's website and the City's website that links to the Museum's website), social media, radio advertising, media releases, etc. to create awareness about the Museum's programs, events, exhibits, and other items. However, while multiple channels are employed there is no clear target demographics or goals set for different channels. Rather, these are used to capture the broadest set of residents/visitors without clear definitions of "success".
  - There are not formal reviews done to determine how effective a marketing program was at attracting visitors, value for money, or reaching specific demographics.
  - While there are multiple channels used to attract and inform visitors, the public survey for this engagement found a desire to have *more* engagement and marketing activities. Moreover, the survey identified that 54% of respondents who have not attended the Museum in the past do not plan to visit in the future. The key reasons identified were:
    - Limited awareness about Museum programming, events, and exhibits.
    - Lack of interest in visiting Museums
    - Admission fee

    Though the admission fee was identified by some respondents, the number of comments was few, and Optimus SBR's overall analysis identified that the admission fee is comparable to other neighbouring Museums and in some cases, the admission fee is actually lower.

- It should be noted that as part of its strategic planning process, the Museum is looking at marketing activities. As such, this challenge can be at least partly addressed through that activity.

- **Informal ways of understanding visitors and community need and expectations:** Historically, the Museum has collected information related to visitor and community need and expectations through strategic planning processes, staff conversations, and the odd survey, but there is no formal methodology for actively collecting and tracking visitor feedback. A limited understanding regarding visitor needs and expectations can adversely impact the way the Museum structures and deliver its programs, events, and exhibits. Further, this can tie into the evaluation of marketing programs/activities. While the survey conducted for this engagement found that most Museum visitors are satisfied with the Museum services, this is still an area that can be further reviewed and addressed.

- **Limited digitization of Museum artifacts and collections:** While the Museum has started making efforts in digitizing its photographic collection, which includes photos from a local newspaper, it has mostly been opportunistic and informal in approaching these activities. The main reason cited for the lack of formal movement on these activities was the human resources cost required of the Museum to digitize its portfolio and artifacts. However, leading practices found that Museums across Ontario are digitizing their collections to create new revenue streams, support long-term conservation, and increase public engagement and access[21].

- **Limited use of local partners and associations to create awareness and increase visitors to the Museums:** The Museum has some informal relationships with local schools and libraries and is a member of local and provincial associations. However, these partnerships and opportunities have not been formalized, and there are greater opportunities to work together and build awareness of the Museum, increase the visitor base, and support other arts institutions in the City and region

Preliminary Opportunities

Opportunities to capitalize on strengths and address gaps may include:

- **Continue to grow and mature the Museum's marketing activities and initiatives:** To streamline the Museum's marketing initiatives and activities, the Museum should consider the following:

    - **Assess the impact of current marketing initiatives and channels:** The Museum should assess the impact of its current marketing initiatives to determine if the right channels are being used to reach the target audience. It was noted that the Museum currently uses social media channels for regular updates. The impact, initiatives, and communication could be assessed using tools like google analytics. It is important to note that the Museum does the assessment informally but has

[21] O. (2019). Sector profile: Cultural heritage. Retrieved 2021, from https://www.ontario.ca/document/environmental-scan-culture-sector-ontario-culture-strategy-background-document/sector-profile-cultural-heritage

not formalized the assessment and insights that can help refine the use of marketing channels. Key metrics should be tracked to understand the impact of these communication efforts.

  - **Create clear goals and targets:** Once the Museum has successfully assessed its existing marketing channels and initiatives, the Museum should consider defining goals and targets for individual channels and initiatives. Areas/metrics for considerations may include return on investment (per channel), target demographics, response rate, number of impressions, cost per acquisition (for visitors), etc.

- **Develop formalized processes to capture user feedback, needs, and expectations:** The Museum should look to formalize efforts to gather user feedback, needs, and expectations. This can be achieved through either the development or deployment of regular, standardized surveys. Additionally, to understand how the current programming is meeting visitor expectations, brief voluntary questionnaires can be provided as users exit the Museum to indicate their level of satisfaction for the day, and any issues, challenges, or changes they would like in the future. Having a stronger understanding of user needs and expectations can also inform the way the Museum structures its marketing campaigns and initiatives, and the programs, events, and exhibits the Museum should promote. In addition, an enhanced understanding of user needs can help identify the barriers for people not interested in visiting the Museum and how the Museum can leverage existing members and visitors to build more awareness.
- **Undertake a review to determine the cost and effort required to digitize parts of the Museum collection and develop online programming:** To align with leading practices, and continue to operate effectively during the ongoing COVID-19 pandemic (and any future, similar events), the Museum should continue to develop its online collection and offerings. The Museum should undertake a review to assess the cost and effort required to digitize parts of its collections. As the Museum potentially takes on the digitization initiative it should consider the requirements such as human resources, tools, and technologies, return on investment, impact on the community, etc. A potential source of accessing the funds for this initiative could be Museum reserves. If the Museum does decide to use the Museum reserve for this initiative, it should identify ways of replenishing the reserve fund over a period of time. Digitization will not only allow the Museum to continue to engage its current visitors but will also expand the Museum's reach to other regions and audiences. Thereby expanding the target visitor audience and revenue opportunity.
  - An initial opportunity to pursue digitization activities would be the collection of photographs that the Museum has and finding a way to get these online and in a unique collection to tell the story of Kenora through photos and associated news headlines and snippets.

- **Strengthen relationships with existing partners and associations to increase awareness and enhance programming:** The Museum should look to formalize its partnerships with various stakeholders across the City and in the surrounding region. This will allow the Museum to develop innovative methods to further build awareness, enhance programming, and potentially increase the Museum's revenue. Some of these initiatives could include:

- Formalizing agreements with schools and school boards, including to continue developing programming for children and young adults. This would include both online and in-person programs and offerings.
    - For example, other municipal museums have developed online programming that can be provided to students and others…
    - Additionally, the Kenora Museum could look to leverage how it pairs school field trips to ensure students are able to come visit the premises, in addition to the regular school visits that the Museum staff makes each year. This could be expanded to other school visits to the Discovery Centre whereby schools could go to both venues in a single day.
- Build on the current partnership with the Twilight Theatre Group to present the history of the production company, and have nights where theatre performances are followed by receptions at the Museum, with actors and others mingling with visitors.
- Consider leveraging existing partners and associations to discuss ways in which the associated parties can support each other in terms of increasing awareness and building programs.

4.5.5 Service Profile

Service Levels

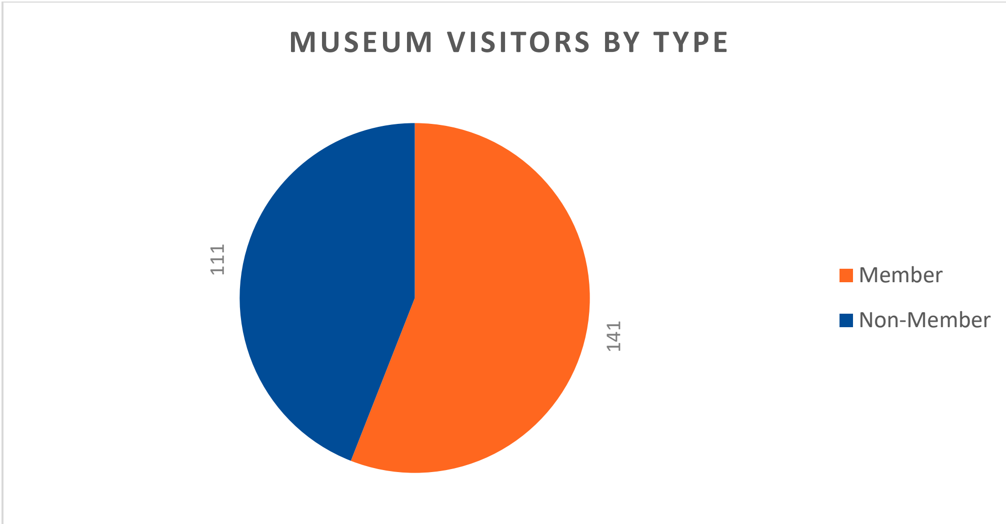
As part of the review, a community survey was conducted to identify the level of service for various services under review. The City asked questions related to the Museum to assess the community's overall experience, satisfaction levels, and areas of opportunities for the Museum. 54% of respondents who have not attended the Museum in the past indicate they do not plan to visit in the future. The key reasons identified were:

- Limited awareness about Museum programming, events, and exhibits
- Lack of interest in visiting Museums
- Admission fee

Though the admission fee was identified by some respondents, the number of comments was few, and Optimus SBR's overall analysis identified that the admission fee is comparable to other neighbouring Museums and in some cases, the admission fee is actually lower.

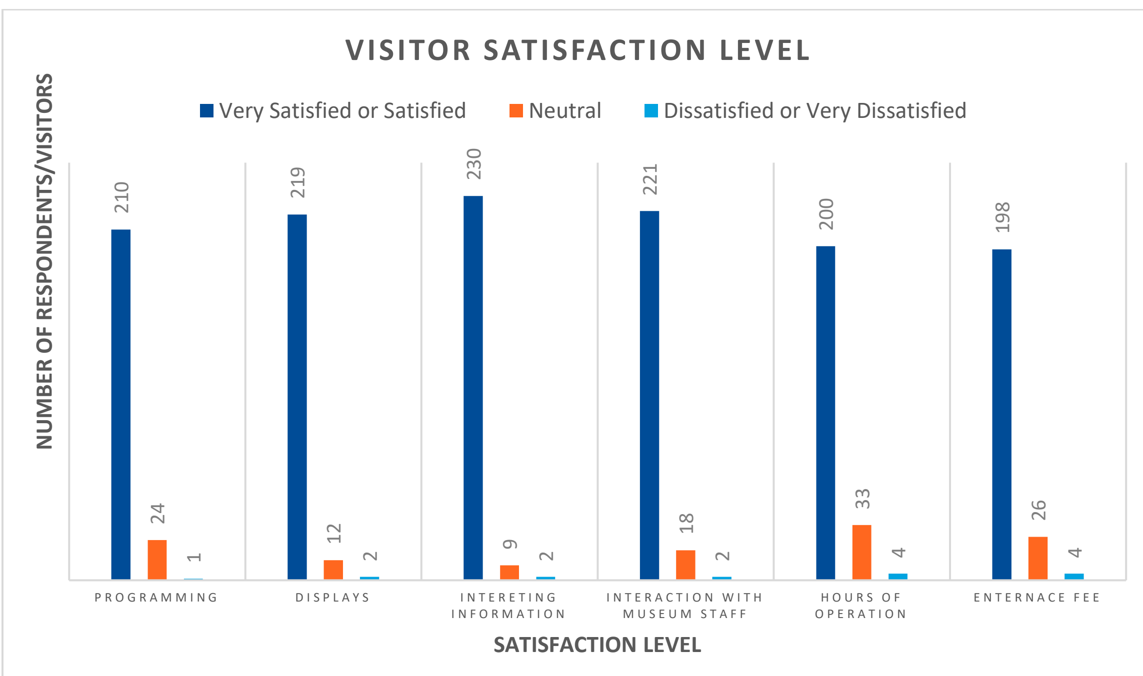
Of the 430 residents and non-residents who responded to the survey, 254 have visited the Museum at least once and identified themselves as members or non-members. The proportion of visitors that are members (56%) vs. non-members (44%) is spread relatively evenly. Figure 2 provides a split of Museum visitors between members and non-members.

Figure 17: Museum visitors by type



Based on the survey result, most people who visited the Museum in the last 3 years are "very satisfied" or "satisfied" by the programming, displays, information, staff, hours of operations, and entrance fee/value for money. The figure below shows the satisfaction level of visitors with different aspects of the Museum.

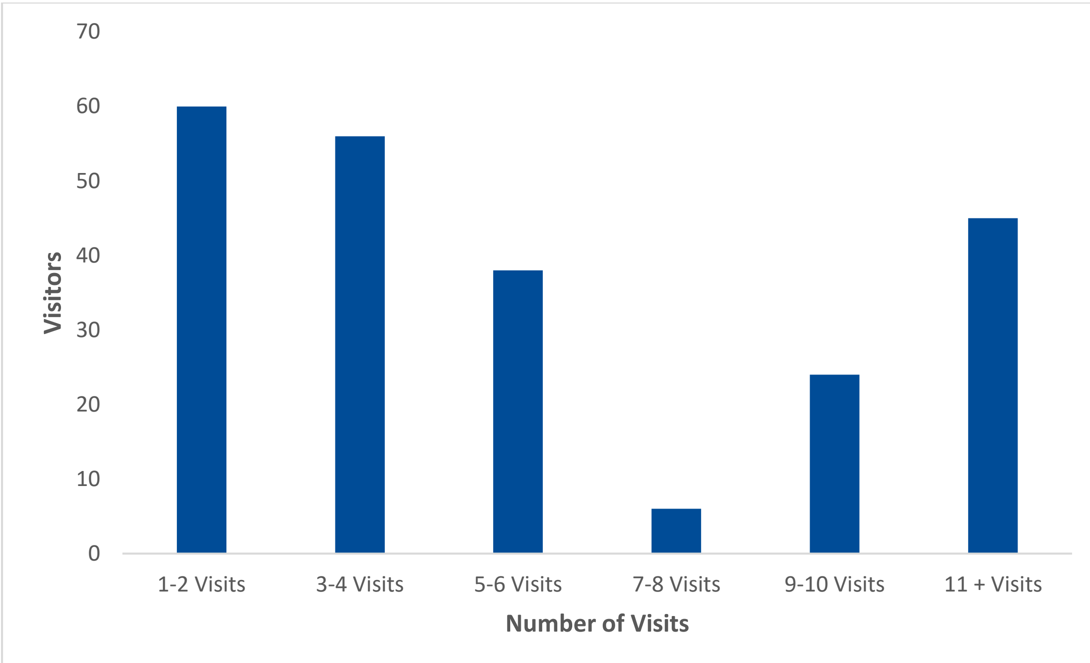
Figure 18 Museum visitor satisfaction levels



Of the 229 people that responded to the survey question related to the number of visits to the Museum in the last 3 years, most visitors indicated that they visit the Museum between 1-4 times.

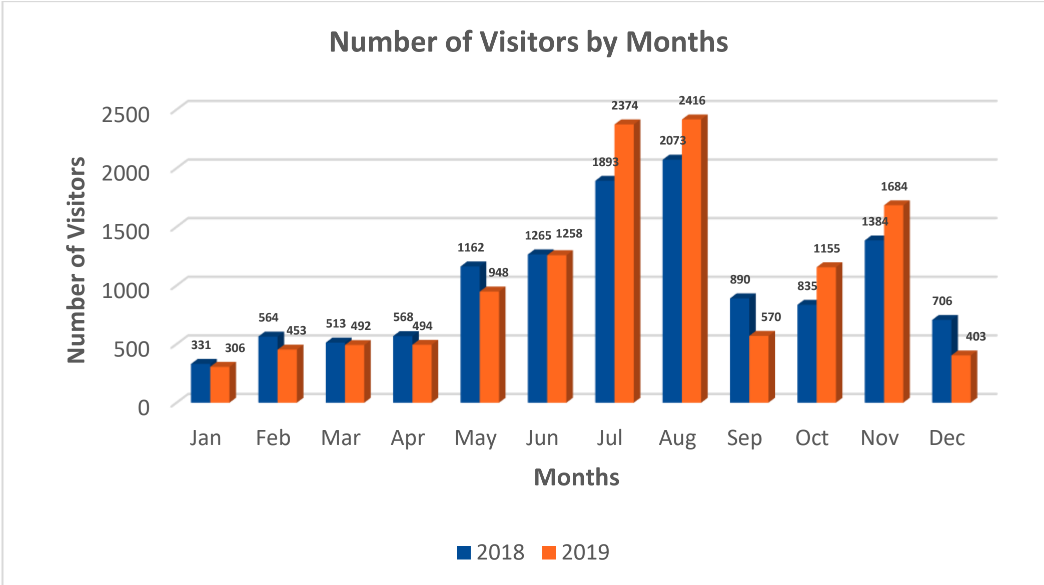
An interesting fact to note is that almost 30% of respondents visited the Museum 9 or more times a year. The table below provides the breakdown of visitors by the number of visits to the Museum.

Figure 19 Breakdown of visitors by the number of visits



Due to the seasonal nature of the City's population, The Museum sees significantly higher demand during the summer months when the Museum operates 7-days a week. The Thunder Bay Museum experiences a similar pattern during the summer months due to a large number of tourists visiting the region. Of the total number of annual Museum visitors, around 45% visit between June – August. The graph below shows the varying number of visitors for the years 2018 and 2019.

Figure 4 Number of visitors by months (2018 and 2019)



The Museum offers various types of memberships that include:

- Individual
- Family
- Patron
- Institutional
- Sustaining
- Sponsor
- Benefactor.

Resources

The Museum is led by the Museum Director who oversees 2 full-time staff and 2 part-time summer student staff. The staff is responsible for service delivery, achieving the Museum's goal of collecting, preserving, researching, exhibiting, interpreting, and promoting the Museum. About 92% of the survey respondents/visitors said they are either "very satisfied" or "satisfied" with the Museum staff.

The Museum also has a network of 75 volunteers that help manage the fluctuating visitor demand and provide regular advice. Subject to availability, there are 3 to 4 days each week where the Museum has partial volunteer coverage (usually from 10 AM to 1 PM, but occasionally afternoons).

Cost

Note: the financial information in the table below (Table 1) was provided by the Manager of Community Services. We understand that the information was validated through discussion with the Finance Department.

Please see the table below for an overview of revenues and expenditures for 2018 and 2019. About 20% of the revenue is generated through user fees, including memberships, admission fees, gift shops, book sales, etc. Special funding and grants contribute about 19% to the revenue. Staff wages contribute around 45% - 50% of the total expenditure. The total municipal subsidy provided is approximately 56% - 60% of the total operating expenses. The Thunder Bay Museum and the Sault. Ste. Marie Museum reported that during most years they are able to either recover the cost or make a profit through their Museum operations (additional details can be found in the Jurisdictional Scan Highlights section). Due to some of the recent changes (e.g., change in Executive Director, etc.) they might have experienced a small loss, but are predicting breakeven or profit during the next few years.

Table 12 The Museum budget (2018 and 2019)

Year	2018 (Actual)	2019 (Actual)
Revenue*	$ 524,660	$ 474,717
Expenditure**	$ 521,318	$ 527,793
Net Income (Loss)	$ 3,342	($ 53,076)
Annual Funding from the City	$ 315,102	$ 293,417
Subsidy percentage	60%	56%
Note: ** includes the funding provided by the City, user fees, and grants. The amount does include any donations.* *** does not include the amount transferred to the City and KLWRCF*		

Other Analysis

Leading Practices

The leading practices that The Museum may leverage to improve its operations are as follows:

- **Building a digital infrastructure can help continue to engage various demographics:** Due to COVID-19, the current user base across many Museums may not be able to make in-person visits to the Museums. Focusing on programming and webinars that can be delivered online can help with the continuous engagement of the current members and may attract some new members. The Thunder Bay Museum's website has a section called *Visit Thunder Bay from Home*[22] that provides links to Thunder Bay Museum's web exhibits and live webinars[23]. The Sault Ste. Marie Museum has recently developed a historical tour app that allows the visitors to take a virtual tour of the Museum using a smartphone application.

[22] Visit Thunder Bay From Home. (n.d.). Retrieved January 11, 2021, from https://www.visitthunderbay.com/en/plan-your-trip/visit-thunder-bay-from-home.aspx
[23] Virtual Exhibits. (n.d.). Retrieved January 11, 2021, from https://www.thunderbaymuseum.com/exhibits/virtual-exhibits

- **Develop tools, strategies, and best practices on using digital technology and social media to enable public access and to create connected networks:** The Museum should make effective use of social and digital channels to efficiently engage with its target audience and connect with broader community groups. The Museum should collect general demographic trends of its environment and analyze the needs of its target audience to assess which digital and social media channels will be more effective. The Thunder Bay Museum and the Sault Ste. Marie Museum uses Facebook and Google to reach their target audience and analyze the information to better assess their user needs. Given the recent rise in TikTok users in Canada, the Sault Ste. Marie museum has started using the application to continue to connect with its current and potential visitors.

- **Undertake regional forums with museums, other not-for-profits, and the private sector, to promote museums and identify shared interests[24]:** The Museums should meet with key private-sector leaders, cultural heritage sector allies, etc., to talk about key initiatives and goals, the relevance of museums to the economy (provincially and locally) and community building. Meetings held in cooperation with local museum networks, local councils, and other partners can help enhance the relevance of the Museum in the community by attracting more visitors.

Jurisdictional Scan Highlights

As part of the jurisdictional review, Optimus SBR interviewed Scott Bradley, Executive Director at the Thunder Bay Museum, and William Hollingshead, Executive Direct & Chief Curator at the Sault Ste. Marie Museum. The table below compares the operating parameter (2019 data) of the three Museums, the values for the Thunder Bay Museum and the Sault Ste. Marie Museum is approximated:

Table 13 Jurisdictional benchmarking

Operating Parameter	Lake of the Woods Museum	Thunder Bay Museum	Sault Ste. Marie Museum
Total Revenue	$ 474,717	$ 540,000	$ 332,000
Total Expenditure	$ 527,793	$ 546,000	$ 400,000
Net Gain/(Loss)	($ 53,076)	($ 6,000)	($ 68,000)
Subsidy level	$293,417, 56% of Muse's total annual expenditure of $527,793	$420,000, 77% of the total annual expenditure of $546,000	$246,000, 62% of the total annual expenditure of $400,000

[24] ONTARIO'S MUSEUMS 2025 LOOKING AHEAD. (2015). Ontario Museum Association. https://members.museumsontario.ca/sites/default/files/members/docs/OntariosMuseums2025_LookingAhead.pdf

Operating Parameter	Lake of the Woods Museum	Thunder Bay Museum	Sault Ste. Marie Museum
Key funding source	Municipal funding	Municipal Funding	Municipal Grant. The Museum applies for the grant every year.
Staffing level	3 full-time staff	6 full-time staff	2 full-time staff
	2 summer part-time students	2 part-time staff	5 part-time staff
	0 contract staff	17 contract staff	--
	75 volunteers	30 volunteers	2-3 volunteers
Hours of operations	Sep-May • Tue – Sat 10 am -5 pm July – Aug • Open daily, 10 am – 5 pm	Labour Day to June 14 • Tue – Sun 1 pm – 5 pm June 15 to Labour Day • Open daily, 11 am – 5 pm	Year-round: • Tue - Fri - 9:30 am - 5:00 pm • Sat - 9:30 am to 5:00 pm • Sunday - Monday - Closed
Volume of visitors	Number of members • 2018 – 365 • 2019 – 428 (corresponds with the Art Centre's original opening) Average monthly visitors • 1046	Number of members • 260 Average monthly visitors • Approximately 1000	Number of members • 100 Average monthly visitors • Approximately 800
Membership Fee	Individual $45 *Muse, Thunder Bay, and Sault Ste. Marie has other types of memberships too*	Individual $30	Individual $25
Admission Fee	The Museum **or** the Arts Centre • Adults – $5 • Seniors (ages 65+) – $4 • Students (ages 6-17) – $4 • Groups (pre-arranged) – $4 • Family (adults and children under 18) – $15 The Museum **and** the Art Centre • Adults – $8 • Seniors (ages 65+) – $6 • Students (ages 6-17) – $6 • Groups (pre-arranged) – $6 • Family (adults and children under 18) – $20	• Adults – $3 • Children (6-17) – $1.50 • Children under 6 are admitted for free	• Adults - $8 • Students and Seniors - $6 • Family (4 relatives) - $20 • Museum members and children below 5 – free • 2 for 1 admission for Ontario College of Teachers

Operating Parameter	Lake of the Woods Museum	Thunder Bay Museum	Sault Ste. Marie Museum
Annual Marketing Budget	~ $8,000	~ $10,000	~ $7,000

4.6 Recreational Services

4.6.1 Service Description

Recreation Services at the City of Kenora refers to the various programs and facilities operated by the City to support healthy living, community building, and the community at large. These programs are run through City-owned facilities. The facilities and programs that are typically offered by the City include:

- Swimming Pool (Aquatic Centre)
  - Swimming Lessons
  - Free Swims
  - Pool Rentals
  - Swim Club
  - Hot Tub
  - Sauna
- Fitness Centre
  - Free Weight Training Area
  - Personal Training
  - Walking Track
  - Gymnasium
- Arenas
  - Ice Skating
  - Hockey
  - Figure Skating
  - Hockey Academy
  - Skating Lessons
- Baseball Diamonds
  - Baseball Programs
- Other Facilities and Programs
  - Skatepark
  - Tennis Courts
  - Various Day Camps

Recreation Services, due to their nature and the location of the programs, are intrinsically linked to other City divisions and teams, including:

- Facilities Management – Who maintain the facilities and assets, ensuring that preventative maintenance, emergency repairs, and other general maintenance activities are conducted as required. Kenora has included a Facilities team as a part of the Recreation Division (see Resources section below).
- Community Services – Who often are the main body responsible for working with various community groups to ensure appropriate programming and supports are offered.

For this service, we will focus mainly on the recreational services provided through various City facilities to identify how these are programmed and maintained.

4.6.2 Objectives of the Review

- Identify opportunities to reduce subsidization of recreational services
- Review recreational programming and hours of operations to find efficiencies and alignment with resident needs

4.6.3 Framework Focus Areas

The 2 areas reviewed from within the SDR framework include:

- **Service Level:** Service level expectations are clearly articulated/documented and are appropriate. This will also involve investigating whether the service is meeting its target outcome(s) in terms of timelines, quality, or effectiveness for partners, businesses, or residents.
- **Cost**: Services are provided cost-effectively relative to the services being provided and the benefits realized.

4.6.4 Detailed Findings

Strengths

The current state analysis identified the following strengths associated with delivering recreation services:

- **Most City users are satisfied with the recreation services provided by the City:** The Optimus SBR team conducted a public survey that identified that a large portion of recreation facility users are either "satisfied" or "very satisfied" with the features of various City recreation facilities. The features include programming (fitness classes, swim lessons, pool), interaction with staff (friendly, helpful, knowledgeable), hours of operations, user fees, and cleanliness of facilities.

- **Hours of operations aligned with other jurisdictions:** The hours of operations for the City's recreational services are aligned with other jurisdictions. In addition, 75% of survey respondents identified that they are either "satisfied" or "very satisfied" with the City's hours of operations for recreation services.

- **Dedicated staff with a willingness to collaborate with other departments:** Staff demonstrates a strong desire to support residents in a timely, efficient, and meaningful manner and work closely with the Parks and Facilities division. Throughout the stakeholder engagement, it was noted that there was a high willingness for continued collaboration between the two teams to provide better programming and support to the community.

- **Momentum to make positive changes:** With a lens of continuous improvement, the department looks to make changes that can have a positive impact both on the community and the operations of the facilities. Some of these changes include updates to the fitness center, online facility bookings, the addition of Maintenance Operators to the Tourism and Recreation Services Division, and updates to various fees and rates.

- **Reporting and data collection:** The reporting and data collection of the Department has been vastly improved in the previous three years. Today the department proactively collects and reports metrics that include facility and program usage, issues and risks, and other items to Council. While this is a good first step, there is more that can be done to continue this path of improvement, which is further addressed below as an enhancement opportunity moving forward.

Challenges

The current state analysis identified the following challenges associated with the delivery of recreation services:

- **Limited financial and utilization information:** While the City reports the revenue and expenses associated with each recreation facility, and conversations have begun between the Recreation and Finance Departments to track more granular data, multiple data caveats make detailed analysis very difficult and time consuming. These include:
    - Staff costs are not associated with each individual general ledger stream, making it difficult to understand that expense line for each facility, although this may be changing with the introduction of a new timesheet system.
    - While there are some program attendance numbers that are kept in offline, unconsolidated spreadsheets, there is no singular, centralized place to see program/activity attendance for day use patrons.
    - Due to a number of financial reporting changes, the data has not yet normalized and as such financial data associated with each facility is continuing to change. *This is a problem that will be solved through time, and with no additional major changes.*

- **Limited formal, systematic surveying and tracking of user needs and satisfaction levels:** While this engagement conducted a survey for the public to better understand its perceptions on the City's Recreation Services, this is not a frequent activity. Rather, the current state of user satisfaction is generally informal, and not tracked. While the users of Recreation Services generally are seen as being open and forthcoming with the items they like and those that they would like changed, this does result in an inability to formally track the information and identify clear trends and patterns. This ultimately limits the City's ability to monitor and enhance programming and identify investment opportunities that is based on user feedback.

- **Lack of a formal Recreation Strategy:** While the City has a number of smaller, tactical strategies in place to drive program and facility enhancements (e.g., the upcoming fitness centre equipment leasing strategy), there is no overarching Recreation Strategy that guides long-term planning efforts. The lack of a formal Recreation Strategy results in the City being more susceptible to making long-term investments or decisions by reacting to short-term feedback or desires. Furthermore, without a strategy, Recreation staff are unable to clearly and directly link how their work and the more tactical strategies advances the goals of the City's recreation plan.

Preliminary Opportunities

Based on the current state analysis, the following preliminary opportunities were identified:

- **Development of a Recreation Strategy**: The development of a long-term Recreation Strategy aligns with leading practices in other jurisdictions and ensures that there are long-term goals and activities that the City can use to direct its investment and programming decisions. A long-term strategy can be used to help bring together the various smaller, more tactical strategies and plans currently in place or being considered. Future tactical activities can then be tied to a pillar, and the City will have confidence that these activities are advancing the long-term goals and plans of Kenora.

- **Developing a more formal, systematic method of gaining user satisfaction and feedback**: The City should develop a formal, systematic method by which user feedback and satisfaction is tracked and monitored for trends over time. This can take place in the form of online or in-person surveys, satisfaction questionnaires, and ensuring a clear customer service process is in place that logs and tracks complaints/issues. Creating a more formal feedback system, in addition to the informal system currently in place, will ensure that the City has the ability to leverage user satisfaction and information to help drive decision-making, in addition to other data and inputs.
    - A tactical example of this would be conducting user satisfaction surveys/activities to determine satisfaction with the upcoming fitness equipment leasing program. This will ensure that the City understands reactions and perceptions of the program and can help guide decision-making on future equipment leases.

- **Implementing a standardized timeline and process to review rates/fees for all facilities/programs:** The City has historically been stagnant and reactive when raising fees or rates. This is because there has been no clear process by which it reviews the rates and fees for users of its programs and facilities. A standardized, two-year timeline should be implemented for every program and facility the City provides, ensuring that the City continues to keep program costs with the cost of inflation and other regular increases (e.g., increases in staffing or utilities costs). As part of this process, each program/facility should have the rates of at least two comparator or like municipalities, ensuring that these are aligned with others.

4.6.5 Service Profile

Accountability Structure

Recreation Services is overseen by the Manager of Community Services, who is responsible for reporting the activities of the team to Council. This department was recently merged with the Tourism department, and as such, the Manager of Community Services has the Tourism and Recreation Services Division Lead as a direct report. The division is responsible for delivering the services and programs to the community while collaborating with other City departments. The Recreation portion of this division has both full and part time staff, with a listing of approximately twenty (20) full time staff, nine (9) part-time staff, and fifteen (15) part-time students. The full organizational chart is shown in the Resources section below.

Figure 20 Tourism and Recreation Services Organization Structure

Service Levels

When examining Recreation Services, there are a number of indicators and service levels that can be examined to understand efficiency and effectiveness, which ultimately have a direct impact on the subsidization levels for facilities and programs. Some of the important service levels to monitor and consider include:

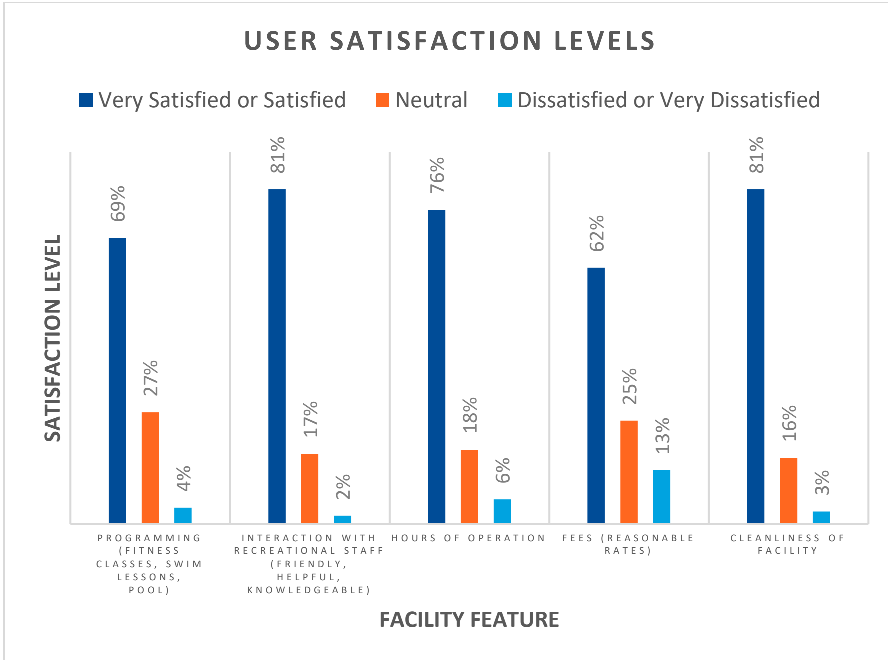
- **Program offerings broadly** – The variety of programs that the City offers through its various facilities, including how often these are run and when (i.e., the number of sessions per year) are a core responsibility of the Division.
    - Having a clear process by which programs are reviewed, altered, or discontinued is critical to ensure that the investment in resources (including equipment, space, and human resources) is being adequately received by the public.
- **Program fill rates** – For those programs that require registration, how often are these meeting the minimum number of registrants, and how often are these achieving the maximum number of registrants.
    - Using this information will support in determining if programs should be continued, modified, or discontinued.
    - Kenora does have minimum numbers for their various programs and uses this information to support program offerings from session to session.
- **Drop-in program attendance rates** – Similar to registration program fill rates, these provide an easy and fast method to determine how popular and well received drop-in programming is with the public.
    - This can help identify if there are drop-in programs that are so well received they require additional days/times/classes. Similarly, this can identify if there are programs that the public is not interested in attending.
    - Kenora does not track this systematically, however, does use a form of these numbers to support broader programming decisions.
- **Detailed program costs** – For each program that is offered there should be a strong understanding of both the direct (e.g., planning, scheduling, staffing) costs, as well as the indirect costs (e.g., maintenance requirements or capital asset reserve fund deposits).

    - In addition to these costs, there should be an understanding of the revenues for each program. For a program that requires registration, this should include understanding the minimum number of registrants required to run, as well as the maximum. There should be a clear understanding of the program cost to the public, and if the program is revenue neutral, revenue generating, or operates in a deficit.
    - Kenora has begun to track information such as the items listed above, which is a large improvement when compared to three years ago. However, there appears to be opportunity to further improve these activities through the use of tools and templates (e.g., a program cost calculator).
- **User satisfaction levels** – Beyond attendance and fill rates, the public should be actively polled and consulted to identify if and how programs are meeting, missing, or exceeding their expectations. Furthermore, this tool should be used to identify how programs can improve.
    - This is a powerful tool that can help determine if the public is pleased with the quality of programming/services, as well as the cost of these (i.e., users approving of the value for money of services).
    - Kenora currently relies mainly on informal feedback channels, and does not conduct formal, systematic, and tracked user satisfaction activities.
- **Hours of operation** –It is important to ensure that the times that the public wants to be able to access facilities and programs they are given the opportunity to do so (pandemic restrictions not included).
    - While it is not realistic or possible to be open 24/7, ensuring that the hours are flexible and aligned with others (i.e., comparator municipalities, private sector).
    - Below analysis shows that Kenora is largely aligned with comparator municipalities.

The above items outline most of the possible service levels that can be examined at any point in time to determine how programming can and should be tweaked. As was noted in some of the sub-bullets above, Kenora was able to provide some of this information, however, it does not have all the items listed above, as it continues to hone its data capture and usage to ensure it is fit for purpose. . The main service levels that were critically reviewed for this engagement were user satisfaction and hours of operation. To objectively measures these service levels, the Optimus SBR team conducted a public survey, which had over 250 respondents. Some of the main questions focused on the hours of operation, as well as usage of the various City facilities.

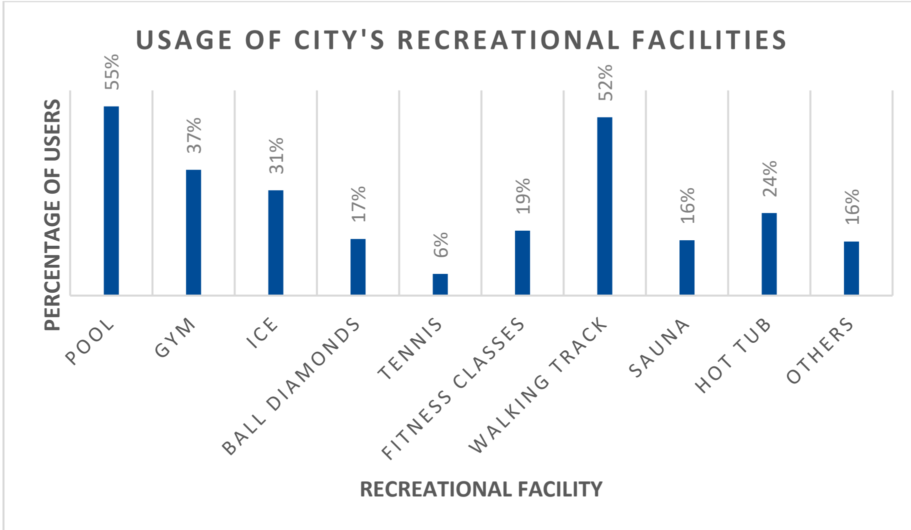
Overall, it was noted that the hours of operations for the City of Kenora’s recreation facilities are well aligned with that of other jurisdictions. As noted in the graph below, 76% of survey respondents are either “satisfied” or “very satisfied” with the hours of operations. Overall, a large percentage of users are “satisfied” or “very satisfied” with the recreation services provided by the City.

Figure 21 User Satisfaction Level (based on survey responses)



When looking at the facilities most often used by the public, survey respondents noted that the Fitness Centre and the Pool are the two most utilized facilities for the City. The following graph represents the usage of Recreation facilities by survey respondents.

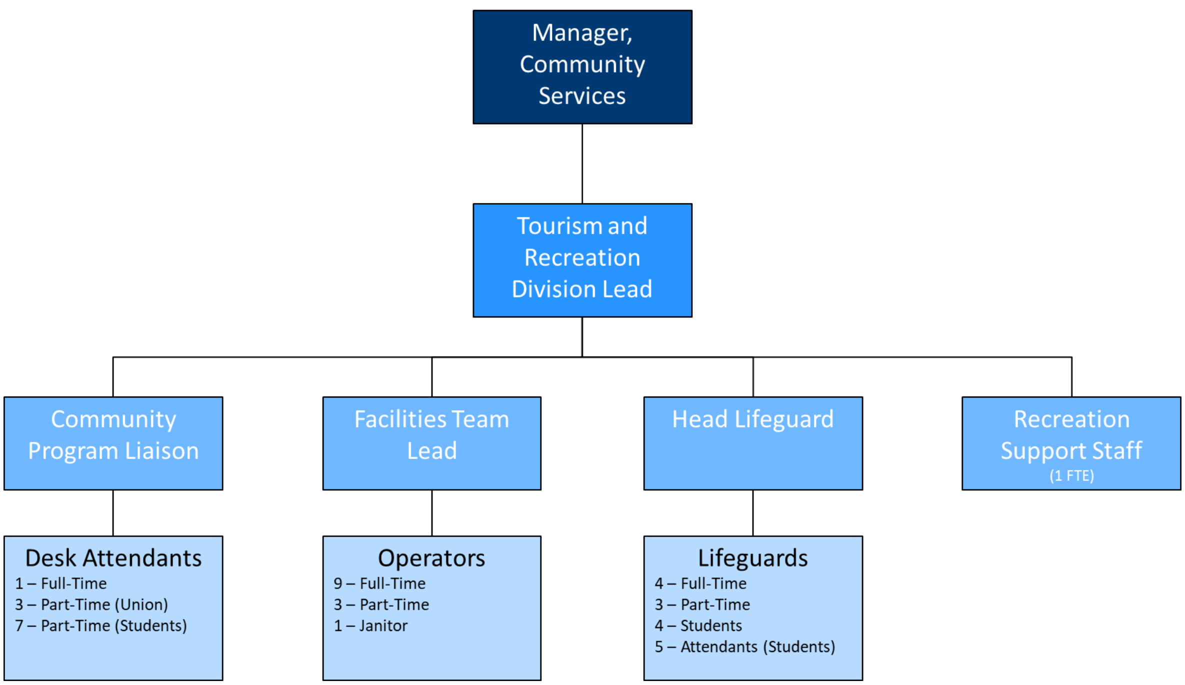
Figure 22 Usage of Recreation Facilities (based on survey responses)



Resources

While the Division itself includes both Tourism and Recreation Services, this review focuses specifically on the Recreation component of the Division. The Recreation team is comprised of 20 full-time staff, 9 part-time staff, and 15 part-time student staff. The team itself is structured as follows:

Figure 23: Recreation Staff's Organizational Chart (excluding Tourism)



As can be seen from **Error! Reference source not found.**the figure above, the Recreation team does include Facilities Operators, ensuring that the facilities are adequately attended to and that preventative and emergency maintenance is centrally managed through the Team Lead. This process will be further enhanced through the integration of the CityWide's Maintenance Manager module.

The above organizational structure does deviate from some norms that are found in more traditional Recreation Services (and/or Parks and Recreation) departments in other municipalities. Namely, the City has a greater number of full-time staff in direct service-delivery positions than might be found in other municipalities. This includes having full-time Maintenance Operators or Lifeguards, as these are often (i.e., not always) part-time staff to reduce staffing costs for municipalities. In discussion with Community Services leadership, the team believes that this slightly different organizational model results in less turnover within the positions, longer tenure, greater institutional knowledge, and further refines and supports service delivery.

Process

There are a number of key processes that are required to ensure that Recreation Services continues to function efficiently and effectively. Some of these processes include:

- **Ongoing program reviews** – Critically examining the full suite of programs offered to determine if these should be continued, discontinued, or altered. This process largely ties into various other service levels described above, but includes:
    - An understanding of the minimum number of registrants required to run a program (either from a regulatory perspective or from a profitability perspective).
    - An understanding of the maximum number of registrants into a single program/activity/class (e.g., swimming lessons will have a maximum number of participants to instructors for safety purposes).
    - A review of the expenses and revenues associated with each program should be conducted, including both direct and indirect costs.
    - A review of drop-in programming should focus on ensuring programs offered are those that users want, in timeslots that they can attend and appreciate.
    - Kenora currently does this through an informal process, in which it meets with staff and contractors to review program fill rates and attendance rates to determine if the current state is acceptable, should be modified, or if the program should be cancelled.
- **Marketing and communication of facilities and programming** – If the public is unaware of the programs and facilities available, then the programs will never be successful. Marketing is the first tool responsible for informing and attracting users to attend classes, sign up for memberships, and support the City's recreation efforts.
    - This is also an effective communication tool that can be used to address common challenges that municipalities face. Through effective marketing and communication activities the public can be made aware of how and when things are changing (e.g., class timing changes, rate changes, new offerings), why things may be changing, and the impact that users can expect. This can help to ensure that the public understands the bigger picture and can effectively mitigate complaints.
    - Kenora currently undertakes some marketing activities, however, these can likely continue to mature and grow on a cost effective basis in the future through social media.

- **Customer service processes** – Front desk staff and those responsible for service delivery are always the front-line in receiving and responding to any number of customer service inquiries, challenges, or complaints. Maintenance Manager is used to log the complaint for resolution. Kenora has some processes for this, and the broader topic of Customer Service is addressed in its own Service Profile.
- **Facilities maintenance and work orders** – While not a part of direct Recreation Services provision, Kenora does have a Facilities Maintenance component, as noted in the Resources section above. Working with this team is crucial, as it is important to understand how work orders are received, processed, and actioned so that the facilities remain in good working order and that the repair activities do not negatively impact the delivery of services. Kenora has recently invested in CityWide's Maintenance Manager module, which will be used to move towards an electronic work order program and to begin tracking maintenance activities at a more systematic and granular level.

Through the course of this review, the main process discussed by stakeholders was customer service concerns. Currently, any issues or customer inquiries are either directly managed by the staff (mostly the front desk staff) or escalated to the Division Lead if appropriate. Maintenance related issues require coordination between the Division Lead and the Facilities Lead, however, it should be noted that this will be changing in the near future with the introduction of Maintenance Manager.

Technology

There has been a recent push by the City to digitize the service delivery of Recreation Services from a customer service perspective. The City has updated its website to allow users to buy memberships and book facilities. In addition, the website has been updated to better organize the information to enhance the user experience.

As has been noted in sections above, Kenora uses CityWide to support general asset management activities, and has rolled out the Maintenance Manager module to support facilities maintenance and work order processing. This will effectively digitize what are currently manual and often not well tracked processes, and will allow for future enhancements to the process, data capture, and evidence-based decision-making for the City.

Cost

As noted in the Objectives of the Review section, one of the core goals is to reduce the subsidies and municipal levy applied to the various facilities. This can take shape in multiple ways, from either reducing the dollar figure applied to each (i.e., raising revenues while decreasing expenses), or by improving the value of the subsidies applied (i.e., maintaining current subsidy levels, but having more users benefit or use the service).

To better understand the current subsidies applied to each cost centre, the table below was developed. When aggregated, the overall subsidy level for Recreation Services was approximately 61% in 2019 and 64% in 2018.

***Note**: The information in the table below is based on the financial documents shared by the City of Kenora. It was noted during the current state analysis that the data provided is a good approximation of the current state, however, due to various tracking and data enhancements, the* *information has not yet normalized. As such, these numbers may be different depending on the original dataset used in the calculations, but were agreed as being a good indication of current subsidy levels for each facility/cost code.*

Table 14 Recreation Service Financials

			2018		2019	
Number	**Category**		**Budget**	**Actual**	**Budget**	**Actual**
730	KRC Complex*	Revenue	$ 557,200	$ 597,157	$ 548,500	$ 615,558*
		Expenditure	$ 1,208,506	$ 1,448,497	$ 1,274,445	$ 1,698,533
		Difference	$ (651,306)	$ (851,340)	$ (725,945)	$ (1,082,975)
		Subsidy %	54%	59%	57%	64%
733	MSFC Pool	Revenue	$ 156,000	$ 173,139	$ 157,700	$ 229,508
		Expenditure	$ 573,569	$ 872,055	$ 848,822	$ 860,263
		Difference	$ (417,569)	$ (698,916)	$ (691,122)	$ (630,755)
		Subsidy %	73%	80%	81%	73%
735	KRC External Facilities	Revenue	$ 11,500	$ 11,240	$ 11,500	$ 25,328
		Expenditure	$ 20,734	$ 88,022	$ 132,374	$ 72,790
		Difference	$ (9,234)	$ (76,783)	$ (120,874)	$ (47,462)
		Subsidy %	45%	87%	91%	65%
736	KM Arena and Complex	Revenue	$ 250,500	$ 271,528	$ 285,000	$ 258,225
		Expenditure	$ 417,238	$ 395,209	$ 357,640	$ 363,011
		Difference	$ (166,738)	$ (123,681)	$ (72,640)	$ (104,786)
		Subsidy %	40%	31%	20%	29%
739	Recreation Programs**	Revenue	$ 20,000	$ 31,120	$ 35,000	$ 34,230
		Expenditure	$ 8,000	$ 20,443	$ 18,500	$ 25,363
		Difference	$ 12,000	$ 10,767	$ 16,500	$ 8,867
		Subsidy %	-	-	-	-
		Total Revenue	$ 995,200	$ 1,084,274	$ 1,037,700	$ 1,162,849
		Total Expenditure	$ 2,228,047	$ 2,824,226	$ 2,631,780	$ 3,019,959
		Difference	$ (1,232,847)	$ (1,739,952)	$ (1,594,080)	$ (1,857,111)
		Subsidy %	57%	64%	64%	61%

**KRC Complex Misc. Income of $377,576 is not added to the calculation since it was not consistent with other years*
***Includes day camps*

To provide greater context to the table above, an appreciation of the various expenses and revenues needs to be considered. For each facility, and each program, there should be a clear understanding of the various costs that are in place, and the various revenues that are collected to offset these costs.

For example, each program (drop in and registration) should have the following information detailed to ensure that they are profitable:

- Registration minimum and maximum participant numbers;

- Direct staffing costs for each program (e.g., the cost of an instructor, attendant, supervision of frontline staff, or other roles);
- Administration costs for each program (e.g., planning, scheduling, oversight);
- Equipment costs, including both initial purchase price and amortization costs;
- Equipment maintenance (i.e., general wear and tear and/or planned maintenance activities to ensure longevity and good working condition);
- Utilities costs, segmented as clearly as possible between the various facilities and the areas that may be drawing more or less power (e.g., a perfect situation would allow the City to monitor utilities costs for the ice pad, the swimming pool, and the general fitness area to monitor trends and identify if anything seems off and may require investigation);
    - It should be noted that the current state of Kenora has all the utilities coming into a single line item for each facility, which is a common challenge that municipalities face. While this will have some negative impacts in terms of determining the costs of various programs, approximations and proxy numbers can be used in the place of specific or hard figures (e.g., agreeing on realistic splits of the utilities costs across buildings).
- Maintenance costs, both preventative costs and emergency costs for the facilities;
    - In the case of emergency maintenance, this should be included in a future cost calculation if there is a need to rebuild reserve costs or to offset these in any way.
- A capital asset reserve fund contribution to ensure that these facilities are effectively planning for their own financing of large scale maintenance or improvement efforts; and,
- Other costs (e.g., procuring swim badges) that increase costs.

These areas of cost should all be taken into account to ensure that programs are operating in a manner that is aligned with the City’s goals. For the most part, this should mean that programs are either cost-neutral or revenue generating. Once an understanding of these costs is held, then the City can look to determine if the direct cost for participants is realistic, and if it aligns with other service providers and/or leading practices. If it is seen as being too high and not realistic, then the City can make an informed decision about either the continued viability of the program, or to determine a subsidy level that it believes is fair.

In an ideal state, the City would be able to determine if a program (e.g., a Spin class) should be cancelled while knowing how many users purchase memberships primarily because of Spin classes vs. other programs (in addition to fill rates and other information listed). While this is difficult to achieve, questions asked during the membership sign-up process can help identify any of these such programs. Once there is the ability to understand these impacts, then there is the ability to have greater confidence in programming decisions, and the ability to more directly impact costs and the subsidy.

All of this information is critical in ensuring that the City has the appropriate information and planning to drive its decision-making for programming and Recreation Services broadly. With this information, the City can then more fully review the subsidy levels per facility to determine how and why they are at the levels they are and can better plan on how to improve these if and as appropriate.

As the City currently uses external contractors to provide group fitness programming, their ability to control and dictate class times is limited. While there may be the ability to enhance data granularity, it is not clear at this time that there would be any benefit to do so for the City. As there are multiple opportunities that can be explored to enhance Recreation Services as it continues to grow and evolve, it is not clear that placing valuable staff time and energy into collecting greater data for the sake of having said data is appropriate. This review has found that the data collected, reviewed, and presented to date is likely fit for purpose and as such sufficient to support planning and decision-making for the time being. If there is ever a desire to enhance data granularity to support decision-making, care should be taken to ensure that the focus of the work is applied in the appropriate manner, to those areas that will be actively monitored and used when making decisions.

Other Analysis

Leading Practices

As part of the jurisdictional review, Optimus SBR conducted an online web scan and follow-on interviews with select jurisdictions. These were done to ensure we understood how other, similar municipalities operate and how Kenora compares.

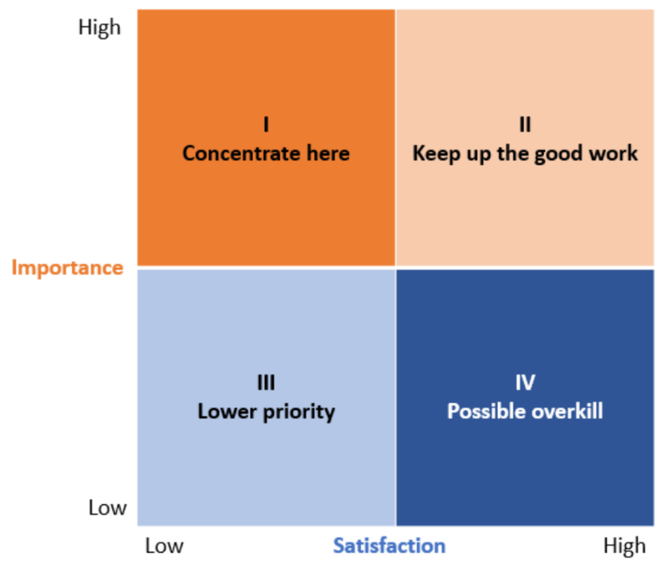
When reviewing Thunder Bay, our team engaged Leah Prentice, Director of Recreation and Culture (Community Services Department) and Michelle Findlay, Manager of Community Recreation from the Town of Collingwood. Based on our web scan and our interviews, we were able to identify the following leading practices:

- **Efforts to understand user needs to better meet their expectations and make effective investment decisions:** User needs are evolving and changing on an ongoing basis, the recreation division should make a conscious and proactive effort in continuing to understand the user needs. Doing so can help develop programs and events that attract current and potential users and meet the internal resourcing needs to better serve user demand. The City of Thunder Bay has developed a City-wide initiative called Get Involved Thunder Bay[25] that allows residents an opportunity to provide feedback on various City services. Collecting relevant information regarding user needs and expectations helps conduct Importance-Performance Analysis that assists in making investment decisions regarding recreation facilities. The IPA can be conducted using the following matrix[26]:

[25] Get Involved Thunder Bay. (n.d.). City of Thunder Bay. https://getinvolvedthunderbay.ca/

[26] Using Importance-Performance Analysis to Guide Extension Needs Assessment. (2016, December). The Journal of Extension (JOE). https://joe.org/joe/2016december/a1.php

Figure 24: Investment-Performance Analysis Matrix

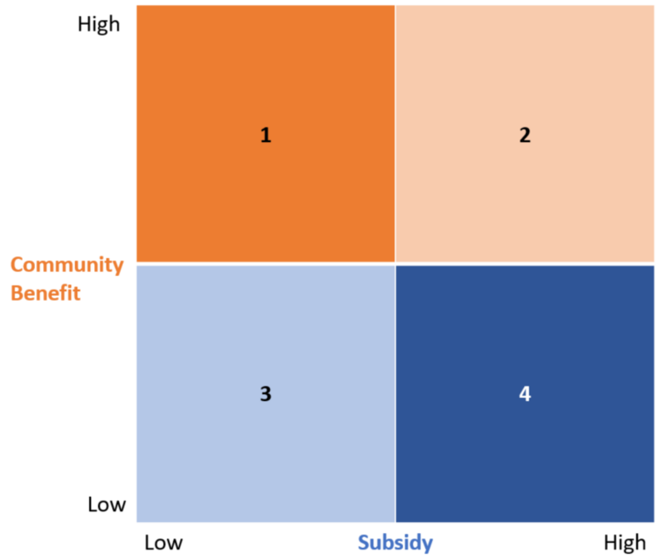


In the figure above, each quadrant is interpreted as having implications for prioritization and management of resources (or other attributes). Efforts need to be focused on elements in the "Concentrate here" (high importance and low satisfaction) quadrant, or facility users may be lost; resources should continue to be focused on the "Keep up the good work" (high importance and high satisfaction) quadrant to maintain user satisfaction, and resources can be allocated away from the "Lower priority" (low importance and low satisfaction) and "Possible overkill" (low importance and high satisfaction) quadrants. The advantage of using this Investment Performance Analysis matrix is its ability to support the division with valuable information related to both the measurement of satisfaction and the ability to recognize the efficient allocation of resources, while also identifying the potential gap between the user's view of importance related to performance and the actual recreation service delivered by the City.

- **Set overall subsidy level target for the recreation division:** Setting subsidy level targets can help drive efficiencies across all recreation facilities as that motivates each facility to analyze their financial and utilization level. Doing so has helped Thunder Bay recreation facilities find innovative ways to seek efficiencies.

- **Revise user fees to meet subsidy level targets using community benefit-subsidy level spectrum:** The City can revise their user fee to meet the subsidy level targets using the community benefit-subsidy level spectrum over the age-based subsidization of user and membership fees. The City of Thunder Bay is in the process of exploring the following matrix to revise its user fees policy and structure:

Figure 25: Community Benefit- Subsidy Level Matrix



The City will be mapping all its facilities on the above map to identify the facilities it can consider revising the user fee. All facilities that fall in quadrant 4 can be targeted for user fee revision. Quadrant 1 is ideal for all recreation facilities; however, it is understood that there is little flexibility to change the community benefit associated with delivering a recreation service as it is a function of the type of recreation service.

- **Consider a third-party to operate City facilities if needed:** The analysis done using the community benefit-subsidy level spectrum can help identify facilities (or amenities) that can be contracted to a third party to maintain and operate. The facilities (or amenities) that fall in quadrant 3 and/or 4 can be considered for contracting to a third-party. The following Thunder Bay facilities are operated by external parties:
    - Tennis Centre
    - Baggage Building Arts Centre (temporarily operated by City for fall-winter 2020)
    - Community Centres (7)
    - Curling Club
    - Twin Pad Rink (tournament center)

- **Collaborate with tourism, other City departments, and local businesses to enhance the utilization of recreation facilities:** Collaborating with other city departments and divisions can help identify opportunities to create join programming and events that can help attract and engage current and potential users to the recreation facilities.
    - The City of Thunder Bay regularly works with:
        - **Thunder Bay Tourism Department** - primarily related to events and sports tourism and hosting bids. Some examples of joint initiatives include tourism marketing, funding, collaboration on special projects (i.e. public art gateway signs), participation in committees/planning teams
        - **Facilities Services Department** - responsible for facility operations, maintenance, asset management for recreation facilities. The Facilities Services support with on-site staffing for aquatics and arenas

        - **Parks and Open Spaces Department** - responsible for park spaces and various outdoor amenities. The division developed joint programming with the department
        - **Engineering Department** – provides supports with facility improvements such as parking lot and tennis court resurfacing
    - The Town of Collingwood has partnered with:
        - **Local business:** The Town partnered with the local ReMax office to sponsor the swim for local community during a particular time of the week for a few weeks.
        - **Communications Department:** The Town works closely with the communications department to promote some events and programs through various social media channels.
        - **Private recreation service providers:** The Town collaborates with the local private recreation service providers to help their users learn about the facilities and programs provided by the City. This helps enhance the awareness about City's recreation facilities and programs.

Jurisdictional Highlights:

The following table benchmarks the information with the City of Thunder Bay and the Town of Collingwood:

Jurisdictional Benchmark	City of Kenora	City of Thunder Bay	Town of Collingwood[27]
Overall subsidy level	57%	56%	79%
Total expenditure	$ 3.48 million	$ 16.19 million	$ 6.75 million
Total revenue	$ 1.49 million	$ 7.06 million	$ 1.44 million
Difference (expenditure – revenue)	$ 1.99 million	$ 9.13 million	$ 5.31 million
FTEs	20 full-time and 9 part-time and 15 part-time students	56.35 full-time and 98.32 part-time (450 individual part-time employees); over 400 volunteers	Total FTEs 58.61 - full-time: 29, part-time: 40, seasonal: 37, contract:1, casual: 3
Most used facilities (or amenities)	Fitness center and pool	Fitness facility and multi-use aquatic	Arenas and Aquatic Centre

[27] Town of Collingwood 2002 Budget. (n.d.). Retrieved from https://www.collingwood.ca/sites/default/files/uploads/documents/2020_final_budget_onlinepdf.pdf

Jurisdictional Benchmark	City of Kenora	City of Thunder Bay	Town of Collingwood[27]
Charges same fees for both residents and non-residents?	Yes	Yes	Yes
User and membership fees	**Daily rate:** • Adult - $6.66 • Youth/student - $4.21 • Child - $3.55 • Infant - Free • Senior - $4.21	**Daily rate:** • Adult - $8.72 • Youth/student - $5.40 • Child - $3.32 • Infant – Not mentioned • Senior (60+) - $5.93 *Additional details regarding 3, 6, and 12 month membership can be found in the Appendix*	**Daily Rate (Pool)[28]:** • Adult - $4.50 • Youth - $3.50 • Child - Free • Senior (55+) - $3.50 • Family – $9.25 *The rates vary from each facility and rental, the details are referenced in the Appendix*

[28] CENTENNIAL AQUATIC CENTRE SCHEDULE WINTER 2020. (n.d.). Retrieved from https://www.collingwood.ca/sites/default/files/uploads/documents/pool_schedule-_winter_2020v4.pdf

Jurisdictional Benchmark	City of Kenora	City of Thunder Bay	Town of Collingwood[27]
Regular operating hours for facilities (may vary for specific facilities or amenities)	**(COVID Hours)** Monday to Friday • 6:00 a.m. to 9:30 p.m. • closed from 1:30 to 2:00 p.m. Saturday and Sunday • 7:15 a.m. to 8:30 p.m. **(Non-COVID Hours)** Fitness Centre Monday to Friday • 6:00 a.m. to 10:00 p.m. Saturday • 7:30 a.m. to 9:00 p.m. Sunday • 8:00 a.m. to 9:00 p.m. Pool Hours vary dependent on programming, but generally are: • 6:00 a.m. to 10:00 p.m. Both Arenas • 6:00 a.m. to 12:00 a.m.	Monday to Thursday • 5:45 am to 10:00 pm Friday • 5:45 am to 9:00 pm Saturday and Sunday • 8:00 am to 9:00 pm	Pool: • 6 a.m. to 8:30 p.m. Museum, parks, outdoor rinks, etc. • 8:30 a.m. to 5:30 p.m.

Appendix:

The following reference links are from the City of Thunder Bay and the Town of Collingwood. These links have been added for the City of Kenora to leverage as they begin to implement the changes. Some of these links have already been referenced in the content above:

- Thunder Bay Membership Brochure https://www.thunderbay.ca/en/recreation/resources/Documents/Pools/Canada-Games-Complex/CGC-Membership-Brochure.pdf
- Recreation & Facilities Master Plan https://www.thunderbay.ca/en/city-hall/resources/Documents/Recreation-and-Facilities-Master-Plan.pdf
  - See page 15 for a list of facilities
- User fee schedule https://www.thunderbay.ca/en/city-hall/resources/Documents/FinanceandBudget/2020/User-Fee-Schedule-2020---Schedule-B-revised-July-20-2020.pdf
- Aquatics membership information
  - Admission and membership https://www.thunderbay.ca/en/recreation/admission-and-memberships.aspx

  - Volunteer pool information https://www.thunderbay.ca/en/recreation/volunteer-pool.aspx
- Get Involved Thunder Bay Initiative: https://getinvolvedthunderbay.ca/
- Town of Collingwood – Fees and Services: https://www.collingwood.ca/sites/default/files/docs/culture-recreation-events/2017_prc_fees.pdf

4.7 Development Services

4.7.1 Building Permits

4.7.2 Service Description

The City of Kenora Building Division falls under the Development Services Department. The Building Division liaises with members of the public regularly, as well as the Planning Division on any build or renovations that occur within the City. Prior to starting building work, the Division is consulted regarding permits and inspections required. Building permits entail approval from the municipality for any plans to construct, renovate, demolish or change the use of a building.

4.7.3 Objectives of the Review

- 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.

4.7.4 Framework Focus Areas

The 3 areas reviewed from within the SDR framework include:

- **Service Levels**: Service level expectations are clearly articulated/documented and are appropriate. This will also involve investigating whether the service is meeting its target outcome(s) in terms of timelines, quality, or effectiveness for partners, businesses or residents.
- **Resources**: Required resources are in place to carry out roles and responsibilities at expected service levels. This can include human resources (e.g., in terms of competencies, expertise, or staffing levels) as well as other types of resources (e.g., financial), and whether there are existing or potential capacity constraints.
- **Technology**: Appropriate technology is in place to enable processes and service delivery more broadly.

4.7.5 Detailed Findings

Strengths

The review of documentation and consultations with stakeholders identified a number of strengths in how Building Permit Services are currently provided, including:

- **Provincially mandated service levels for Building Inspections being met:** Staff are consistently able to meet the service level standards set for the completion of building inspections.
- **Knowledgeable staff:** Staff are knowledgeable on Ontario Building Code regulations which supports permit and inspection practices.

Challenges

Gaps identified in the current state delivery of Building Services include:

- **Performance metrics and targets have not been defined:** There are currently no key performance indicators in place to define the quality of service received by residents.

Fees do not cover Division expenses: Permit fees have not been reviewed by the City since 2005 and were considered to be significantly below comparable municipalities.

Preliminary Opportunities

Opportunities to capitalize on strengths and address gaps in the delivery of Building Services may include:

- **Explore an online portal for building permits and inspection submission:** Identify a platform that is able to track permits and allows residents to submit and make payments for building permits and inspections online. With the use of CityWide for asset management, there is an opportunity to leverage additional modules for the purpose of building services. Additional e-permitting solutions such as Cloudpermit have also become available since the start of the pandemic. Beneficial online portal features should include:
  - **End to End Online Process:** Due to the several hand-offs during the permitting and inspection process between applicant and staff (for documentation, payment, and completion), a process that can be completed online will provide a more streamlined experience to applicants and for staff.
  - **Tracking abilities:** An online process must allow both staff and the applicant to easily review the status of their application without having to call the Building Division.
  - **Online Payment:** Online payment features would allow files to be processed more quickly, but also be more convenient for the applicant.
  - **Mobile platform:** If a mobile platform is available for the software, it would allow staff to enter inspection details on site.
- **Review permit and inspection fees:** Current user fees are not able to cover costs and have not been changed since the 2005 By-law was established, whereas salary and other related costs have increased in inflation over the last 15 years. There is an opportunity to review current fees in light of current costs, to enhance cost recovery.

4.7.6 Service Profile

Accountability Structure

Section 7 of the *Building Code Act*, 1992, S.O. 1992, Chapter 23, empowers municipal Councils to pass certain By-laws respecting construction, demolition, and change of use permits and inspections. The service is overseen by the Manager of Development Services and is supported by a full-time Chief Building Official and a Deputy Chief Building Official (2 FTE). The Building Division is responsible for ensuring compliance with the Ontario Building Code, local zoning by-laws, and other applicable laws and regulations. The Building Division is also responsible for carrying out building inspections wherever required.

Figure 26: Building Permits and Inspections Organizational Chart

Service Levels

All customer facing inquiries are also handled by the Building Division staff through email, phone calls and at the counter. During COVID-19, the City has shifted to providing drop-in service where staff are able to provide counter service according to current physical distancing measures. A survey to the Kenora community found that telephone (47%) and email (39%) were the most preferred methods of communication for residents. The survey also indicated that 72% of respondents would prefer an online submission process for building permits.

There are approximately 200 permits that come in per year, and it is the responsibility of the owner, or builder to contact and schedule the related inspections for each permit. As there are few major developments and subdivisions in Kenora, almost all permits are requested by the homeowner. If there has been no activity on the permit and no inspection requested by the applicant within 6 months, the file is closed. It was noted that with current staffing levels, a proactive scheduling process where the City would schedule rather than owners would not be possible given the current volumes and staff capacity. Staff observed that most permits that required a higher degree of involvement and churn were those from Manitoba residents, as regulations and standards are different between the two provinces.

Though the website has listed information for residents around the permits and inspections process, staff noted that most residents consulted the website for contact information rather than process related information and preferred to call or make inquiries in person. A survey to the Kenora community indicated that 56% of respondents referred to the website for building permits related queries. With 44% of residents preferring to call for information, staff found themselves spending a significant portion of their time in responding to general permit and inspection related inquiries, as well as by-laws related to planning inquiries.

Resources

The service is overseen by the Manager of Development Services and is supported by a full-time Chief Building Official (CBO) and a Deputy CBO (2 FTE). The role of building officials as laid out by the *Building Code Act* is to:

- To establish operational policies for the enforcement of the *Act* and the building code within the applicable jurisdiction;
- To co-ordinate and oversee the enforcement of the *Act* and the building code within the applicable jurisdiction; and,
- To exercise powers and perform duties in an independent manner and in accordance with the standards established.

The review and approval of building permits is shared between the Chief and Deputy CBO, however the Deputy CBO is the primary contact for inquiries.

Process

When a building permit is filed, the Building Division advises the resident the applicant that the permit would be completed between 10 and 30 days depending on the complexity, as is required by the Code. Meeting timelines is only a risk when the building permit requires a minor variance which would require input from the Planning department, in which case the permit is paused. Once the applicant has completed the checklist that is attached to the permit, they would call the Building Division to book an inspection. The applicant must call to book the inspection as is required by Code regulations.

Due to COVID, permits are being processed via email to minimize the requirement for residents to drop off hard copies of files. This revised process has been well received by residents, as they are able to send across large files directly to the Building Division and not have to travel to City Hall solely for the purpose of dropping off documents. It was suggested that if this revised process continue, that a general email address be created for this purpose as residents send multiple documents across multiple emails to the Division currently.

The payment process has changed now as well, rather than dropping off cheques, the applicant calls City Hall to make a credit card payment. This is a temporary workaround. The receipt of the payment is then sent over through internal mail to the Building Division to add to the permit file which normally takes several days.

It was noted that inquiries from applicants were a significant driver of call volumes, particularly focused on the status of the permit and inspection. Currently, the only way for an applicant to find out the status of their permit (closed, paid, ready for inspection) is to call the Building Division.

Technology

Currently staff use the Land Manager software to track permits and inspections and then house these in the City's Shared Drive. The Division permits within Land Manager, includes the initial application, final inspection and the creation of relevant certificates. Land manager also has some internal reporting capabilities including reporting on completion time for an application, number of permit applications by permit category (e.g. residential vs. commercial), and how many applications are completed within a given period. However, currently that reporting functionality has not been used.

Cost

Please see the table below for an overview of revenues and expenditures for 2018 and 2019. Overall, the service operates at a loss, with wages being the highest expenditure year over year. The source of revenue included is solely from building inspection user fees. Building Inspection vehicles and equipment were an additional expenditure of $2,157 and $1,701 in 2018 and 2019 respectively. Current user fees are not able to cover costs and have not been changed since the 2005 By-law was established, whereas salary and other related costs have increased in inflation in the last 15 years.

In a cursory review of similar municipalities such as City of Thunder Bay, it was found that some of the similar building permit related fees were higher than Kenora's fees.

Table 15: Building Inspection Budget (2018 – 2019)

	2018		2019	
	Budget	Actual	Budget	Actual
Revenues	$ 92,000	$ 47,039	$ 80,000	$ 81,331
Expenditures	$ 246,542	$ 252,563	$ 250,044	$ 250,993
Net Revenue (Loss)	$ (154,542)	$ (205,524)	$ (170,044)	$ (169,662)

The cost of the Land Manager software is nil, as the Engineering Division has purchased the software for the organization. The cost of the software to the Engineering Division is $6,500 annually.

Other Analysis

Leading Practices

Online Permitting

Due to the pandemic, there has been a shift towards online permitting, and the Ontario Building Officials Association and the Building Officials Association of British Columbia have encouraged their members[29] to digitize their permitting process[30]. The rationale for online permitting has been summarized below:

- **Cloud-based**: The platform is cloud based and allows for a virtual workspace and eliminates any paper-based processes.
- **Improved workflows**: Through online permitting the workflow process can be reduced significantly by replacing multiple emails, phone inquiries and scanning, etc.
- **Online Payment options**: Online permitting also allows for payments to go through online rather than through staff, and streamlines the time it takes to process applications.
- **Data sharing**: Online permitting allows for multiple stakeholders across industries to share information, as is encouraged by One Ontario[31], a collaborative research and development initiative.
- **Mobile platform**: Allows for mobile inspections to be conducted that are linked to the permit file.

[29] September 10, 2020. Inside Innovation: Building Officials in Ontario and B.C lead drive to e-permitting. Journal of Commerce. Link.
[30] In particular the two associations are using the Cloudpermit platform. Cloudpermit is a cloud-based e-permitting and inspections software for municipal building departments.
[31] 2020. One Ontario. Link.

- **Public access**: Members of the public can apply online, reducing counter visits significantly and increasing satisfaction levels. They are also able to track their permits which reduces inquiries to City staff.

Jurisdictional Scan Highlights

As part of the jurisdictional review, Optimus SBR interviewed the following two municipalities and personnel, including Penny Kok, Director Building Services & Chief Building Official, City of Thunder Bay.

- **Thunder Bay, Ontario**
  - Fee Review: Thunder Bay changed their building permit fee model from one that was based on construction value, to a fee per square metre model. In order to determine fees, a number of Ontario peer municipalities were reviewed, and the average was used to determine new fees. The Building Permit Fee Schedule has been provided below.
  - Online Permits: Building permit applications are accepted online through the City's website for small projects only. The drawback of the online portal is that there is a limited capacity for the size of files that can be uploaded (no larger than 5 mb) and that there cannot be more than 5 attachments. Due to the complex and technical documents that are submitted during the building permitting process this is not ideal, and the City will be exploring e-permitting capabilities in a few years' time.

Figure 27: City of Thunder Bay Building Permit Fee Schedule

CITY OF THUNDER BAY
BUILDING PERMIT FEE SCHEDULE

New Buildings & Additions - $/sq.m. (each floor)	
Group A (Assembly Occupancies)	
Assembly (shell)	$16.80
Assembly (finished)	$21.00
Group B (Institutional Occupancies)	
Institutional (shell)	$20.00
Institutional (finished)	$25.00
Group C (Residential Occupancies)	
Single, Semi, Townhouse, Duplex	$13.00
Finished Basement	$3.00
Attached Garage	$5.00
Detached Garage/Shed/Carport	$3.00
Apartment Building	$13.00
Hotel/Motel	$15.00
Residential Care Facility	$13.00
Group D (Business & Personal Service Occupancies)	
Office Building (shell)	$16.00
Office Building (finished)	$20.00
Group E (Mercantile Occupancies)	
Retail Store (shell)	$11.20
Retail Store (finished)	$14.00
Group F (Industrial Occupancies)	
Industrial (shell)	$9.60
Industrial (finished)	$12.00
Other	
Farm Building	$12/$1000 c.v.
Deposits	
Min. Application Deposit (non-residential)	50% of total fee
Foundation Permit	25% of total fee
Water Well Deposit (Refundable)	$500.00
Early Water Turn On Deposit (Refundable)	$1,000.00

Stand Alone & Miscellaneous	
Interior Finish/Renovation - All Classifications	$12/$1000 c.v.
Temporary Buildings/Tents	$100.00
Portable Classrooms/per unit	$200.00
Demolition (per building)	$100.00
Change of Use	$100.00
Barrier Free Ramp	$100.00
Deck (uncovered)	$100.00
Deck (covered)	$200.00
Outdoor Patio (Assembly Occupancies)	$200.00
Fireplace/Woodstove	$100.00
Swimming Pool Fence Permit	$50.00
Solar Collector (Residential)	$100.00
Solar Collector (Non-residential)	$200.00
Retaining Wall	$100.00
Mechanical	
Alter/Replace Mechanical Systems	$12/$1000 c.v.
Electrical	
Alter/Replace Life Safety Systems	$12/$1000 c.v.
Plumbing	
Permit for Plumbing Only	$12/$1000 c.v.
Meter Downsize	$100.00
Building Control Valve	$50.00
Backflow Prevention Device	$100.00
Other Fees	
Minimum Permit Fee	$100.00
Transfer of Permit (Accessory Buildings)	$100.00
Transfer of Permit (All other)	$250.00
Zoning Only Permit	$250.00
Conditional Permit	$250.00
Additional Inspection	$100.00
Special Inspection Fee after hours	$200.00
Reports(Building/StatsCan)/month (HST Incl.)	$11.30
Subscription(Building/StatsCan)/year (HST Incl.)	$135.60
Property Information Report	$100.00
Liquor License Inspection/Letter	$100.00
Minimum Fee Retained	$50.00
Third Party Review for Plans Examination or Inspection (at the discretion of the CBO)	Actual Cost of Review

Any project not listed above:
$12.00 per $1000.00 of Construction Value (c.v.)

4.8 Economic Development

4.8.1 Service Description

The Economic Development division of the City of Kenora lies under the Development Services Department. The division works with new and existing commercial businesses and developers that are looking to locate or expand in the municipality and on key strategic investment projects.

4.8.2 Objectives of the Review

- Review leading practices for economic development.

Please note that the focus of the review was updated while Optimus SBR was conducting stakeholder engagement.

4.8.3 Framework Focus Areas

The area reviewed from within the SDR framework include:

- **Service Levels**: Service level expectations are clearly articulated/documented and are appropriate. This will also involve investigating whether the service is meeting its target outcome(s) in terms of timelines, quality, or effectiveness for partners, businesses, or residents.

4.8.4 Detailed Findings

Strengths

The current state analysis identified the following strengths:

- **Engaged and skilled staff:** Stakeholders mentioned that the City staff responsible for delivering on the economic development priorities are engaged in delivering the service and have the required expertise and focus on business development. The staff has the required experience and training to deliver the City's economic development initiatives.

- **Strong partnerships and relationships:** The City has built strong relationships with neighboring municipalities, federal and provincial partners, and local businesses. The City's Economic Development Officer and Northwest Business Centre Manager chair the Regional Economic Development Organization (REDO) which is comprised of business and economic development professionals from across the Kenora and Rainy River Districts. Keeping strong partnerships and relationships with key stakeholders has helped provide a platform for the City to attract more business.

- **Inter-department collaboration:** Through Team Kenora the City has developed an approach to meet with other City departments every month. This has allowed for an effective platform for the departments and divisions to discuss important issues related to economic development. The current state analysis identified that the City staff support and find benefits in the Team Kenora approach.

- **Strong advisory support for businesses:** The division supports both local and new businesses by providing them with linkages and connections to relevant partners. This may include supporting site selection for their business, providing knowledge about the funding programs, helping connect them with potential clients or partners, or advice on business expansion.

- **Relationship with Common Ground**: The City has worked closely with three neighboring First Nations communities known as Common Grounds. This group has been leveraged by the City regularly for discussion on topics relevant for the Kenora Community.

Challenges

Gaps identified through the current state analysis include:

- **The division does not have a formal data collection and management strategy:** The Economic development division has made some efforts to collect relevant information and data that can assist with improving internal operations, assisting businesses, partners, and customers, and make effective business decisions. However, the division has not developed an overall data collection methodology or approach. The data and information related to local businesses and partners, industries, and communities need to be considered when thinking about the data collection methodology or approach for the division.

- **Common Ground working group mandate has not been formalized:** Though a relationship exists with indigenous groups and First Nations through Common Ground, the group has not yet formalized their mandate, or been able to develop a strategy to move Indigenous and First Nations matters forward

Preliminary Opportunities

Opportunities to capitalize on strengths and address gaps may include:

- **Develop and formalize the data collection methodology and approach:** Based on the type of information identified under challenges the division should consider taking the following initiatives to enhance and refine its approach towards data collections:

    - Continue to identify and finalize a profile generation tool
    - Conduct an annual survey with businesses and partners: identify the key metrics first
    - Develop a database of current and potential partners
    - Refresh the sector profiles

- **Formalize and expand the relationship with Common Ground:** The City should consider moving forward on formalizing the mandate of the group to explore broader indigenous and First nations matters within the Kenora community. This would help grow the relationship between the City and the indigenous groups, identify shared community economic and social development priorities and initiatives, develop joint plans to oversee implementation, capitalize on funding or development opportunities, coordinate communication activities, and share community and regional information, opportunities and issues. The following are some examples of indigenous group and municipal collaborations[32]:

- Okanagan Indian Band / City of Vernon
- Shuswap Band / District of Invermere
- Dene Tha' First Nation / Town of High Level
- Enoch Cree Nation / City of Edmonton
- Yellowknives Dene First Nation / City of Yellowknife
- Battlefords Agency Tribal Chiefs / City of North Battleford
- Fort William First Nation / City of Thunder Bay
- Curve Lake and Hiawatha First Nations, Townships of
- Selwyn and OSM, Peterborough Economic Development, Peterborough County
- Paqtnkek Mi'kmaw Nation / County of Antigonish

Note: It is understood that the City had previously applied for the Community Economic Development Initiative (CEDI) partnership alongside Wabaseemoong Independent Nation but was not successful in its application. If the division decides to pursue the opportunity further, additional such partnership opportunities can be explored as part of recommendation development.

- **Measure and communicate the impact of economic development initiatives:** The City should consider establishing a structure to collect, analyze, and report data on the progress of its economic development initiatives. The city's economic statistics and trends can help the City identify key trends and economic growth opportunities, which can inform branding efforts, partnership opportunities, and future planning. In addition, these insights be shared with the community to assist current businesses to make important business decisions (e.g. business expansion, talent attraction, etc.). The City is contemplating the inclusion of this opportunity as part of the development of the five-year Economic Development and Tourism Strategy.

- **Continue to conduct regular Team Kenora meetings**: Stakeholders suggested that the Team Kenora group should continue to operate as it provides help with ongoing communications across City departments and Northwest Business Centre, providing a platform for identifying new initiatives and reporting on existing initiatives, and discussions on leading practices from other jurisdictions. The division should consider assigning participants to list down the action items and next steps that can be shared after the meeting and followed-up on if required.

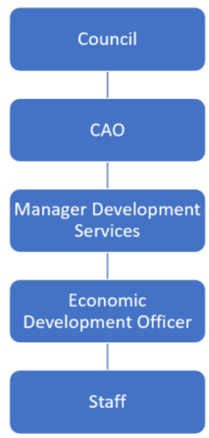
[32] "First Nation – Municipal Community Economic Development Initiative (CEDI)." Association of Municipalities of Ontario (AMO), n.d. https://www.amo.on.ca/AMO-PDFs/Events/19/Tuesday/Building-Inclusive-First-Nation-Josh_Regnier_Aug20.aspx.

4.8.5 Service Profile

Accountability Structure

The Economic Development division of the City of Kenora works under the Development Services Department. The Economic Development Officer (EDO) is responsible for running the operations of the division which is overseen by the Manager of Development Services. The City has recently dissolved the LOWDC that use to support the City's economic development initiatives.

Figure 28 Economic Development Organizational Structure



Service Levels

The division provides the services as per the economic development initiatives. The Economic Development division began the development of a new Economic Development and Tourism Strategic Plan[33] in October 2020 which is likely to be completed in March 2021. The plan will identify the strategic direction for the division and guide its effort for the next 5 years. Since the strategic plan focuses on Economic Development and Tourism, it was noted that the Municipal Accommodation Tax (MAT) is the common link that connects the implementation of economic development initiatives and tourism initiatives.

The preliminary opportunities identified the development of data collection methodology and approach, it was noted that the division needs to build on its initiatives to formally collect and use the data. These may include:

- *Data and information related to local businesses and partners:* While the division has occasionally surveyed business partners and customers to collect information such as the number of jobs created, level of business expansion, etc., the division does not have a consistent approach to collect this information regularly. Also, the division does not have a database of its current and potential partners and customers which could impact the knowledge transfer of information.

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[33] "Ontario Supports Economic Development and Tourism in Kenora." Energy, Northern Development and Mines. Ontario.ca, July 2020. https://news.ontario.ca/en/release/57781/ontario-supports-economic-development-and-tourism-in-kenora.

- *Data and information related to local industries:* Until recently, the division used ED Tools and Data Profile Generator to provide information related to local industries, demographics, communities, etc. The division is now in the process of identifying a similar tool that can provide such information to the City's partners and customers. In addition, the sector profiles related to target industries have not been updated in the last few years. It is unclear if these sectors are still relevant to Kenora and should be targeted to attract partners, customers, workforce, and residents.
- *Data and information related to the local community:* In the past, the division has leveraged information collected through Citywide surveys and engagement but do not have specific information related to the needs and expectation of the communities that are of particular interest such as Indigenous groups and First Nations.

The division can consider using the MAT fund to execute the project(s) related to data collection and reporting.

Resources

The department has an intern supported through the Northern Ontario Heritage Fund Corporation that reports to the EDO.

In 2017-18, the City conducted an Investment Readiness Assessment that led to the formation of the Team Kenora group that helps drive business and economic investment in the City. The group meets every month and includes the Economic Development Division, Planning Division, Building Division, Operations, and Infrastructure Department, and the Northwest Business Centre. This has allowed for an effective platform for the departments to discuss important issues related to planning, economic development, and business development staff were supportive of the Team Kenora approach.

Process

Most economic development queries are directed to the Economic Development Officer of the City who then liaises with other City departments as needed. Some inquiries might first land with the Manager of Development Services or other departments such as Planning and Building. The queries are then transferred to EDO who collaborates with internal and external stakeholders to address the inquiry. At present, there is no formal process to manage or track inquiries. Generally, relevant inquiries are brought forward at the monthly Team Kenora meeting and manage appropriately. It was reported by the staff that this process is working efficiently.

Common Ground was established as a working group in 2006 to jointly manage Tunnel Island between the City of Kenora and the three surrounding First Nations groups, which includes the Wauzhushk Onigum Nation, the Washagamis Bay First Nation, and the Niisaachewan Anishinaabe Nation. Common Ground has a working group which includes membership from the City (the Economic Development Officer and Manager, Development Services), and representation from each of the First Nations groups.

Technology

Until recently, the Economic Development division was using the ED Tool, which was an external-facing tool to generate customized reports including information related to Kenora's demographics, community information, or other relevant Kenora specific data.

The division is currently in the process of identifying a tool or technology that can serve a similar purpose. The division does have some historical data and profiles that could still be shared with businesses and partners while the division is looking for a new tool.

Cost

Note: the financial information below in Table 1 was provided by the Economic Development Officer on January 8, 2020.

In 2018 the Municipal Accommodation Tax (MAT) was established which funneled dollars to municipalities for economic development and tourism activities. The current MAT for the City of Kenora is 4%. Any revenue generated through MAT is added to a reserve fund which can be leveraged for activities related to economic development and tourism. The City is currently developing a strategic plan that will support the effective allocation of the MAT fund. The following table provides operating budget information for the years 2018 and 2019:

Table 16 Economic Development Division Revenue and Expenditure (2018 and 2019)

	2018		2019	
	Budget	**Actual**	**Budget**	**Actual**
Revenues	$33,800	$32,964	13,125	22,257
Expenditures	$176,607	$179,682	$318,880	$157,708
Net Revenue (Loss)	($142,807)	($146,717)	($135,451)	($305,755)

In addition to the operating budget reported under cost code 825, it was important to note the annual advertising budget reporting under cost code 860. The division's annual advertising budget (actual) was $6,204 in 2018 and $5,121 in 2019.

Other Analysis

Leading Practices

As part of the jurisdictional review, Optimus SBR interviewed Piero Pucci, Supervisor, Thunder Bay Community Economic Development Commission (CEDC), and Dan Hollingsworth, Director – Economic Development, and John Febbrraro, Manager - Business Development from the City of Sault Ste Marie. In addition to the jurisdictional interview, Optimus SBR conducted a web scan to identify the general best practices related to municipal economic development.

- **Efficient data collection and analysis can help grow and support the initiatives related to economic development:** Research to find good quality data and information is important so CDCs can make good decisions for strategic planning. This research, data, and information are also important to collect on an on-going basis to provide businesses and the municipality with information relevant to their needs (ex: municipal infrastructure capacity)[34]. Research can be conducted in many ways including web research, local survey data, key stakeholder interviews, and business retention and expansion program. Providing current and effective data can have a direct impact on planning, negotiations, implementation, and development of local projects and initiatives. The type of research may include:

- Human, business, and natural resource inventory
- Labour and market trends
- Government programs and services
- Local and regional organizations, initiatives, and plans
- community profile of demographic data, analysis of the local economy, and community information
- Inventories of business listings and business opportunities

Data analysis can help the department/division identify trends and choose activities and projects to strategically address the needs of the region. For example:

- Demographic data may show a long-term population decline indicating the need for population attraction activities.
- Business data analysis may indicate supply chain gaps in industries that may be potential business opportunities.
- A community profile that lists community infrastructure assets that can be sent to prospective investors to attract new industries or generate industry expansions in the region.

- **Have a few clear and concise goals for the economic development strategy**: Leading municipalities focus on having clear and measurable goals as part of their economic development strategy. A few clear and measurable goals (e.g., raising per capita income) can help prioritize the focus areas for the municipality.

- **Many municipalities have developed and kept strong relationships with internal City departments:** As part of various Economic Development activities, the staff is required to collaborate, communicate, and seek inputs from various other City departments. For smooth and efficient operations of the Economic Development division, the Ontario municipal economic development departments have developed and kept strong ties with other City departments. The City of Sault Ste Marie collaborates with Corporate Services Department for activities related to talent attraction, and business retention and expansion.

  Note: The City's Development Services Department currently follows the best practice through Team Kenora

- **Collaboration with existing local organizations and partnership with neighbouring municipalities, and the provincial and federal government can help enhance the economic impact:**
  - Recognizing and collaborating with existing local organizations in the community can help enhance the economic impact these organizations have in the region.

[34] M. (n.d.). Handbook - Community Economic Development for the Local Economic Development Officer. Retrieved 2021, from https://www.gov.mb.ca/agriculture/rural-communities/community-planning/pubs/localofficer.pdf

Leading municipalities develop and continue to partner with EDCs, Chambers of Commerce, BIAs, and Boards of Trade that already have a role in the local economic development of the region. It is best to complement the work of the existing organizations and identify gaps in service across the cluster that can be filled by the municipality.

- Leading municipalities partner with neighbouring local and international municipalities and participate in regional consortiums to help conduct special projects and encourage investment. Building relationships with regional consortiums can allow members to pool resources to tackle economic development in partnership. The City of Thunder Bay works closely with the Minnesota Trade Office to improve and attract investment in the region. In addition, the City of Thunder Bay works closely with provincial and federal governments to identify and hold conferences in the region that can help attract businesses to the region.

Note: The City's Development Services Department currently follows the best practice through REDO and Kenora Business Partners.

4.9 Land Use Planning

4.9.1 Service Description

The City of Kenora Planning Division falls under the Development Services Department. Local government planning establishes land use patterns through growth strategies and Official Plans. The service coordinates growth decides where services are placed and provides a framework for municipal zoning bylaws. Staff are responsible for advising the public, Council and the Committee of Adjustment on planning related matters.

4.9.2 Objectives of the Review

- Identify opportunities to adopt a customer centric approach to the planning process
- Identify opportunities to enhance public communications around development and planning processes

4.9.3 Framework Focus Areas

The 2 areas reviewed from within the SDR framework include:

- **Service Levels**: Service level expectations are clearly articulated/documented and are appropriate. This will also involve investigating whether the service is meeting its target outcome(s) in terms of timelines, quality, or effectiveness for partners, businesses or residents.
- **Process**: Processes are well designed and defined, effective and efficient. This will also include looking into areas of duplication and understanding what tools are currently leveraged and how they are used.

4.9.4 Detailed Findings

Strengths

The review of documentation and consultations with stakeholders identified a number of strengths in how Planning Services are currently provided, including:

- **Shift to a more customer centric approach:** Stakeholders reported that there was a shift in how planning was being approached internally, with an effort to review applications with a more open mindset, as well as looking to breakdown silos internally through Team Kenora meetings.
- **Engagement activities taking place to improve communication with the community**: Staff are currently conducting a series of different events to educate members of the community on key policy and process issues.
- **Clear roles and responsibilities within the team:** Staff are clear on the roles and work collaboratively within their own department as well as across Development Services, and it was noted that workload was manageable for the team.

Challenges

Gaps identified in the current state delivery of Planning Services include:

- **Currently robust performance metrics are not in place to inform communication efforts:** There is currently no tracking of engagement with the community, with the exception of attendance records for certain community events.
- **Online tools not leveraged to their full capacity:** It was noted that the GIS tools made available to the public for planning purposes could be better utilized.
- **Need for long term continuity planning and electronic records management:** Currently records are stored primarily as paper records within staff files and are not always accessible for the full department. Stakeholders noted that there was risk of information gaps occurring if turnover happened at the City.

Preliminary Opportunities

Opportunities to capitalize on strengths and address gaps in the delivery of Planning Services may include:

- **Track inquiries to determine service levels:** It is recommended that the Planning Division explore either the acquisition of a tool (such as Public Service Request) or develop an internal tool that allows staff to track inquiries efficiently. Tracking the volume of inquiries and resident experience would inform the communications plan (repeat inquiries), staffing levels (volume), and overall satisfaction with the service.
- **Develop a communications plan for planning services:** The Planning department should develop a Communications Plan specific to planning which would: identify the key stakeholder groups to be engaged (such as community organizations), outline the objectives and key messages for engaging with each group, and clearly articulate short and long term communication tactics that align with leading practices. The plan must also identify how to track engagement levels while keeping staff capacity in mind. This would include education sessions and material for:
    - Specific policy topics such as environmental or zoning by-laws
    - How to use the online tools such as ArcGIS
    - Guides on common policy planning topics
- **Develop an internal training manual and records management protocol:** The Planning Division should develop an internal training manual for staff. This would allow for current staff to collect and curate information over time and reduces the risk of significant information gaps. A records management protocol would ensure all staff follow the same process and records are sufficiently maintained in the short and long-term.
- **Consider options to move simple applications online:** Many large municipalities accept simple planning application online. Implement a plan for transitioning to paperless submissions by ensuring all Planning applications are available online in fillable forms and can be submitted electronically. The City will need to consider enabling e-signatures through a by-law for

Planning activities. By exploring the possibility of enabling e-signatures for fillable forms in the future, the City has the potential to streamline the application process.

4.9.5 Service Profile

Accountability Structures

Under the *Planning Act, 1990* (section 3) Council is responsible for ensuring that Official Plans are consistent with provincial policy statements. Under the *Municipal Act, 2001*, Section 23.3 (1), municipalities cannot delegate the following powers to another authority:

- The power to adopt an official plan or an amendment to an official plan under the *Planning Act*.
- The power to pass a zoning by-law under the *Planning Act*.
- The power to adopt a community improvement plan under section 28 of the *Planning Act*, if the plan includes provisions that authorize the exercise of any power under subsection 28 (6) or (7) of that Act or under section 365.1 of this Act.

One role of a Council is to approve the Official Plan for its municipality through a transparent process that involves providing notice (handled by staff) and holding public consultations on the proposed Plan. Any member of the public, or a public body may provide comments. Once an Official Plan is in place, it is the responsibility of local Council and municipal officials to adhere to the plan and ensure that it guides all planning decisions.

Planning services are provided by the Planning Division, which is led by the Manager of Development Services. The City Planner and Planning Analyst report to the Manager and carry out the majority of the planning functions for the City of Kenora.

Figure 29: Planning Organizational Chart

Service Levels

The volume of inquiries is not currently being tracked, and therefore there are currently no service level metrics on client or user feedback. The Team Kenora meetings are used to keep track of more significant developments. There is a service level standard that inquiries be responded to within 24 hours which Planning staff adhere to and inquiries normally come through as telephone or email inquiries. The Planning Division in conjunction with other divisions also uses a variety of methods to engage the Kenora community, including:

- Housing Forums to describe the City's planning and building processes, present the Official Plan, Zoning By-laws, and other topics;
- Social media;
- Coffee Talks;
- Open House Sessions; and,
- Community Presentations.

Resources

The service is overseen by the Manager of Development Services (1 FTE) and is supported by a full-time City Planner (1 FTE) and a Planning Analyst (1 FTE). The role of the City Planner is clearly stated under legislation. The focus is to make long- and short-term plans and goals for the use of land in cities. The City Planner must keep in mind the future needs of the city's population, draft legislation, and make decisions on zoning regulations. The Planning Analyst is the frontline of the planning division and responds to all inquiries from the public, provides support to the Planner and is the Secretary Treasurer to the Planning Advisory Committee.

Staff noted that there has been a shift towards a more collaborative and communicative culture in the last 1 to 2 years, not only internally but in dealings with the external clients. The establishment of Team Kenora meetings (which are held between Operations & Infrastructure and Community Services Division leads), has opened the lines of communication between departments and has also created opportunities to better provide services to developers through collaborations. In addition, staff noted that there has been a focus on ensuring that a more flexible, resourceful and open approach is being taken on planning decisions. This has led to the delivery of a more customer centric service to the community.

Staff noted that continuity planning and records management was a current gap that was difficult to address due to capacity and would want to include it in long-term planning for the team.

Process

Staff are responsible for advising the public, Council and the Committee of Adjustment on planning related matters. It is also the responsibility of staff to manage the official plan notices and consultation, and administration of municipal zoning by-laws. The Committee of Adjustment is a governance body responsible for adjudicating matters related to zoning by-law variances and land severances.

Planning staff are responsible for the following activities:

- Oversight of matters of planning for the Planning Division for the City of Kenora, and provide leadership and act a Secretary Treasurer for the Planning Advisory Committee;
- Advising the community, clients, external stakeholders, Manager of Development Services and City Departments on all planning matters pertaining to the use and development of land;
- Conducting the processing, analysis and evaluation of development applications under the authority of the *Planning Act*, including amendments to the Official Plan, Zoning By-law; approvals and agreements, subdivisions, condominiums, site plan, minor variance and consents;
- Oversight of all matters relating to the public process required to evaluate planning applications, management of the public record, timelines, public meetings, appeal provisions, circulation and notices; and,
- Advising the City's Enforcement section on matters of non-compliance as it relates to the zoning by-law.

A unique feature of Kenora's planning service is the number of out of province inquiries submitted with the close geographic proximity to Winnipeg, Manitoba. Residents of Manitoba are under different legislative requirements, and therefore the planning division must be able to speak to the similarities and differences between Ontario and Manitoba planning requirements. In addition to residents, the development community is also largely Manitoba-based. Due to the different legislative requirements, it was mentioned that there has been an increase in the number of tiny home structures on recreational land that are brought from Manitoba, that do not fulfill Ontario regulations. This has resulted in staff handling an increased number of inquiries and resulted in more education to residents on this matter.

Technology

All resident and development related inquiries are handled through telephone or email. The City does provide zone provisions and Official Plan designation layers to the public online through the ArcGis system. It was noted that this tool is not well utilized by members of the public. The tool has the functionality to provide instant property specific information to the public (and particularly the real estate community) via an interactive and informative way. Higher utilization rates of the website and the ArcGis system would result in reduced email/telephone inquiries which could improve service levels and resident satisfaction.

Cost

Please see the table below for an overview of revenues and expenditures for 2018 and 2019. Overall, the service operates at a loss, with wages and related being the highest expenditure year over year. The source of revenue includes user fees for zoning bylaw amendments, purchase applications, site plans, and other planning operations.

Table 17: Planning Budget (2018 – 2019)

	2018		2019	
	Budget	**Actual**	**Budget**	**Actual**
Revenues	$62,312	$68,732.69	$30,750	$164,830.80
Expenditures	$431,182	$495,259.43	$392,882	$855,739.68
Net Revenue (Loss)	($368,870)	($426,526.74)	($360,509)	($690,908.88)

Other Analysis

Leading Practices

As part of the jurisdictional review, Optimus SBR interviewed the following two municipalities and personnel, including Leslie McEachern, Manager of Planning Services, City of Thunder Bay; and Matt Holmes, Manager of Planning Services, Town of Bracebridge.

The leading practices that the City of Kenora's Planning Division may leverage to improve communications are as follows:

- **Create a platform for educational purposes and developing a dialogue with key members of the development community**: The leading municipalities interviewed have developed signature events hosted by their department, open to members of the development community, private planners, and members of the construction and architecture community (for e.g. a Planner's Breakfast held twice a year, or an annual Luncheon). These events allow the municipality to showcase key initiatives and provide education on important and relevant topics in an effort to dispel common myths about the planning process. A key feature of these events is an open forum that allowed the community to bring forward common concerns, questions, and ideas. This has helped the planning staff to determine what the key issues are for developers which has then been actioned upon through educational materials, or other actions. This has demonstrated to the community at large that staff are open to dialogue, and open to business.
- **Develop guides and education material in an accessible format**: The leading municipalities had put effort towards developing guides that were user friendly and in a more accessible language than the legislative terms used for planning related matters. This helped to better inform applicants on not only the actions required by both parties, but the timelines which helped to set expectations and reduce the number of follow up inquiries, while enhancing service for the client. One municipality was in the midst of creating a Developer's Handbook.
- **Leverage existing political machinery for relationship building**: One leading municipality noted that a Task Force on Affordable Housing had been established, which included not only municipal political representation but members of the development community. This has helped to increase understanding for both parties on the processes, challenges and opportunities involved in development and deepened the partnership.
- **Enhance the community profile for Planning**: It was noted by both municipalities that they develop and maintain relationships on a project by project basis with community organizations, such as the Chambers of Commerce, Business Improvement Associations, etc. They also tagged onto existing community events and used it as an opportunity to highlight a planning topic or concern, for example participating in a Spring Clean Up in the community and educating residents on environmental planning.
- **Leveraging online tools**: One leading municipality had dedicated time to inform and educate residents and realtors who have inquiries on a regular basis, on how to use their online GIS platforms. This has helped to reduce the number of inquiries over time. Another tool that was leveraged was Public Service Request[35], which creates an online request by the resident forwarded to the Planning team. This allows the planning team to create a digital transaction of the inquiry which is then assigned to staff. This not only created efficiencies within the team but allowed management to track the number of inquiries received and track the status of it. This has been used to provide Council with quarterly and annual reporting.

[35] Public Service Request is a cloud-based software that allows a member of the public to connect to a public service provider. It allows the resident to track the request, maintain communications and be informed of status changes.

4.10 Operations and Infrastructure

4.11 Asset Management

4.11.1 Service Description

4.11.2 Municipalities are responsible for managing and maintaining a broad range of infrastructure assets for the purpose of providing value and adequate services to their residents. A municipality requires an understanding of what they own, where it is located, what it is worth and what condition it is in. The goal of a municipality is to minimize asset lifecycle costs by using a process to prioritize infrastructure needs while ensuring timely investments to minimize repair and rehabilitation costs and maintain municipal assets now and into the future.

4.11.3 Objectives of the Review

- Identity opportunities to 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

4.11.4 Framework Focus Areas

The 2 areas reviewed from within the SDR framework include:

- **Process**: Processes are well designed and defined, effective and efficient. This will also include looking into areas of duplication and understanding what tools are currently leveraged and how they are used.
- **Cost**: Services are provided cost-effectively relative to the services being provided and the benefits realized.

4.11.5 Detailed Findings:

Strengths

The review of documentation and consultations with stakeholders identified a number of strengths in how Asset Management services are currently provided, including:

- **Strategic Asset Management Policy in place**: This provides commitment to the development and implementation of the municipality's asset management program and guides asset information capture and review to align to the City of Kenora's Strategic Plan. These actions are consistent and align with leading practices as identified in the following sections contained in the Service Profile.
- **Assets located in ESRI ArcGIS system are accurate and up-to-date:** Assets, particularly for Operations assets such as roads, water, waste water, property and planning information are fully up-to-date and used as the operations primary asset repository.

- **Assets located in the CityWide system are accurate for financial reporting purposes:** CityWide is the system of record for the financial reporting of assets and their amortized net book value. Work is currently ongoing to update all asset conditions and their replacement value within CityWide. Assets are recorded and matched to the ArcGIS system to ensure consistency between the two systems.

- **Consistency in process:** All core assets are maintained in both ESRI ArcGIS (for location, attributes, measurement) and in CityWide (for valuation, depreciation, assessed condition). On a regular basis data is extracted, shared and verified to ensure that all asset values match for accounting purposes.

- **There is a dedicated resource for the ESRI ArcGIS system:** The Engineering Department has a dedicated resource that maintains the ESRI ArcGIS system and database of core assets. This staff member also provides guidance for other City resources that maintain the CityWide asset system to ensure consistency across the organization.

Challenges:

Challenges identified in the current state delivery of Asset Management Services include:

- **Data has not been consistently structured in CityWide repository:** With each capital project, a new asset is created within Citywide. Instead of a tree hierarchy structure for an asset, information for several projects over the years must be queried to find the details on a particular asset. Assets within a building that have not had capital activity since 2009 may not have been tracked.

- **Facility and park assets lagging in CityWide repository:** There are gaps in asset data for Recreation facilities, parks, and cemetery information that City staff are currently updating.

- **Limited capacity:** Across interviews and focus groups, a lack of resources and a dedicated Asset Management champion was cited as a limiting factor in the support of detailed information capture for the Asset Management Plan.

- **Decentralized approach:** No City department to date fully owns or champions the asset management activities, negatively impacting responsiveness, reliability and oversight compared to a centrally coordinated body who would be responsible for these activities, including supporting data integrity and oversight.

Preliminary Opportunities:

Opportunities to capitalize on strengths and address gaps in the delivery of Asset Management services may include:

- **Continue updates and restructuring of facilities data:** Accurate and comprehensive data on an asset's current condition are fundamental to effective asset management. To make sound management decisions regarding capital expenditures, operations, and maintenance activities there needs to be a clear understanding of an asset's condition and performance. With the current facilities information in a state of review and update, the City should continue to work to inventory all facility assets in the municipality. This would include their respective condition and ensure processes exist for ongoing measurement and tracking of assets to meet upcoming regulatory requirements. This would also be an ideal opportunity to review and document the asset update procedures and interfaces between the CityWide and ArcGIS systems.

- **Continue implementation of the CityWide Maintenance Manager system:** The City has recently purchased a full-service work order management system and is currently taking steps to implement its use. This will be beneficial to better track, manage, and cost the maintenance and work projects on assets. This effort will require attention to staffing requirements for training, implementation, and the ongoing data requirements of maintaining the system. The initial staging of the Maintenance Manager system would be best used for Facilities repairs and smaller (i.e., single day) roads and water maintenance projects with a limited number of components involved. Opportunities with the implementation of the Maintenance Manager system include identifying trends in assets (i.e., types of common repairs, spotting capital investment due to rising costs of ongoing maintenance), capturing baseline data for service levels reporting, and review of the problem/incident process in order to create efficiencies in the workflow.

- **Review condition assessment process to develop long-range plans and priorities:** Based on the smaller physical size of the City, the Operations & Infrastructure teams have a good working knowledge of both the specific, as well as the relatively common issues with the system assets. By concentrating on the condition data and repair history currently available (i.e., Pavement Condition Index, sewer and water repair frequencies, CCTV inspection data for sewer and land drainage system, etc.), the City can formally implement, in conjunction with Engineering, regular asset review meetings. Currently these meetings do occur on an annual basis to drive the following year's work and budget. By formalizing the process and increasing the frequency of these meetings, this will create a long-range plan with priorities for asset renewal reviewed and agreed on a regular basis.

- **Review accountability structure for Asset Management:** it was indicated that the current structure regarding the responsibility for delivery of the Asset Management Plan under Finance was initially expected to be a short-term solution. As the City's maturity in Asset Management expands, there is an opportunity for the SLT to review the accountability for Asset Management with possible shift in accountability to another (i.e., Engineering) section of the organization.

4.11.6 Service Profile

Accountability Structure

Asset Management has broad implications on the operation of the municipality, affecting all residents and businesses of the City. The performance of a community's infrastructure provides the basis for economic development, reputation, and overall quality of life for both its current and future residents.

In 2015, the Province of Ontario passed the Infrastructure for Jobs and Prosperity Act (I.J.P.A.) which guides Asset Management Plan development for municipalities. This legislation ultimately requires municipalities to assume and implement asset management plans for all infrastructure they own. This will be done in a phased approach which requires municipalities to prepare an asset management policy by 2019, asset management plans for core assets by 2021, and asset management plans for all assets by 2023. Asset management plans are required to have: an inventory of assets, current levels of services, costs to maintain levels of service and lifecycle management and financial strategy.

In 2017, the Province released Ontario Regulation 588/17 under the I.J.P.A. which has three distinct phases that municipalities must adhere to. Every municipality in Ontario had to prepare a strategic asset management policy by July 1, 2019. Municipalities are required to review their strategic asset management policies at least every five years and make updates as necessary. The subsequent phases will require updates to the City of Kenora assets as follows:

- **Phase 1** (by July 1, 2021)
  - For core assets:
    - Inventory of assets;
    - Current levels of service measured by standard metrics; and
    - Costs to maintain levels of service
- **Phase 2** (by July 1, 2023)
  - For all assets:
    - Inventory of assets;
    - Current levels of service measured by standard metrics; and
    - Costs to maintain levels of service
- **Phase 3** (by July 1, 2024)
  - Builds on Phase 1 and 2 by adding:
    - Proposed levels of service; and
    - Lifecycle management and financial strategy

Starting in 2009, the City of Kenora has been identifying and valuing its assets to meet the requirements of the Public Sector Accounting Board (PSAB) 3150 requirements, which requires information to be included on the financial statements from 2009 onwards. Within Kenora, there is a reasonable understanding of asset management at both the senior management and Council level since the development of the first Asset Management Plan in 2013. In recent years, asset management has become a priority for Council, leadership, and management.

This was continued with the activities of Public Sector Digest (PSD) and City staff to perform PSD's Asset Management Roadmap activities leading to the latest asset management plan update in 2017.

In 2018, the City introduced By-law 58-2018, the Strategic Asset Management Policy. The purpose of this policy is to provide commitment to the development and implementation of the Municipality's asset management program. A comprehensive and holistic asset management approach supports efficient and effective delivery of expected levels of service and ensures that due regard and process are applied to the long-term management and stewardship of all municipal infrastructure assets. In addition, this policy aligns the City with provincial and national standards and regulations such as the Infrastructure for Jobs and Prosperity Act, 2015 and Ontario Regulation 588/17, enabling the organization to take full advantage of available grants and funding opportunities.

The Strategic Asset Management Policy is aligned to the City's Official Plan and its Strategic Plan for 2015-2020, by outlining asset management policy statements and responsibilities of Council, Senior Leadership Team, an Asset Management Steering Committee, and Executive Lead. It concludes with key principles that ensuring that the City must consider when making decisions regarding asset management, as outlined in section 3 of the Infrastructure for Jobs and Prosperity Act, 2015.

The asset management tasks to date have been followed to align to the timelines within Ontario Regulation 588/17 and staff are comfortable that the inventory of assets have been captured in advance of the July 2021 requirement. Work to finalize and confirm the remaining outstanding assets (particularly with some parks and building facilities), their conditions, and replacement values, is currently underway.

Service Levels

As part of PSD's Roadmap, the City worked alongside PSD staff to develop a centralized database for tracking and evaluating provided levels of service. The following tables outline the City's customized levels of service framework outlined in the 2017 asset management plan. All metrics noted below are required to be measured as part of the Ontario Reg 588, and are to be included in municipal asset management plans as of July 1, 2021. These will facilitate decision making regarding the assets, based on the service that they provide rather than just their condition.

Four core values: Accessible and Reliable, Safe and Regulatory, Affordable, and Sustainable, were reviewed under each major asset category. Each set of metrics corresponds to the core values that each level of service and metric will measure. The following sub-set of Levels of Service have been determined as required for measurement beginning July 1, 2021:

Table 18: Asset Management Level of Services Requirements for 2021

Core Values	Level of Service Statement	Community Level of Service	Technical Level of Service
Water Services			
Accessible & Reliable	A reliable water supply is provided with minimal service disruptions; system failures and service requests are responded to promptly	Description, which may include maps, of the user groups or areas of the municipality that are connected to the municipal water system	% of properties connected to the municipal water system
		Description, which may include maps, of the user groups or areas of the municipality that have fire flow	% of properties where fire flow is available
			# of connection-days per year due to water main breaks compared to the total number of properties connected to the municipal water system

Safe & Regulatory	Water supply is safe to drink and meets all regulatory requirements	Description of boil water advisories and service interruptions	# of connection-days per year where a boil water advisory notice is in place compared to the total number of properties connected to the municipal water system
Sanitary / Waste Water			
Accessible & Reliable	A reliable sanitary service is provided with minimal service disruptions; system failures and service requests are responded to promptly	Description, which may include maps, of the user groups or areas of the municipality that are connected to the municipal wastewater system	% of properties serviced by the municipal wastewater system
Safe & Regulatory	Wastewater is managed without risk or hazard to public health; there is full compliance with all regulatory requirements	Description of how combined sewers in the municipal wastewater system are designed with overflow structures in place which allow overflow during storm events to prevent backups into homes	# of events per year where combined sewer flow in the municipal wastewater system exceeds system capacity compared to the total number of properties connected to the municipal wastewater system
		Description of the frequency and volume of overflows in combined sewers in the municipal wastewater system that occur in habitable areas or beaches	
		Description of how stormwater can get into sanitary sewers in the municipal wastewater system, causing sewage to overflow into streets or backup into homes	# of connection-days per year due to wastewater backups compared to the total number of properties connected to the municipal wastewater system
		Description of how sanitary sewers in the municipal wastewater system are designed to be resilient to stormwater infiltration	
		Description of the effluent that is discharged from sewage treatment plants in the municipal wastewater system	# of effluent violations per year due to wastewater discharge compared to the total number of properties connected to the municipal wastewater system
Road Network			
Accessible & Reliable	The road network is convenient and available to the community with minimal service disruptions; service requests are responded to promptly	Description, which may include maps, of the road network in the municipality and its level of connectivity	Lane-km of arterial roads (MMS classes 1 and 2) per land area (km/km2)
			Lane-km of collector roads (MMS classes 3 and 4) per land area (km/km2)
			Lane-km of local roads (MMS classes 5 and 6) per land area (km/km2)
Sustainable	There are long-term plans in place for the	Description or images that illustrate the different levels of road class pavement condition	Average pavement condition index for paved roads in the municipality

	sustainability of the road network		Average surface condition for unpaved roads in the municipality
Bridges and Culverts			
Accessible & Reliable	Bridges provide reliable access to the road network for fleet and pedestrians	Description of the traffic that is supported by municipal bridges (e.g. heavy transport vehicles, motor vehicles, emergency vehicles, pedestrians, cyclists)	% of bridges in the municipality with loading or dimensional restrictions
Sustainable	There are long-term plans in place for the sustainability of all bridges and culverts	Description or images of the condition of bridges and how this would affect use of the bridges	Average bridge condition index value for bridges in the municipality
		Description or images of the condition of culverts and how this would affect use of the culverts	Average bridge condition index value for structural culverts in the municipality

During the review with the Asset Management team, these Levels of Service measurements were known, and the group are preparing plans to satisfy the provincial requirements for 2021. In addition, the City has applied for funding from the Federation of Canadian Municipality's (FCM) Municipal Asset Management Program to allow the City to contract additional resources from Public Sector Digest (PSD) to assist with the establishment and tracking of the Level of Services metrics (both for the 2021 and 2023 requirements), as well as the update of the Asset Management Plan.

Resources

The Strategic Asset Management Policy sets the roles and responsibilities for asset management from Council to the Senior Management Team. The responsibility for the development of the Capital Planning and Asset Management resides with the Treasurer of the City of Kenora with the Deputy Treasurer as the Executive Lead of the Asset Management Steering Committee. The Steering Committee develops policy updates and coordinates activities to ensure that adequate resources are available to implement and maintain core asset management practices, as well as the tracking, analyzing, and reporting on asset management progress and results.

The staff that actively utilize the asset management software include Finance, Engineering, and Building and Facilities. Other Operations and Infrastructure members are involved as required for supporting information on projects and assets. Discussions on whether the Steering Committee should be jointly led by a combination of the Deputy Treasurer, the Engineering oversight member, and the Facilities Lead are currently underway appreciating the differing skill sets that each bring to the committee.

It should be noted that the current structure with responsibility for the development of the Asset Management Plan resting with the Finance area was not expected to be a long-term solution when initially established. It was noted by senior staff, that while Finance should be on the Steering Committee, that responsibility for ongoing maintenance and development would ultimately reside with Engineering. A section in the Leading Practices section provides additional insight for Steering Committee formation and composition.

There is a full-time technical resource from Engineering on ESRI ArcGIS providing overall guidance on technical aspects of data organization, collection, and has ensured integrity of assets between both systems.

At the present time, a staff member with a strong facilities background is retiring from the City and the team is using this transition opportunity to ensure the institutional knowledge is captured, as well as updating the information in the CityWide system to ensure information is consistent with the ArcGIS system.

Professional Engineering participation has been provided to the Steering Committee in the past; however, that staff member had recently left the organization during our review. Subsequently, a new member has recently been recruited to the Engineering team and is now serving as part of the Steering Committee.

While many City departments provide data and input for their assets within the organization, this is accomplished in a decentralized manner. There is no central figure to lead and oversee the City's asset management information and advocate asset management methods and compliance for the City. Such a position is identified in the Leading Practices section noted below.

Process

For core infrastructure the team feel that the internal processes for the assets, while informal, are followed and understood, by the few staff that have direct access to update the data within the systems. There is agreement that as these processes are not published, there should be formal procedures developed for entering data, ensuring data quality and consistency, and confirming the information needed to update and maintain all assets.

Data for the Operations assets have been regularly updated with maintenance and capital projects on assets during the year. After construction, the primary function of the GIS technician is to review all information on these projects from the Engineering department and update the data into ArcGIS. On an annual basis, all asset details in ArcGIS are extracted into interface files aligning with the CityWide structure, indicating what is new and what was removed. Assets are updated with cost information and sent to Finance for review of asset costing for inclusion in the financial statements. Once assets and costs are validated and matched, then the interface files are used to enter the updates into CityWide.

Regular reviews on the condition of assets are performed via external companies (StreetScan for roads and GraniteNet for water and waste water). The Pavement Condition Index (PCI) is obtained in GIS format and can be readily attached to road assets. These measures have been supported by using summer students to assist in performing additional road condition observations. The City has also used a Closed Circuit Television contractor on inspections of the water and waste water system to target areas with issues resulting from trouble calls or age of assets.

As noted previously, Facilities information is currently being updated and structurally improved into a hierarchical format in the CityWide system. During this process the building assets are also being reviewed for their condition and accurate assessment of their replacement cost. All facility assets are expected to be updated during 2020.

Technology

Initially CityWide was implemented to track the financial condition of assets for financial statement reporting purposes. The capital asset policy was used when adding new items and therefore many assets were built with capital project asset additions without establishing a full hierarchy structure for the asset. While the information was captured, and the asset values were recorded and updated over the years, many queries on a particular asset (i.e. building) would have to be made in order to find all the components of the structure. In other cases, some assets were created as "shell" assets to allow capture of historical data with a minimum of data. Resolving these issues by restructuring the assets into a more hierarchical structure is a primary focus in updating the building facilities and conditions in CityWide.

The ESRI ArcGIS system was initially used for sewer, water, road, property information, planning information, and did not have a focus on buildings or facilities. Today there is regular and consistent validation exercise that ensures the assets in both CityWide and ESRI ArcGIS are aligned and in balance.

Automated assessments of the City assets have been attempted using the CityWide software components, however, these assessments are not seen as overly useful for the application. The complexities of the Kenora environment, where the roadway cross-section (lanes and shoulders, curbs, medians, roadside slopes and ditches, as well as sidewalks) is seldom uniform and along with the vertical alignment (grades and vertical curves) contribute to a non-standard roadway model that makes automated assessment difficult and subject to additional scrutiny and inspection.

The recent purchase, and introduction of CityWide Maintenance Manager software is currently in progress by the City. This will allow Facilities, Roads and Sewer maintenance activities to record issues, assign the response, and control and monitor the outcome. In addition, a key improvement from a resident service perspective is the future ability for direct input from residents to communicate issues and initiate this process. In conjunction with implementation and to support better communication, a new Operations' Customer Service Representative, with dual reporting to Parks & Facilities and Operations & Infrastructure, has been added to the customer service department to ensure consistent capture of reported problems, assignment to the appropriate Operations teams, and provide ongoing follow-up communications as required. Training for the Customer Service Representative, as well as clerical staff is occurring concurrently with Facility staff, to ensure that the system implementation for Roads, Sewer, and Water maintenance activities are in step with Facilities. It is expected that this will lead to increased communication and collaboration between departments.

Cost

The most recent (2019) Financial Statements presented the following financial results for the City's Tangible Capital Assets.

Table 19: 2019 Tangible Capital Assets Summary

Asset	Inventory	Historical Cost	Net Book Value
Roads & Bridges	612 lane kms	$118,524,738	$43,723,913

	18 vehicle and 3 pedestrian bridges		
Buildings	70	$44,346,865	$34,549,802
Water System	136 kms including 3 stand pipes and 5 Booster stations	$41,703,847	$25,680,975
Wastewater System	129 kms including 64 Pump Stations	$58,388,563	$34,263,834
Docks & Wharfs	19 locations each with multiple docks	$2,380,376	$1,689,184
Vehicles / Fleet	199	$20,026,923	$10,868,492

Other Analysis

Leading Practices

In developing a consistent approach to asset management, the following are leading practices considerations concerning the accountability framework and specifically the Steering Committee structure, from the Federation of Canadian Municipalities (FCM) guidebook[36], 2018:

- The CAO is responsible for: Establishing an Asset Planning (AM) Steering Committee; appointing the cross-functional representatives from relevant business areas to serve on the Steering Committee as well as Chair of the Steering Committee; reviewing all information prior to presentation to Council and helping to ensure corporate adoption of AM processes and policies. City of Windsor, ON, Asset Management Policy
- Example of a typical asset management accountability structure:

[36] 2018. How to Develop an Asset Management Policy, Strategy and Governance Framework. Federation of Canadian Municipalities. https://www.assetmanagementbc.ca/wp-content/uploads/FCM-How-to-develop-asset-management-policy-strategy.pdf

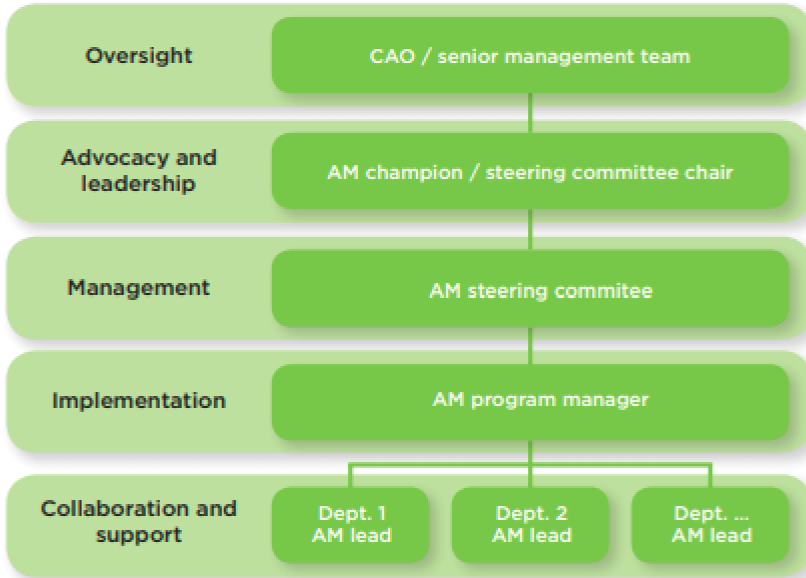


Figure 30: Typical Asset Management Accountability Structure

- Depending on the municipality's size, the accountability structure can be adapted to be flatter than the one shown above. In smaller municipalities, the advocacy and leadership, management, and implementation functions may be handled by the same AM committee. A key consideration is ensuring that responsibilities are shared among all the people/parties involved.
- The Steering Committee should be comprised of director-level representatives or department leads covering all aspects of the AM system, including:
  - Finance
  - Engineering and public works
  - Planning and development services
  - Corporate services
  - Geographic information systems, information technology, and information management

- Example Asset Management Governance Structure: City of Joliette, QC

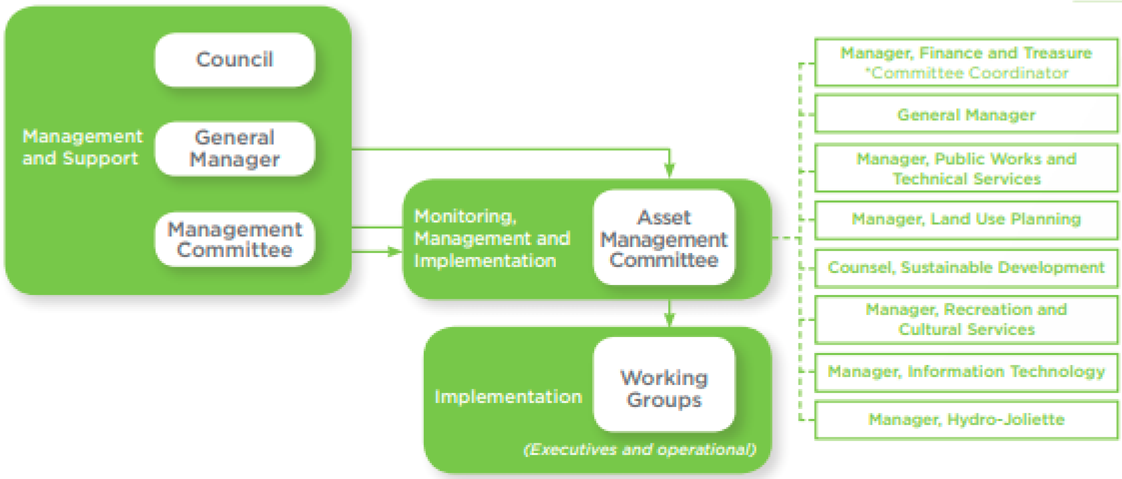


Figure 31: City of Joliette QC Asset Governance

- Example Asset Management Governance Structure: City of Dieppe, NB

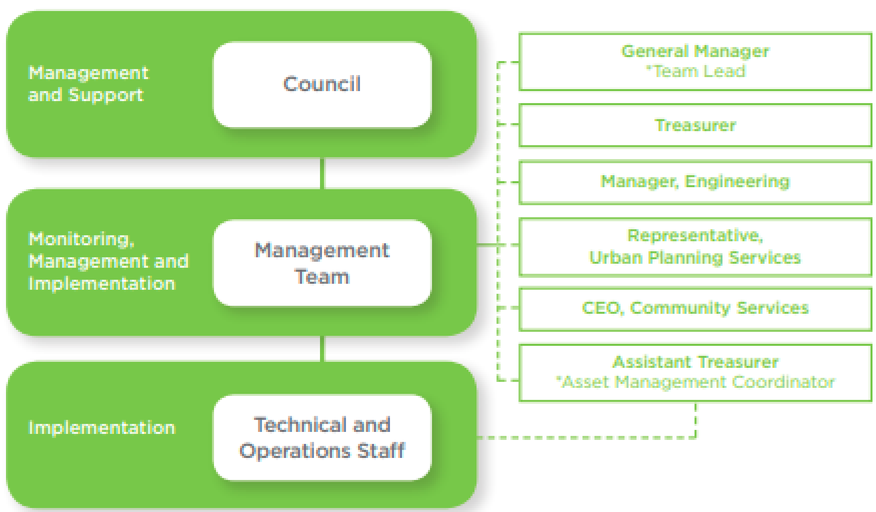
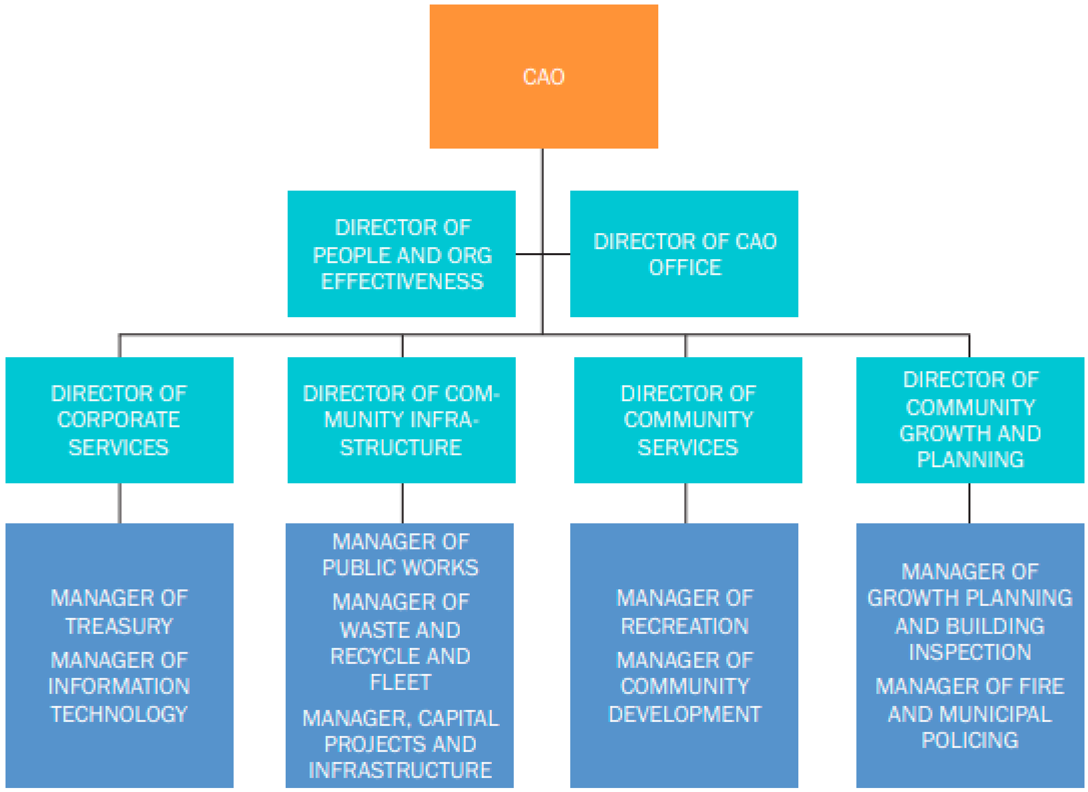


Figure 32: City of Dieppe NB Governance Structure

- Example Asset Management Governance Structure: City of Airdrie, AB

Figure 33: City of Airdrie AB Governance Structure



- The City's senior leaders play the critical role of advocacy and leadership for the City's Asset Management system. Senior leaders are comprised of the CAO, directors responsible for City assets, as well as the Director of Corporate Services, the Director of People and Organizational Effectiveness and the Director of CAO's Office. Managers are also a component of senior leadership as illustrated above.
- The Asset Management Steering Committee membership is comprised of the directors and managers associated with the four directorates illustrated. The committee will service to fulfill the following role:
    - act as an advisory board for the direction of the Asset Management Program and asset management practices, using subject-matter expertise from departmental areas.
    - provide feedback with regards to process changes.
    - assist with Change Management tactics by acting or promoting the appropriate role as change agent, in accordance with the Change Management Plan.

In developing an Asset Management Plan, the following are best practices considerations from AMO's *Council Member's Toolkit: A practical guide to evaluating municipal asset management*[37]:

- **Enhancing assets through "value engineering"**: Value engineering encompasses the idea that a municipality can go beyond merely maintaining and refurbishing assets, to instead increasing their productivity or leveraging their value i.e. Can value engineering suggest ways in which a design enhancement now would reduce on-going maintenance costs, or put off the date on which the City must spend to refurbish or replace this asset?
- **Communicating the benefits of asset management to the public**: The City needs to be able to clearly articulate key messages to the public about prudent and responsible management of public assets i.e. What has priority and how does that get decided? What is the best way to explain that a small expenditure now avoids a big expenditure later? How does the City explain that simply continuing past practices risks deterioration in the municipality's service-levels, quality of life, public investments, and financial position?
- **Maximize learnings and/ or resources in other municipalities**: Explore the feasibility of delivering some services or establishing some facilities through collaboration with other municipalities. i.e. Which municipalities, like Kenora, have been most successful in managing municipal assets? Are there systems, policies or practices that we should copy, modify, or purchase?

For reference, AMO also outlines "one of the best and most comprehensive approaches to asset management" which has been undertaken by the City of Ottawa. The city developed a comprehensive framework for Asset Management, to help delineate the various components they should consider when developing their Plan. While this approach worked for one of Canada's largest cities, it can be scaled to suit smaller municipalities as well. It combines broad visionary and strategic components, with more practical tactical and operational elements.

[37] 2015. Council Member's Toolkit: A Practical Guide to Evaluating Municipal Asset Management. Association of Municipalities of Ontario. https://www.amo.on.ca/AMO-PDFs/Asset-Management/2015/CouncilMembersToolkit.aspx

Figure 34: City of Ottawa Asset Management Framework

4.12 Recycling

4.12.1 Service Description

This service concerns the Recycling program for the City of Kenora, where Recyclable materials such as paper, glass, plastic and aluminum are collected from residences or dropped off at the City Transfer Station and the City transporting the materials to a recycling processor in Winnipeg.

4.12.2 Objectives of the Review

- Recycling materials are currently sent to Winnipeg, opportunity to review the cost and efficiency of transportation
- High spend category where costs have increased in the last two budget cycles

4.12.3 Framework Focus Areas

The 2 areas reviewed from within the SDR framework include:

- **Cost:** Services are provided cost-effectively relative to the services being provided and the benefits realized.
- **Resources:** Required resources are in place to carry out roles and responsibilities at expected service levels. This can include human resources (e.g., in terms of competencies, expertise, or staffing levels) as well as other types of resources (e.g., equipment, financial), and whether there are existing or potential capacity constraints.

4.12.4 Detailed Findings

Strengths

The review of documentation and consultations with stakeholders identified a number of strengths in how Recycling Services are currently provided, including:

- **Services provide weekly curbside pickup:** Curbside recycling pickup is provided to residents in the City on the same day as garbage pickup. Both are collected at the same time with the trucks having separate sections to handle both recycling material and garbage.
- **Residents and seasonal residents use transfer facility:** Both local and seasonal residents use the transfer facility regularly, with 38% using the service weekly, with 78% using the facility for recycling and 75% for household waste.
- **Residents and seasonal residents rate transfer facility highly for value and service:** Not only is the Transfer Facility used regularly, but 85% of the survey respondents were satisfied or very satisfied with the service and almost half thought that the facility provided good value for money.

- **City uses excess capacity of long-haul trailers to transport products for the City of Dryden recycling program:** The City has increased utilization of both its transportation equipment and long-haul staff by contracting with the City of Dryden to transport their recycling material to the Winnipeg Materials Recovery Facility. The City has a long-term contract in place with Dryden to continue to provide these services until December 2024.

- **City can position itself to request and/or negotiate future recycling services with future "producer responsibility" model:** As currently envisioned, beginning in 2023 and through 2025, the producers of product packaging will begin to be responsible for recycling these materials in the province of Ontario, which includes not only the curbside pickup of recycled materials, but its transport to a recycling facility. As sufficient information comes forward, there would be a point where Kenora could transition to a future producer responsibility model and the cost of recycling services could be covered by the producers, not the City.

Challenges

Challenges identified in the current state delivery of Recycling Services include:

- **Hours of operation of Transfer station is not convenient for working residents:** While the Transfer station is used by a significant group of the residents, a common complaint among residents is that the Transfer Station hours does not accommodate working families as it closes at 5:30pm and that drop-off of household hazardous waste is restricted to particular days and times.

- **No alternative options to current transporting of recycling to Winnipeg:** The location of Kenora provides no other reasonable option to dispose of its recycling materials other than to transport recycled materials to the recycling processor in Winnipeg.

- **Residents have a limited understanding of the transfer fees and the value provided:** While the use of the Transfer station is popular and people are satisfied with the service provided, almost 29% of the residents are "not sure" that the costs charged are appropriate.

Preliminary Opportunities

Opportunities to capitalize on strengths and address gaps in the delivery of Recycling Services may include:

- **Add other municipalities to long haul recycling transport:** The City should continue to explore additional opportunities to partner with other municipalities to transport recycled materials (similar to the current Dryden contract). This will allow the City to maximize the use of resources (trucks and staff) currently transporting recycled materials. This could also enhance overall margins since additional revenue would be generated and fixed costs would be spread across additional transports. Having additional volumes from municipalities will also ensure that trucks are running with full loads.

- **Investigate back haul opportunities from Winnipeg:** Investigate any opportunities to back haul shipments of goods or material from Winnipeg back to Kenora following recycling transport to the recycling processor. The Town on Cochrane had transported woodchips and pellets as a back haul from its trips to a southern Ontario facility.

- **Continue to monitor and plan for the future Producer Responsibility Model:** The City should continue to monitor and plan for the upcoming Producer Responsibility model. At present there is limited information from the producers on what the future model will be and how it will be implemented in the City and the surrounding municipalities. As information is released, the City should proactively develop options for what the recycling program could look like. These options should consider staffing and equipment, leasing the transfer facility to producers and collaborating with surrounding municipalities. As more information is made available, models should be reviewed and refined. In addition, Kenora should continue discussions with neighboring municipalities to understand how they are preparing for and thinking about the future producer responsibility model and if a joint model may be possible.

- **Investigate resident use of curbside pickup for efficiency improvements:** Perform additional review to identify population segment that do not use curbside pickup, reasons as to why they do not use the service, locate the areas where curbside pickup is not fully utilized, and review routes and collection program for possible changes to service levels for improved efficiencies. Additionally, investigate the reasons why residents and visitors regularly (i.e. weekly or monthly) use the Transfer station services as well as curbside pickup.

- **Address resident concerns for improvement to Transfer station services such as hours of operation and cost of small residential loads:** There were several observations made by residents during the Kenora Service Survey regarding how to improve the Transfer station services to the public, ranging from hours of operation, to consistency of disposal options, and the cost of tipping fees.

- **Clarify tipping fee structure and the value the Transfer station provides to residents:** With almost 30% of the survey respondents indicating that they were unsure of the costs and therefore the value provided by the Transfer station, there is an opportunity to educate the local and seasonal residents on the operation of the Transfer facility, how charges such as tipping fees are determined, impacts of contaminated recycling materials, and to reinforce any improvements that may be implemented.

4.12.5 Service Profile

Accountability Structures

The Ontario residential recycling program is currently defined through the Resource Recovery and Circular Economy Act, 2016 (RRCEA) and the Waste Diversion Transition Act, 2016 (WDTA). Under the WDTA, three waste diversion programs are covered – Blue Box, Municipal Hazardous or Special Waste (MHSW), and Waste Electrical and Electronic Equipment (WEEE). Under the RRCEA, individual producer responsibility (IPR) requirements for managing waste associated with products and packaging is enforced. This study concerns the Ontario Blue Box program for the City of Kenora, where Recyclable materials such as paper, glass, plastic and aluminum are collected from residences or dropped off at the City Transfer Station. Similar programs are run in over 240 municipalities and First Nation communities throughout Ontario.

The Resource Productivity and Recovery Authority (RPRA) was created in November 2016 by the Government of Ontario to support the transition to a circular economy and a waste-free Ontario. The RPRA has oversight of the Blue Box program, and each year determines the total amount that stewards must pay to municipalities to operate the program. They also calculate how much funding each participating municipal program is eligible for based on the information the Municipalities provide such its costs, material and waste volumes, and recycling recovery rates.

The Ontario landscape for residential recycling has evolved differently in each municipality as each have taken their own approach to using the funds that are available. Due to municipal differences, there has been a level of consumer confusion of what materials are recycled depending on where the consumer is located. To rectify the issues of consistent recycling collection and to ensure that material producers are funding and encouraging a domestic solution to recycled material markets, the province has decided that a common platform for all recycling is required across Ontario.

Blue Box Transition

The Minister of the Environment, Conservation and Parks has directed RPRA and Stewardship Ontario to transition the management of Ontario's Blue Box Program to producers of plastic and other packaging by the end of 2025. It is expected that RPRA will approve the plan for the Blue Box Transition by December 31, 2020. The plan will indicate how the Blue Box program will be transitioned to full producer responsibility by 2025 and outline the staging of the municipalities involved, from 2023 to 2025, as each year, one third of the Ontario municipalities will be moved to the new operation.

The City has requested that it would like to be part of the first third of the municipalities in 2023. Depending on the number of municipalities requesting the various staging years, Kenora may or may not be in the initial offering. There is also negotiation ahead with RPRA as to the services that Kenora desires to continue, and be funded for, when entering into this new agreement. This can range from having the producers providing all services, including curbside pickup, sorting and transport to a recycling facility, to Kenora providing some, all, or even determining to do more recycling activities for adjacent townships or municipalities. There is also the opportunity to lease the City's transfer facility to the Producers and have the facility operate as a hub for the area. Based on the City's western-most location, the options available for the provision of services independently or in association with surrounding municipalities may be greater than other municipalities in Ontario.

However, it should be noted that there is a balance to the positioning with the Producer Responsibility Model discussed above. While the geographical location of Kenora is conducive to providing a number of possible options, the Producers could see Kenora as a remote, small-volume community, and work initially with other centrally located and higher volume cities in order to show progress in implementing the new recycling model, before entering into discussions with Kenora. To date, the information received by the City in relation to the Producer Responsibility Model has been at a high level and without enough detail to allow Kenora to begin planning to a realistic target date. The City continues to monitor developments and stands ready to participate in future discussion.

Service Levels

The City provides curbside collection once per week of both household waste and blue box recycling. Household waste, or garbage, is partially funded through the resident's purchase of garbage bag tags to be affixed to each bag. Recycling is free to residents but must be contained in blue boxes that the City has for purchase. As in most municipalities, there are restrictions on curbside collection practices of the resident as well as the City staff. These include:

- On the curb by 8:00 a.m. on the assigned pick up day
- Recycle items must be placed loosely in a Blue Box for curbside pick up
- Items in plastic bags will be left behind.
- No plastic bags may be used; however, multiple Blue Boxes may be used for large amounts of recycle items.
- Flatten and crush items to fit more in the Blue Box.
- Rinse and clean all items before placing in the Blue Box.
- Blue Boxes may be purchased at City Hall, the Transfer Station, or from local retail stores.
- Contaminated recycle will not be picked up (i.e.: cardboard that is wet, greasy or has garbage in it)
- Garbage, glass of any sort and plastic bags in the recycle box will result in the drivers leaving not picking up the recycle! This contaminates the co-mingle (mixed items) recycle with non-recyclables in it.

The City collects recycling over routes covering 768 kms on a weekly basis with an average of 2,005 stops for blue box collection. Curbside recycling collection in 2019 was 468 tons, while recycling taken by residents to the Depot station totaled 411 tons. Residents were surveyed about the collection and Transfer station services provided by the City. 62% of respondents to the City of Kenora – Services Review survey (see Appendix below for details) indicated that they utilize the curbside garbage and recycling services. 15% did not have curbside pickup and the remaining 23% did not use the service. These statistics were said to be consistent to results that the City has collected in previous studies, and that there was no pattern to the population not using the service and that their geographic distribution was widespread across the City. Therefore, it was determined that modifications to routes or schedules would not result in efficiency and/or cost savings. There were some qualitative comments concerning animals disturbing garbage or recycling left out for pickup, as well as thefts of blue boxes. These could be related but cannot be directly attributable to residents not using the service.

The 38% of respondents that either do not have curbside pickup or do not use the service is reflected in the relatively high rates of usage of the Transfer station. A similar number of respondents (62%) that participate in curbside pickup, also visit the Transfer station weekly or monthly, with only 6% of the 389 respondents indicating that they do not use the transfer station. Recycling was noted as the most used service at the Transfer station (78%).

There is strong support for the Transfer Station services with residents reporting that they were 85% satisfied or very satisfied, with few respondents noting delays either using the facilities or passing through the weigh station. The indication of strong support of the Transfer Station services, together with the relatively high level of residents that either do not have or do use curbside collections (noted above), would indicate that there may be a future opportunity for reduction of City-funded curbside garbage pick-up (following the implementation of the Producer model for recycling) and an increased emphasis on use of the Transfer Station facilities.

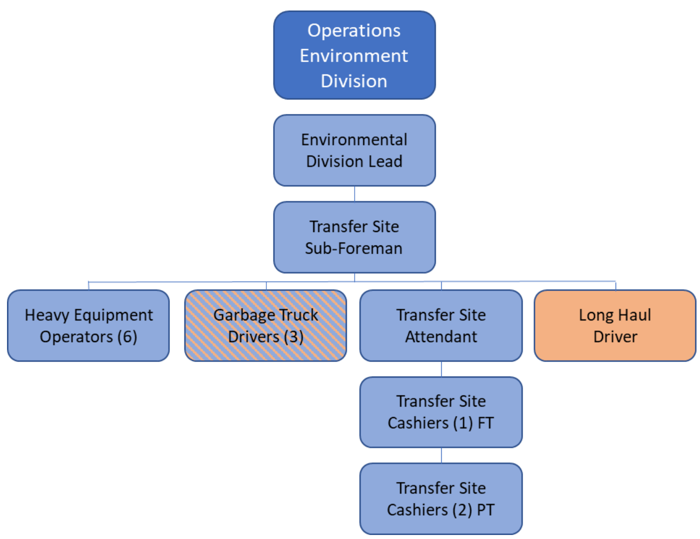
When asked about the value for the charges required at the Transfer station, only 17% state that they are not getting value for the tipping fees charged. About half of the respondents did get the value, however almost 30% were unsure about the value for money. This would indicate that there may be an information gap particularly about the services and fees charged at the Transfer station should be addressed.

When asked how to improve the user experience at the Transfer station, there were well over 150 written comments. While many responses indicated that prices should be lower, or free to residents, the responses were extremely varied. Increasing hours of operation, increasing hazardous waste “days”, and lowering the price for small loads and disposing of brush were the most consistent responses, each with under 10%.

Resources

The Environmental Division of Operations is responsible for the collection, transportation and disposal of household waste and recycled materials for the City of Kenora. From the Environmental Division team noted below, the only resource that is fully allocated to recycling is the Long-Haul Driver. Allocations of the three (3) garbage truck driver costs are also applied to the Recycling program, as well as for Garbage collection.

Figure 35: Environmental Division - Recycling Organization Structure



Process

Recycling materials from curbside pickup are delivered to the Transfer station where it is combined with other recycled materials brought by the residents to the Transfer station. The recycled material is sorted into cardboard, paper, and the general residential comingle groups. These are bundled, compacted, and loaded into long-haul trailers for transport to Winnipeg. The trailers are taken to the Winnipeg recycling plant on average twice a week (92 trips recorded in 2019) to transport 1296 tonnes of recycled material with equal amounts of cardboard and comingle (less than 600 tonnes each) and the balance of 123 tonnes of paper. There appears to be no concern about contamination of the transported recycled material, and it was stated that

Kenora always meets the standard set by the recycling facility. It was also noted that the City only transports loads to the Winnipeg when the trailers are full to capacity.

There is no other option for transfer of the recycled material that is more economical than delivering to Winnipeg. Other cities in northern Ontario have similar problems, with long transport costs or increased diversion to landfill. Neither are desired options, which has resulted in the new government position to make the packaging producers fully responsible for their materials.

To help reduce its overall recycling costs, the City has a contract with the City of Dryden to haul its recycling material to the Municipal Recycling Facility in Winnipeg for a set price per trip. The City have made approximately 50 trips to Winnipeg under this agreement in 2018 and 2019 and received $64,320 and $63,275 from Dryden for this service. A new agreement between the cities was reached in late 2019 to continue the service for $1275 per trip through to the end of the year 2024. Added to this is are weekly trips to Dryden to switch trailers prior to making the Winnipeg haul. Therefore, with the addition of the Dryden runs, there are approximately 4 trips per week of hauling recycled material to Winnipeg under the control of the Environmental Division of the City of Kenora.

The long-haul driver allocates approximately 90% of his hours to the transportation to/from Winnipeg and Dryden. For any additional hours, these are fulfilled by hauling roll-off bins from the transfer station to the landfill site.

Technology

Technology is not a significant factor in this service. Some larger municipalities have invested in building a Materials Recovery Facility (MRF) that maximize the quantity of recyclables processed, while producing materials that will generate the highest possible revenues in the market. While there have been some modest successes in these ventures, many municipalities have ended up with stranded assets with little potential to generate the expected incomes from the materials. Again, this emphasizes the reasoning for the new producer responsibility model. In this sense, the City is fortunate not to have moved beyond simple compacting of their recycling materials before transporting to the Winnipeg facility.

Cost

Despite receiving approximately $190,000 each year from Ontario’s Blue Box program, and the additional revenue from the City of Dryden contract ($64,320 in 2018 and $63,375 in 2019), recycling costs exceed funding and revenue from all sources. This resulted in a net loss of $163,753 in 2018 and $164,836 in 2019. Staffing and equipment costs have been allocated from the Environmental Services Division to the Recycling and Blue Box cost centres by the City in the presentation below. The future producer responsibility model will allow the City to either completely turn over this operation to the producers, or at a minimum, gain enough funding to cover the costs that it desires to continue.

Table 20: Recycling Operating Revenues and Expenditures

Operating Revenues and Expenditures	2018 Actual	2019 Actual
Revenue		
Recycling Facility User Fees WEEE	$11,836	$8,136
Misc. Income Recyclables	$28,885	$27,059
Misc. Income WDO	$191,083	$191,247
Product Care Funding	$2,780	--
Misc. Income Dryden Transport Materials	$64,320	$63,275
Blue Box Collection Fee ICI Containers	$45,330	$44,259
Blue Box Collection Box Sales	$2,157	$7,109
	$346,391	**$341,085**
Expenditures		
Recycling Facility Wages and Benefits	$114,329	$117,075
Recycling Facility Contract Services	$51,647	$75,714
Recycling Facility Materials & Supplies	$10,606	$6,443
Recycling Facility Rent Own Equipment	$136,862	$132,241
Recycling Facility Repairs & Maintenance	$14,788	$3,826
Recycling Facility Utilities	$5,921	$6,054
Blue Box Collection Wages and Benefits	$80,832	$73,238
Blue Box Collection Materials & Supplies	$519	$962
Blue Box Collection Rent Own Equipment	$89,508	$86,525
4R's Initiative Materials and Supplies	$5,132	$3,843
	$510,144	**$505,921**
Net Total	**($163,753)**	**($164,836)**

Other Analysis

Jurisdictional Scan Highlights

Spoke with Scott Tam, Manager of Environmental Services and Public Utilities, City of Timmins

Timmins, Ontario

- Up to four years ago, the City of Timmins used a similar long-haul compactor trailers to transport its recycling materials to a Materials Recovery Facility (MRF) located near Sudbury for a one-way distance of approximately 400 kms. Northern Environmental Services (NES) decided to build and operate a facility in the Timmins area to support Timmins and the surrounding territory. The City has been using this new MRF since its opening and transportation costs reduced substantially.
- In the past, trailers were loaded and compacted as recycled materials were received. Timmins did not have an area available to store recycled goods prior to transport. With two trailers available, they would load one until it was at capacity and then the transport to Sudbury occurred. This translated into 2-3 trips per week.
- The tractor and driver were contracted for the long-haul trips.
- Cost Saving initiatives:
    - Only transport when at full capacity. Transporting recycling on a calendar basis (i.e. 2 times a week for example) resulted in some short payloads and with generally fixed costs of labour and fuel, a capacity load ensures maximum return.
    - The Town of Cochrane had similar long-haul transportation issues in the past and we were told that they were able to have a back haul of material to bring back to Cochrane after their recycling load was dropped. This helped offset the cost of the transportation.
    - There are severe deductions for a contaminated load of recycling. Transporting and delivering a clean payload of recycled materials to the recovery facility is even more important today as the price paid for the material is in decline. Timmins has continued education messaging to the public in the reinforcement of proper recycling practices and the resulting benefit to the City and public.
- Timmins is similarly watching the discussion and development of the Producer Responsibility model for the province and is awaiting more details before moving forward. As in the case of Kenora, they have opted to move with the earliest available implementation of 2023 but realize that most municipalities have also requested the first-year timetable.

4.13 Resource Sharing

4.13.1 Service Description

Maintenance (emergency or preventative) work on water and sewer lines external to the water and waste water treatment plant facilities, often require the co-ordination of equipment and operators that are not part of the Water and Waste Water Maintenance team. Timely access to these services, whether inter-divisional or via a third-party, is key to efficiently managing water and sewer issues when they occur across the City.

4.13.2 Objectives of the Review

- 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 alternative

4.13.3 Framework Focus Areas

The 3 areas reviewed from within the SDR framework include:

- **Service Levels:** Service level expectations are clearly articulated/documented and are appropriate. This will also involve investigating whether the service is meeting its target outcome(s) in terms of timelines, quality, or effectiveness for partners, businesses or residents.
- **Resources**: Required resources are in place to carry out roles and responsibilities at expected service levels. This can include human resources (e.g., in terms of competencies, expertise, or staffing levels) as well as other types of resources (e.g., financial), and whether there are existing or potential capacity constraints.
- **Process**: Processes are well designed and defined, effective and efficient. This will also include looking into areas of duplication and understanding what tools are currently leveraged and how they are used.

4.13.4 Detailed Findings

Strengths

The review of documentation and consultations with stakeholders identified a number of strengths in how Water and Waste Water Maintenance services are currently provided, including:

- **Crews work well together:** The consensus from the working sessions with leadership and crews was that in the instances where equipment and operators are necessarily shared between the Roads and Water & Waste Water divisions, the crews work well together to perform their duties and completed tasks with available equipment.

- **Crews are proficient in maintaining a complex system over challenging terrain**: The Kenora system, due to its challenging terrain and elevations, is a complex waste water operation to operate. They have enhanced their maintenance schedules to consider the large number of pumping stations that the topography imposes on the City.

- **Process established for inter-divisional activities:** Team Lead co-ordinates with the counterpart on the Road team to schedule activities where equipment and staff are shared. Daily tailgate meetings confirm any transitions required. When an operator or the equipment is not available from the Roads Division, and the job has a high priority, the Division Lead has the option of going to a third-party to provide contracted equipment and/or operator for the job.

- **Operators are available within Water & Waste Water division if equipment is available:** While the majority of the equipment necessary for these jobs is part of the Roads division, there are staff in the Water & Waste Water division that are trained and capable of operating the equipment. In most cases, the bottle necks are for the equipment, not the operators.

- **Electrician staff from Water & Waste Water division are available for deployment to other City electrical needs:** The division has 2 qualified electrician on staff that are also used for other electrical services in the City.

Challenges

Gaps identified in the current state delivery of Water and Waste Water Maintenance Services include:

- **Lack of formal tracking of service levels between divisions:** While the sharing of resources has worked in the current conditions, service levels are not formally recorded by incident, equipment or operator in a specific period of time. Currently the Leads have anecdotal information or history on utilization measures for different equipment, how many times they have had to utilize contractors for project requirements, or the instances where the crews have been left waiting for an inter-divisional equipment or operator request. Without this information, justification for additional equipment or resources is not possible.

- **Equipment availability / transport to site:** Equipment must not only be available but also transported to the job site. Equipment moves from job to job and may have to be reconfigured for each situation. This can result in lost operating time for equipment moved between sites and delays in start times at new job site.

- **Restrictive inventory of replacement pumps and parts in a small municipality:** Certainly, there are restrictions on the number and variety of spare pumps and parts that a smaller municipality can accommodate within the budget. Added to this is the lead time involved in acquiring replacements from outside the region. To combat this, and as infrastructure comes up for renewal or forced replacement, continual and enhanced attention to the maintenance aspects across the wide variety of infrastructure is necessary.

Preliminary Opportunities

Opportunities to capitalize on strengths and address gaps in the delivery of Water and Waste Water Maintenance services may include:

- **Implement Service Level Measurements:** In conjunction with the implementation of the CityWide Maintenance Manager system and the staff and equipment metrics that are expected to be available, the City should begin formal reporting on service levels for utilization of equipment and staff (internal and contracted). This will assist in determining the actual utilization of shared staff and equipment and whether contractors are used effectively. These measures should be tracked on a regular basis and reported as part of a dashboard to senior leadership to communicate availability issues and cost effectiveness of the use of external contractors for services and equipment.

- **Review disposition of aging equipment in consideration of multi-divisional use:** Continue the practice of considering the multi-divisional use of specialized equipment purchases (for example backhoes and attachments). It is recommended that in order to understand the benefits of this, that the City should investigate the results of the service level measurements (opportunity noted above). This will highlight attention to multi-divisional opportunities where the potential to keeping higher mileage and higher operational hours equipment for use by other divisions in a reserve fleet, outsourcing the equipment requirement, or continuing the status quo is considered.

- **Incorporate procurement improvements for cost and time efficiencies:** Ensure that contracts or Vendors of Record for external services and equipment are reviewed as annually tendered to minimize the time, effort and cost required to acquire the service or equipment when required. For inventory such as pumps and parts, review based on criticality, demand, and the significant lead times involved especially in having to service the pumps in the larger commercial centres (i.e., Winnipeg).

4.13.5 Service Profile

Accountability Structures

The Water & Waste Water Division has a complement of 23 staff including 12 Water and Waste Water Repairmen, 4 staff at the Water Treatment Plant, 3 at the Waste Water Treatment Plant, and 2 electricians. Included below is the organizational structure of the Division:

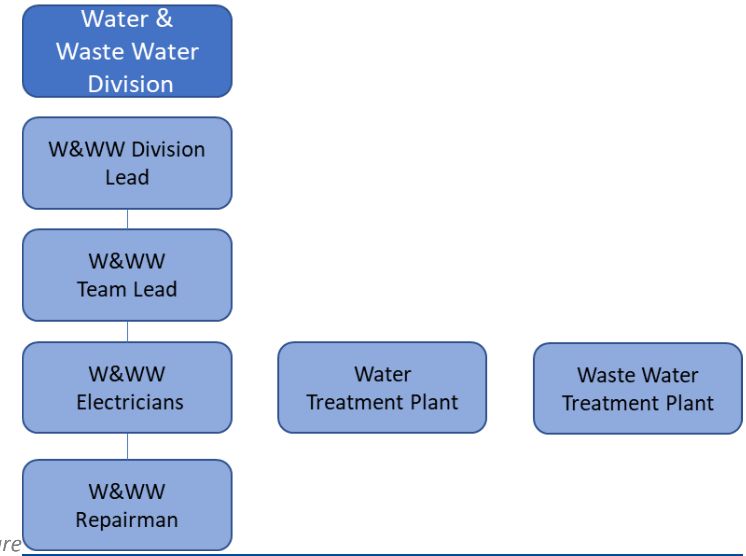


Figure 36: Water & Waste Water Division Structure

Service Levels

Based on the interviews with leadership and staff from the Water and Waste Water and Roads divisions, there is agreement that the teams are able to share the equipment and operator resources that the City has available to a reasonable degree of efficiency. However, there are only approximations of available data that can be reviewed to support this confidently. It was reported that there are approximately 35-50 digs per year that would require the sharing of equipment and staff.

There are no formal service level agreements in place that could provide guidance for access to resources that are either shared by other divisions, but equipment and operators are said to be provided within a 24-hour period. There is often need to coordinate staff and work assignments so that Roads can free up three staff and the two trucks and the backhoe to accommodate a dig. Team Leads should be making scheduling decisions based on delivery expectations that are realistic, measured, and evaluated over time. Currently there are no indicators on how often equipment is not available, utilization of the equipment, or how lack of availability impacts the work assignments. It is expected that the newly purchased CityWide Manager Maintenance system will, once implemented, provide staff and equipment requirements for work orders, work order tracking, as well as time to deploy statistics for maintenance activities.

Resources

The Division Lead is responsible for the Treatment plants for Water and Waste Water. The team Lead is responsible for the day-to-day activities to maintain the watermains, sewer system, and grinder pumps in the private sector. The Water and Waste Water Lead's staff consists of 2 electricians and 12 repairmen.

Practically all trucks and equipment used for the maintenance of a residential and waste water system (external to the water treatment plant) is under the control of the Roads Divison. When a "dig" is required, the crew must coordinate with the Roads Division for the equipment, and in most cases, supplying the operators with this equipment. Access to the equipment and operators will vary according to the time of year, for example many of the dump trucks are converted to sanders during the winter snow season which can impact coordination between departments.

The equipment under the responsibility of the Water and Waste Water Division, aside from the pickups and transportation vehicles, are primarily a flushing truck, a hydro excavator (hydrovac) truck, and DBH Pipe Thaw machines for winter pipe thawing. Therefore, any requirement for equipment such as dump trucks, loaders, back hoes, excavators, and asphalt cutters must be arranged through the Roads Division. In most cases, the operator would be part of that request.

The Fleet Division currently reviews aging equipment for opportunities within the current fleet and performs a cost benefit analysis on the future disposition of the identified equipment, including multi-divisional usage. This has also recently included a review of leasing alternatives with the resultant finding of a low differential ($0 to $240 per vehicle) if a change was made to leasing. With this result, the City had opted to maintain status quo.

In response to equipment needs, the following is an example where the Divisions are working together in evaluating options for procurement and disposal of equipment used by both Divisions. Currently the Divisions are investigating the upgrade of their current smaller (4-5000 lb.) backhoe to a larger 10,000 lb. machine with additional digging depth, a thumb attachment, and a dozer blade. This will provide greater flexibility to both the Roads and Water divisions and would allow the Water and Waste Water Division to respond to any sized water digs and clean up the ground area after completion. The estimated cost of the new equipment is approximately $105,000 to purchase. With the expectation that the trade-in value of the existing backhoe is between $18,000 and $20,000, this would result in a net cost of approximately $85,000-87,000 for the new machine. It was noted that a higher gross weight trailer would also be necessary based on the final size of the new equipment purchased.

Additional contractors and contracted equipment are estimated to be procured on average for 10-20% of the resourcing requirements. This equates to approximately 5-8 times per year, and generally occurs in the winter, when trucks are needed for snow plowing. Vendors are qualified through a procurement process at the beginning of each year for machinery and local operators. From a list of tenders, the Lead has a ranked list by cost and equipment specifications, includes the hourly rate with the machinery and the operator. Trucks run about $100/hour with driver and a backhoe is about $150/hour. Calls for the contractors are made based on lowest cost and availability.

There is an annual tendering procurement process in place for the equipment and operator requirements for the Divisions including Water and Waste Water Maintenance. The staff cited good working relationships with the external contractors and noted in terms of the minimal frequency of requirements for external equipment for the Water and Waste Water Maintenance Division (5-8 times per year as stated above), this annual process met their needs.

While contracted equipment and services are required at times, the frequency and cost of these resources was not tracked as a key indicator for Water and Waste Water maintenance activities. As noted above, the newly purchased CityWide Maintenance Manager System, once implemented, will enable improved tracking of these resources. For senior leadership to make budgetary decisions concerning additional equipment and staff, the maintenance staff need to bring attention to these measures on a regular basis. This will ensure that equipment is not sold outright when it still has a useful life and will include a full review of all equipment utilization. This can also assist in the justification for hiring specialized staff or procuring additional equipment that can provide cost savings by reducing external sourcing.

Process

The City of Kenora, being a smaller municipality, does not have the budget to afford a range of equipment to support concurrent activities by multiple maintenance divisions or work projects. The maintenance leads and crew are aware of these constrained equipment resources and feel that they work well in coordinating equipment and operators between the groups. In addition, funding for equipment requires the additional complexity of whether the cost of acquisition is from City tax dollars (roads) or from the user fees from the water and sewer utility bills to residents.

The Team Lead co-ordinates with the counterpart on the Road team to schedule activities where equipment and staff are shared. Daily tailgate meetings confirm any transitions required in moving the equipment from job-to-job, the time required for the relocation, and what, if any, equipment components must be changed from one job to another. If the priority of a Water and Waste Water situation is high, and equipment or operator is not available to meet this priority need, the Division Lead has the option of going to a third-party to provide contracted equipment and/or operator for the job.

This process for sharing equipment and resources has been developed over time, however it is not documented, and therefore there are no formal process on how projects are prioritized. The process can be reviewed and documented as part of the implementation of the recently purchased Maintenance Manager System.

Technology

Technology has not been a component of this review.

Cost

As noted, above, the City is reviewing an option of purchasing a larger and more adaptable backhoe for use by both Roads and Water staff. From the estimates provided we can assume that the City outsources a backhoe for Water maintenance up to 8 times per year at $150/hour. For simplicity, we will assume that the backhoe is required for 8 hours per request. This provides the following calculation:

- $1200 per call
- 8 requests per year = $9600

With the net cost, after trade-in, being approximately $85,000 for the new machine (as documented in the Resources section above), this provides a rough break-even point of 8.85 years. Additional costs for maintenance, fuel, and a trailer to move the larger equipment from job to job have not been included and would further delay the break-even year estimate.

On the other hand, adding a dedicated backhoe to the Water Division could increase productivity of both Roads and Water crews as equipment would be made available within a shorter duration to get jobs completed. However, a full analysis cannot be completed without detailed tracking of:

- the number of calls per year and the types of jobs where the larger equipment is required (including why the larger backhoe is needed)
- lost productivity as a result of not having equipment available or
- lost productivity moving and reconfiguring equipment between job sites.

Lastly, the Water and Waste Water operations, facilities, and maintenance do not form part of the overall City of Kenora budget. The operations are independent, self-supporting utilities that are funded through user fees (water bills) and not through City tax revenue.

Other Analysis

Jurisdictional Scan Highlights

Discussed equipment sharing situation with Blake Poole, Manager of Public Works and Dean Walker, Water Works Manager, Town of Dryden

Town of Dryden, Ontario

- The Town of Dryden has a Roads complement of 12 and Water staffing of 6.5. The Water staff have minimal equipment dedicated to their team: a compactor, 1 vac truck, and tractors. All trucks required are called upon from the Roads department.
- The sharing of equipment between Roads and Water departments are handled on a case by case basis. They do not maintain statistics of usage between departments, nor do they have service level agreements between the teams, however availability of equipment between departments was not noted as an issue.
- As the Water department maintains minimal equipment, it is customary for the Water department to contract excavators and other specialized loader equipment as required.
- The Town noted the advantages to contracting is availability of a variety of equipment and attachments, based on the particular job requirements, especially in circumstances where frost and cold weather dictate differing equipment requirements over the year. They generally rent the equipment and operate the machine themselves.
- The Town maintains a list of 3-4 contractors and rotate calls when the equipment is needed. Prices and types of equipment are reviewed annually.
- On average, it was reported that they contract equipment for the Water Department 25-30 times per year.

4.14 Shift Assignments

4.14.1 Service Description

The City of Kenora manages and maintains the roads network and sidewalks in a sound state of repair in all seasons. The Roads staff normally work a five day per week, Monday to Friday operation, with 8-hour days.

As a result of COVID-19 and concerns for employee social distancing, Kenora implemented a split shift assignment with the team divided into two crews working longer daily shifts balanced with extended days off, with crews working seven days a week. Given this unique transition, the City felt it was important to review the experiences of both leadership and crew members during this split shift schedule to identify key learnings that may be applied to the current and future staffing models.

4.14.2 Objectives of the Review

- Review impacts of adjusted shift assignments model to identify potential benefits
- Identify training opportunities and resource allocations for staff to best utilize their skills and availability

4.14.3 Framework Focus Areas

The 2 areas reviewed from within the SDR framework include:

- **Resources**: Required resources are in place to carry out roles and responsibilities at expected service levels. This can include human resources (e.g., in terms of competencies, expertise, or staffing levels) as well as other types of resources (e.g., financial), and whether there are existing or potential capacity constraints.
- **Process**: Processes are well designed and defined, effective and efficient. This will also include looking into areas of duplication and understanding what tools are currently leveraged and how they are used.

4.14.4 Summary of Findings:

Strengths

The review of documentation and consultations with stakeholders identified a number of strengths in how shift assignments and staff cross training are currently provided, including:

- **Full crews provide flexibility of projects assignments:** Full crews enable the flexibility and capacity to perform any road/water assignment to be worked on during a shift whereas the split-shift limited the jobs that could be conducted during the shift. Current shift assignments are more flexible, since more staff are present with various skills sets to manage unexpected requests.

- **Positive resident feedback:** There were positive comments from residents regarding the observed longer hours that the crews were working, as well as being available 7 days a week, demonstrating City and staff commitment during the pandemic crisis. The only negative comment received concerned loud City work activities on weekends and particularly weekend mornings.

- **Full crew support for Monday to Friday schedule:** Crews overwhelmingly supported the return to Monday to Friday scheduling following Kenora region moving to Stage 3 Guidelines of the COVID pandemic crisis.

Challenges

Challenges identified in the current state delivery of shift assignments and cross training services include:

- **Limited flexibility of assignments with split shifts:** There were times during the split shift that jobs could not be completed because skilled crew were either occupied on another task or no back-up was present. In addition, to support a split shift model, functions such as Fleet Maintenance would need to be on the same shift rotation or made available to provide on-demand repairs and reduce un-planned work disruptions.

- **Staff morale impacted by 12-hour, 7-day working shifts:** Split crew assignments were very unpopular with staff citing childcare support and work-life balance as major issues. A predictable Monday to Friday daytime schedule was stated as one of the key benefits to staff working for the City of Kenora.

- **Split shifts highlighted inconsistent training on equipment across the team:** Working with the smaller split crews highlighted a training gap across the team. Operators are not trained on all equipment limiting their flexibility to complete some required tasks during a shift. Training on different equipment, when it can be provided, is not consistent or followed up with on-the-job practice.

- **Limitations in the development of junior staff:** There is a culture of ownership of specialized equipment from more senior operators. Junior staff are not always given the opportunity to expand their skills sets and work on more advanced equipment. Juniors tend to stay on the same machine for extended periods of time which can lead to continuous and repetitive movements and potential injuries.

- **Communication gaps during the pandemic transition:** As the decision to move to new shift assignments during the COVID pandemic was being made, the Leads and crew did not feel there was enough communication from the Leadership team. Management was limited in what and when they could communicate to staff due to union negotiations.

Preliminary Opportunities:

Opportunities to capitalize on strengths and address gaps in the delivery of Shift Assignments and Staff Cross Training services may include:

- **Explore alternate shift assignment models**: Investigate other staff shift models such as staggered, overlapping, or 4 day/10hr shifts to determine their potential effect on utilization, work assignment, work output and overtime expenses. Review the outcomes of the newly introduced time, scheduling and attendance model in the Water Treatment plant as a real time example. Explore other models such as staggered shifts used by other municipalities (e.g. Durham).

- **Ensure training for staff includes capability on all Kenora equipment and vehicles:** Review training procedures to ensure that all operators are thoroughly trained on multiple, if not all Kenora equipment, to utilize all operators to the maximum capability.

- **Rotate Equipment assignments to foster job progression opportunities:** Review current operator equipment assignments to ensure operators are not consistently working on one or a small range of equipment. This is relevant to both senior operators having preferred equipment and for more junior staff that operate the same machine for extended periods of time.

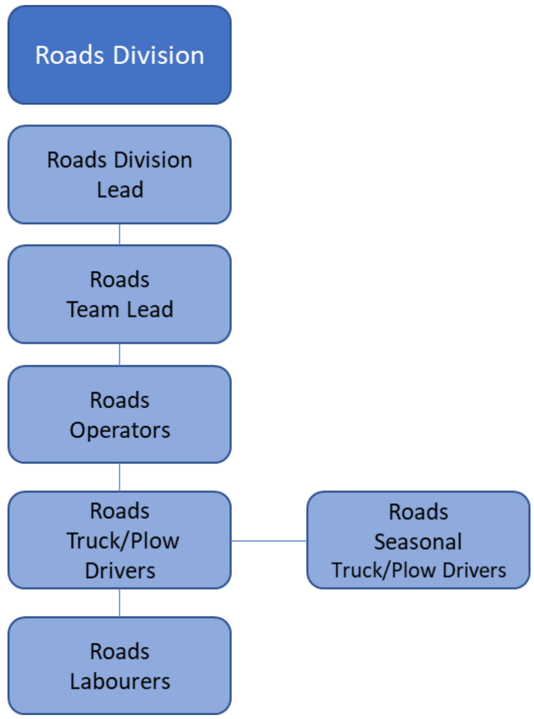
- **Ensure that agreements for changed shifts can be implemented in emergency situations:** From an emergency perspective, COVID-19 or otherwise, the City should take steps to have an agreement in place or a process where changed shifts could be implemented. This will ensure minimal impacts on employees via an Emergency Plan.

4.14.5 Service Profile

Accountability Structure

Listed below is the current organization Structure of the Roads Division:

Figure 37: Roads Division Organization Structure



Service Levels

The Roads Division works on both preventative and emergency activities. Major projects requiring the crew are scheduled in advance and are carried out according to weather conditions and staff availability of the day.

During the split shift assignments, not having all Operations staff on the same schedule did cause some challenges, particularly with the Fleet Maintenance department working the traditional schedule. While emergency issues were dealt with for weekend support, if any equipment broke down near 4pm, the remaining hours of the operators' shift could be lost, and the crew falls behind. The Fleet Division staff consists of one Lead, five maintenance personnel, and a fleet administration support person, and therefore it was difficult to split the relatively small team any further during the split shift assignment.

Resources

The Roads Maintenance team is comprised of Leads, Equipment Operators, Truck Drivers, and Labourers that maintain approximately 612 lane-kilometers of roadways. These roads are comprised of paved, surface treated, and loose top construction requiring both summer and winter maintenance with additional winter seasonal staff added for the snow removal and sanding operations. Road maintenance crews are also responsible for the infrastructure of the assets surrounding the roadway which include bridges, culverts, ditches, sidewalks, laneways, and storm sewer lines and catch basins.

The working assignment changed from 19 employees of 9 operators, 9 truck drivers and 2 labourers in a single Monday to Friday 8-hour shift to an A- and B-shift structure running 7am-7pm for 7 days a week, with an alternating 2 or 3 days on then 2 or 3 days off arrangement. Each shift consisted of approximately half of the staff complement. This assignment structure was in place from March 16, 2020 through June 29, 2020. The Roads Lead and Team Lead each assumed the leadership, respectively, of the two teams.

What was observed during the split shift environment was the lack of flexibility of performing work assignments with the shorter staff complements. With a normal full crew of 18 resources in the City of Kenora, practically all activities can be scheduled and executed. However, with a smaller staff divided into 2 groups with no overlap of staff, it was difficult to complete work assignments because certain staff could only do some tasks or operate certain equipment. With a full crew, it is possible to have sweeping, water digs, and culverts assignments working at maximum capacity. The split crews did not have enough of the right mix of staff capabilities to complete the activities within the 12-hour shifts expected. During the split shift assignment period, it was noted that overtime was reduced since there was better coverage of staff across the day and week.

This highlighted the situation where training of staff on all equipment should be a priority to the Roads Operations. It was noted that while training on various equipment does occur, it is seldomly supported by additional guidance by the senior operators and/or focused time on the equipment to further develop the newly trained skills. Stakeholders noted that this impacts training opportunities, as it makes it more difficult for junior operators to become exposed to the level of “on the job” training required to ensure Operators can work across all (or most of) the equipment. This would allow for more flexible work assignments and staffing models across the division.

It was also noted that the result of the lack of operating equipment diversity has made for a prohibitive advancement environment where truck drivers may not pursue promotion to an operator position because of the difficult equipment assignments that they foresee themselves locked into. This and the relatively small pay differential between Truck Driver and Equipment Operators has resulted in staff preferring to remain in their positions which prohibits junior staff from moving from the Labourer position.

Staff felt that there were gaps in communication surrounding the recent COVID-19 shift assignment changes. While staff realized that leadership was focused on providing a safe working environment and continuing to provide full employment without layoffs throughout a difficult period, the shift changes impacted both their working and home environments. Team Leads expressed concern that they were not always informed of negotiations in progress and as a first point of contact for their crew, were not able to answer staff questions and concerns.

Management noted that since some of the decisions surrounding the shift assignment impacted collective bargaining agreement, management was limited in what and when they could communicate to Team Leads. Management was working closely with the union to develop shift assignment options to avoid layoffs during the pandemic period, as was the case in other municipalities such as Thunder Bay. The union then held meetings with staff to discuss the proposed changes with final shift arrangements proposed by the union and accepted by management.

Subsequent to the return to normal shift assignments, it was noted that the reporting structure for Sewer and Water Maintenance was changed to two 6-person teams reporting to Team Leads with a Division Lead. Currently, shift working hours are the same for each of the teams and the results are to be reviewed in six to twelve months' time to determine staffing, productivity, and cost efficiency status. The longer-term intent of the two-team structure is to review the future feasibility of a staggered and/or overlapping shift assignment to and determine if this type of model could support a more efficient and effective working model for the Operations team.

Processes

Staff assignments are organized according to Health & Safety conditions during Tailgate meetings at the start of every day. A common theme regarding the flexibility of manpower assignments to the different tasks was that the equipment operators had a high degree of control over their assignments for the day. In certain situations, operators with higher seniority select the equipment they want to operate and continue to work on that equipment for extended periods. Often this means that more junior operators stay on the same machine for extended periods of time which can lead to continuous and repetitive movements and potential injuries.

While set work schedules are established for known activities, it was noted that these plans can change as a result of residents requesting road or infrastructure repairs. These calls are generally handled according to a prioritization procedure, with some requiring investigation by the Division or Crew Lead to determine the actual severity of the issue requested. There were times during the split shift complement when a high number of calls was received, and the Division or Crew Lead had to ask a member of the crew to step away from their assignment to inspect the complaint. This did lead to disruptions on assigned work projects and frustration among staff during the pandemic.

Technology

Technology has not been a component of this review.

Cost

The Transportation budget for the City is set for $4.2M for the year 2020 which comprises 16% of the City's overall Net Program Costs. Of this, the Roads and Bridge Maintenance component is $3.3M or 12.2% of the City budget.

Staff complement of 20 fulltime, 5 seasonal (winter snow plow operators), and 1 sign-painter, total 26 of a total City complement of 225 or 11.6% of the City total.

Other Analysis

Jurisdictional Scan Highlights

Spoke with Clifford Curtis, former Commissioner of Public Works, Durham Region and Ryan Peterson, Water Plant Operations, City of Kenora.

- **Durham Region, Ontario**
  - The Regional Municipality of Durham Public Works Department implemented a staggered shift for its Roads maintenance and operations. Durham Region has five Roads Depots across the municipality and within each Depot they assigned one crew to work a later shift to cover work into the evenings.
  - Day shifts ran from 7:30am to 3pm, with the evening shift from 2:30pm to 10pm. The evening shift was on a rotational basis. The normal 8-hour day, five days a week, was optimal for the physical labour required for these Roads positions. While longer days of 10 hours, with more days off in a cycle were considered, a 12-hour day was never considered as this was seen as overly exhausting for the crews.
  - The initial impetus for the added shift was the result of issues with having staff available for after-hours evening call out. As most of the overtime requirements were for late day or early evening situations, covering this period was seen as the best method of utilizing existing staff and managing overtime costs. In the past, calling staff for overtime work from a seniority-based staff list did not prove to be an effective means of making staff available as many calls were either not answered or the overtime was declined. The 3-hour minimum for overtime calls was, financially, the key reason noted for the implementation of the staggered shift.
  - Initially, the staggered shift arrangement was not well received amongst frontline staff as it significantly reduced opportunities for overtime. However, it was allowed under the collective agreement, and Durham stayed with the shift changes until it was eventually accepted as the new normal. It was noted that Durham had sewage and water plant operators in the same bargaining unit that had staggered shifts for 24-hour coverage. This was a positive driver for changes to the shift structures.
- **Water Plant Operations, Kenora Ontario**
  - The review of Shift Assignments was concentrated on the Roads and Sewer and Water Maintenance Division. Following this current state review, it was noted that the Water Plant Operations team had implemented a modified version of the split shift crew assignments following their experience during the COVID-19 pandemic.
  - The Water Treatment Plant Operations in the City of Kenora were also impacted by the split shift assignment changes during the COVID -19 pandemic. The smaller work crew of 4 staff, split into two teams of two staff for the 12-hour days, reduced work place interactions required for social distancing during the pandemic. However, similar to the experience with the Roads crews, the smaller crews (of 2 staff) were found to not be large enough to accomplish major projects during the pandemic.
  - The previous shift assignment had 4 staff on site 8 hours a day from Monday to Thursday, reduced to 2 or 3 staff on Fridays, and 1 staff covering both weekend days.
  - The experience of having longer working days supplemented by more consecutive days off during the pandemic was noted positively by the water plant crew. In review of the shift possibilities, and with 7-day per week coverage already part of their normal operation, the team proposed a 10-hr day, with full staffing on Monday, 3 of 4 staff for Tuesday through Thursday, and single staff on Fridays, Saturdays and Sundays. This effectively provided the team with a crew that could handle major projects Monday

through Thursdays, as well as increasing plant coverage from 56 hours per week to 70 hours per week.

- The pros for a new shift arrangement were that:
  - Longer hours allowed for more efficient uninterrupted time to tasks; and,
  - Reduction in overtime and after-hours callouts balanced by extended downtime.
- A drawback noted by staff was that there would be decreased staffing on Fridays. This is currently being monitored to determine any impacts to the operations.
- This new staffing assignment was implemented with a Letter of Understanding between the City and the union for the Water Treatment Plant starting in late summer 2020 and has been operating without reported incidents since then.

4.15 Water Delivery

4.15.1 Service Description

The City of Kenora offers a bulk water delivery service to order, schedule, deliver, and bill residents and commercial customers via tanker trucks for those who are not able to be serviced directly through the City water system.

Customers call into a dedicated telephone number and leave a voice message order for next day water delivery which are made three days a week. Customers are billed monthly for their deliveries.

4.15.2 Objectives of the Review

- 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

4.15.3 Framework Focus Areas

The 2 areas reviewed from within the SDR framework include:

- **Service Levels**: Service level expectations are clearly articulated/documented and are appropriate. This will also involve investigating whether the service is meeting its target outcome(s) in terms of timelines, quality, or effectiveness for partners, businesses or residents.
- **Cost**: Services are provided cost-effectively relative to the services being provided and the benefits realized.

4.15.4 Summary of Findings:

Strengths

The review of documentation and consultations with stakeholders identified a number of strengths in how Water Delivery Services are currently provided, including:

- **Operation has consistent demand:** Since 2018, the monthly driver hours per month has averaged 78 in 2018, 82 in 2019, and 73 2020 (year to date). There was an average of 38 customer deliveries per month over 2018 and 2019.
- **Water delivery truck drivers are fully utilized:** There are two water tankers available for the water delivery operation. As the water delivery tasks are completed for the day, the driver(s) will move to roads operations duties and book their time accordingly between water delivery and other duties.
- **Simple billing system:** Water delivery is currently contained to customers that have an active account with the City. The deliveries are recorded manually and entered by City Office staff into the Diamond ERP system, with bills mailed to customers monthly.

- **High satisfaction level:** There have been very few complaints regarding water delivery.

- **Service generates income.** The operation generates net income to the City in excess of its costs of operating and maintaining the water trucks, billing the customers, and assuming that the cost of water to the City is at or near zero.

Challenges

Gaps identified in the current state delivery of Water Delivery Services include:

- **Inflexible ordering process:** Currently only day ahead delivery is permitted using a call-in telephone number at the City. While it is possible to get same day delivery in an emergency at a higher charge, the City does not provide standing orders, or monthly delivery options.

- **Manual ordering and billing system:** While this is a relatively small and simple system, the manual steps of recording deliveries and then entering data into the billing system has the opportunity for error. In addition, access to data to support the operation was not consistently available.

- **Lack of controls for water truck loading from Depot**: Without firm controls in place to monitor how much water is taken from the Depot and delivered to the customer, the City is not assured of the revenue from that water.

- **Resident tanks may not have gauge and can overflow:** There is no requirement for residents to have working gauges on the home/business tanks. While the driver has certain controls such as the flow of water, there is a potential for possible overflows and customer relations issues.

Preliminary Opportunities:

Opportunities to capitalize on strengths and address gaps in the delivery of Water Delivery services may include:

- **Perform an analysis of the water delivery service:** Prepare a water delivery services analysis highlighting the resident and business need for the service. As the service is currently generating slightly more income than the operating costs that the City provides, the focus of the review should be in talking to residents and businesses to understand their requirements, what possible alternatives they might have, and identifying how the service can be effectively and efficiently delivered.

- **Explore technology to streamline processes, improve access to data, and reduce errors for ordering, delivery and billing:** Explore the opportunities for technology solutions to be used in these areas of the operation. While considering that this is a small volume operation, the number of manual steps and handwritten forms make the introduction of basic technology an improvement and would greatly enhance oversight of the operation.

- **Implement controls and responsibilities for water drawing from depot and deliveries:** Identify, improve and implement daily controls regarding the loading of the water trucks at the City depot, so they align to customer's orders to ensure the City is realizing all possible water revenue.

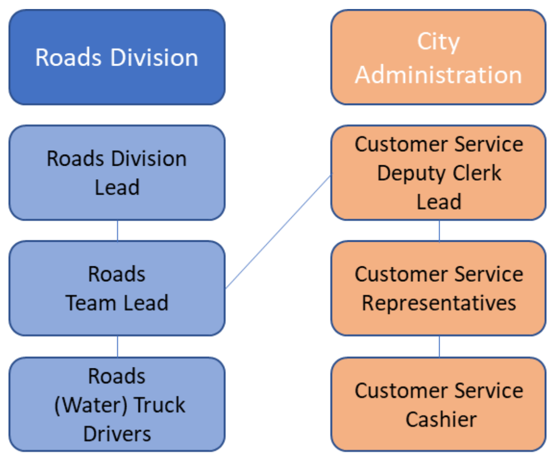
- **Establish a requirement for resident water gauge installation:** With the input of customer and operator feedback, and assessing potential liability issues with water runoff, the City should implement mandatory water gauges at all customer sites.

4.15.5 Service Profile

Accountability Structure

The following is the Organization Structure that supports the Water Delivery service utilizing staff from the Roads Division and City Administration.

Figure 38: Organization Structure supporting Water Delivery



Service Levels

The Water Delivery Service does not have clearly defined service levels however the web site and call number stipulate day ahead ordering for next day water delivery. The Water Delivery team has noted that they hold themselves to a high standard with respect to providing quality and sufficient service to their customers. It was communicated that water deliveries for the day are generally completed, with overtime situations approved by the Team Lead to complete the scheduled deliveries. However, there are key indicators for this service that do not appear to be closely monitored such as:

- the number of deliveries within given days vs. expected deliveries,
- average times for a delivery,
- daily, weekly, monthly deliveries and
- time logged to water deliveries.

The quality and provision of the service is described, however is not supported by either:

- SLA agreements for water delivery requests to understand defined expectations for timeliness or quality of service; and
- KPIs that describe the outcome of the delivery service performed.

Given the lack of documented performance metrics/indicators it is difficult to objectively assess if the level of service meets the demands and goals of the City.

Resources

As per the Organizational structure for the City, there are 8 truck/Plow drivers under the Team Lead and Division Lead in the Roads Division. For water deliveries, there are 2 trucks outfitted with 6500 litre water tanks with up to 2 drivers familiar with the delivery operation.

Depending on the number of deliveries in a day, the driver logs hours in a timesheet between water delivery (coded on the timesheet) and other assigned duties as necessary to fill out the working day. It is in this way that the driver is fully utilized for a given day. During 2018 and 2019, an average of 916 hours per year (slightly less than 1/2 FTE based on 1908 hours annual availability) were logged to the water delivery service.

Process

The Water Delivery Service involves the supplying of bulk water via water truck to residents and businesses within the City of Kenora. This involves customer ordering, scheduling the deliveries, filling the tanker truck, delivering the water to the premises, and then billing the customer for the volume of water delivered.

Water is available to be delivered to approximately 200 residents and businesses that do not have access to the city water supply or do not have a well. Customers are primarily located in the north part of the City, south of the Kenora Area Bypass highway.

Processes for the Water Delivery service are not documented but have been described by the Roads Division Lead during the stakeholder sessions held by Optimus SBR. The processes described through the stakeholder sessions included:

- Water Order Placement
- Water Order Scheduling and Delivery
- Bulk Water Billing to the Resident

<u>Water Order Placement</u>

Resident places order on to an automated order direct phone line. Orders must be placed one day in advance of the requested delivery date. Water is available for delivery on the following days each week: Monday, Wednesday, and Friday. Statutory holidays are made up with delivery the days either prior to, or after the holiday depending when the day falls. Customers provide their name, address, and the amount to be delivered.

<u>Water Order Scheduling and Delivery</u>

The water delivery driver picks up the calls from the voice mail box each delivery morning before 8am, and fills in the amount of water requested next to the customer's name and address that are kept on a two page list of residents and businesses in two categories: frequent or infrequent callers. This Water Delivery Call Record list includes approximately 86 frequent customers and 25 infrequent customers. With the compiled list of entered orders for the day, the driver determines the driver and truck requirements and inform the Division Lead of the expected schedule.

Calls that are picked up after 8am on the days of delivery may be fulfilled based on urgency, however an overtime charge is added to their delivery for those cases.

Water is loaded from one of the two Water Dispensing Stations in the City according to proximity to the customers site. The truck tank is filled to allow for the orders to be delivered and is recorded onto a water charge card for the City. The total amount drawn from the depots do not appear to be reconciled with the driver's records.

Bulk Water Order Billing to the Resident

Water delivered to the household/business is entered onto the Water Delivery Call Record list in the Actual Gallons column for the customer. At the end of the day, this list as well as the Water Delivery Driver Timesheet, is given to the Roads Team Lead and inter-office mailed to the City Office for entry of the delivery and subsequent monthly billing to the customers. The entries are made into the Diamond ERP system and the customer receives an individual bill mailed to the customer at month end.

Technology

This is a low volume service that does not incorporate extensive technology. Orders are manually written onto the Water Delivery Call Record list while listening to phone call voice messages. **Subsequently the delivery orders are also manually written onto the Water Delivery Call Record list. An internet-enabled order tracker could be made available, but then the requirement for internet service to all residents (and summer residents) becomes necessary.**

Cost

Operational Revenue and Costs

While driver, truck and administrative costs were available for this study, detailed customer data showing individual customer deliveries and revenue was not. Monthly total revenues and the number of deliveries were provided for the total revenue of the service for 2018 and 2019. This consolidated revenue total did not allow for the break-down of delivery and water components of the total revenue.

The summary operational results for the Water Delivery service are shown in the table below and assumes that the water cost to the City is at or close to zero.

Based on this analysis, income of $7,077 in 2018 and $9,147 in 2019 was generated by this service.

Table 21: Water Delivery Income Statement

Operating Revenues and Costs	2018	2019
Total Revenue	**$46,115**	**$49,810**
Costs		
Driver Labour	$22,654	$24,258
Fuel	$6,762	$ 7,267

Truck Maintenance	$7,872	$7,362
Administration/Billing Cost	$1,750	$1,776
Total Costs	**$39,038**	**$40,663**
Income from the Service	**$7,077**	**$9,147**

The following tables provide the supporting detail to the costs provided in the summary.

Water Delivery Revenue:

Table 22: Water Delivery Revenue

	2018	2019	2020 (YTD)
Number of Deliveries	448	467*	Not available
Total Revenue	$46,115	$49,810	Not available
Average Revenue per delivery	$102.94	$106.66	Not available

Note: due to unavailability of March 2019 revenue and delivery count, the reported average monthly revenue and deliveries for the other 11 months was used for March.

Staff allocations:

Table 23: Water Delivery Staff Allocations

	2018	2019	2020 (YTD)
Driver Hours	931.5	983.0	511.5
Driver Cost	$22,654	$24,258	
Average Driver Cost per delivery	$50.57	$51.94	
Billing Administration Hours	63.0	63.0	37.0
Billing Cost	$1,750	$1,776	
Average Administration Cost per delivery	$3.91	$3.80	

Notes:

- Driver Hours from timesheets (March 2019 adjusted using monthly average)
- Driver Costs based on hour rates of $24.32 (2018) and $24.68 (2019/2020)
- City Office Staff spend approximately 45 minutes weekly with updating the deliveries and approximately 2 hours per month on the monthly billing.
- Office staff costs based on hourly rates of $27.77 (2018) and $28.19 (2019/2020)

Truck Operational Costs:

Table 24: Water Delivery Truck Operational Costs

	2018	2019	2020 (YTD)
Truck #206	**$11,782**	**$10,846**	**$5,742**
Material Supply	$4,279.66	$2,922.09	$720.89
Wages	$1,329.74	$1,205.57	$982.84
Fuel	$6,172.78	$6,718.29	$4,038.62
Truck #203	**$2,852**	**$3,783**	**$1,273**
Material Supply	$1,796.72	$2,164.47	$257.08
Wages	$465.98	$1,069.90	$904.20
Fuel	$589.10	$548.17	$111.31
Average Fleet Services Cost per delivery	$32.66	$31.33	

Note: *Includes Fleet services wages, maintenance, and fuel.

4.15.6 Leading Practices

Discussions with jurisdictions referenced in other Operations and Infrastructure services did not find other municipalities providing a water delivery service operated by the local city, town or village. The following municipalities were queried during our discussions on other services found in this report: Timmins, Dryden, Sioux Lookout, Sault Ste. Marie, Thunder Bay.

In most of the municipalities, the availability of commercial operators that provide the service locally was stated as a reason why the municipality did not provide the service. The possibility of water contamination “outside the bounds of their municipal system” was also given as another reason for the municipality not providing the service to residents.

5.0 Appendices

Table 25: Proposed Stakeholder Engagement Activities

Department	Service	Format of Engagement	Stakeholders
Administration	Customer Service	• 1 hour interview	• Heather Pihulak, Manager of Administration/City Clerk • Kelly Galbraith, Deputy Clerk/Customer Service Division Lead
		• 90 minute focus group	• Roger Wilcott, Roads Division Lead • Ian Downey, Roads Team Lead • Biman Paudel, Water & Wastewater Division Lead • Ray Lindquist, Water & Wastewater Team Lead • Shaun Clifford, Parks & Facilities Division Lead • Tessa Sobiski • Kevin Robertson • Joe Kurtz
		• Community Survey	• Survey sent to residents at large on overall customer experience
Administration	Provincial Offenses	• 1 hour interview	• Heather Pihulak, Manager of Administration/City Clerk • Heather Lajeunesse, Enforcement Division Lead
Community Services	Docking Permits & Maintenance	• 1 hour interview	• James Tkachyk, Parks & Facilities Division Lead • Shaun Clifford, Parks & Facilities Division Lead
		• 1 hour interview	• Kelly Galbraith, Deputy Clerk/Customer Service Division Lead • Shalene Haney, Customer Service Representative
		• 45 – 60 mins interview each	• John Conrath, Lockmaster, The District Municipality of Muskoka (Town of Gravenhurst) • Jim Millar, Director of Parks and Recreation, Town of Brighton
Community Services	Museum	• 30 minute interview	• Stace Gander, Manager of Community Services
		• 1 hour interview	• Lori Nelson, Museum Director • Marcus Jeffrey, Museum Community Engagement Officer

		• 45 – 60 mins interview each	• Scott Bradley, Executive Director, Thunder Bay Museum • William Hollingshead, Executive Direct & Chief Curator, Sault Ste. Marie Museum
		• Community Survey	• Survey sent to residents at large regarding hours of operation and service levels at the museum
Community Services	Recreational Services	• 1 hour interview	• Josh Nelson, Tourism and Recreation Services Division Lead • Casey Pyykka, Community Program Liaison
		• 1hour interview	• Cam Chambers, Lifeguard • Troy Garrow, Operator
		• 90 minute focus group	• Casey Pyykka, Community Program Liaison • Morgan Seller, Special Events Coordinator • Helena Devins, Farmers Market Coordinator • Cam Chambers, Head Lifeguard • Mike Pavey, Maintenance Operator
		• Community Survey	• Survey sent to residents at large regarding hours of operation and service levels for recreational buildings
		• Recived written response to the interview guide	• Leah Prentice, Director of Recreation and Culture (Community Services Department), City of Thunder Bay
Development Services	Building Permits	• 1 hour interview	• Adam Smith, Manager of Development Services • Kevin Robertson, Chief Building Officer • Jeremy Smith, Deputy Chief Building Officer
		• Community Survey	• Survey sent to residents at large regarding service levels for building permits
Development Services	Economic Development	• 1 hour interview	• Adam Smith, Manager of Development Services • Megan Dokuchie, Economic Development Officer
		• 1 hour interview	• Graham Chaze, Chair, Lake of the Woods Economic Development Commission
		• 60 mins interview each	• Piero Pucci, Supervisor, Thunder Bay Community Economic Development Commission (CEDC), City of Thunder Bay • Dan Hollingsworth, Director, Economic Development, and John Febbrraro, Manager, Business Development, City of Sault Ste Marie
Development Services	Land Use Planning	• 1 hour interview	• Adam Smith, Manager of Development Services

			• Kevan Sumner, Planner • Melissa Shaw, Planning Analyst
		• Up to 2 interviews with a peer municipality	• City of Thunder Bay; • Town of Bracebridge
Operations & Infrastructure	Environmental: Recycling	• 1 hour interview	• Mukesh Pokharel, Environmental Division Lead
		• Community Survey	• Survey sent to residents at large regarding services at transfer stations
		• 30 mins interview with peer municipality	• Scott Tam, Manager of Environmental Services and Public Utilities, City of Timmins
Operations & Infrastructure	Engineering: Asset Management System	• 1 hour interview	• Marco Vogrig, Municipal Engineer
		• 90 minute focus group	• Matt Good, Project Engineer • James Tkachyk/Shaun Clifford, Parks & Facilities Division Lead • Terry Garbachewski, GIS Technologist • Jon Ranger, Deputy Treasurer (follow-up)
Operations & Infrastructure	Roads - Shift assignments / Staff cross-training	• 1 hour interview	• Roger Wilcott, Roads Division Lead • Ian Downey, Roads Team Lead
		• 60 minute focus group	• Dan Hagen, Roads Division • Greg Pearson, Roads Division • Bryan Barnard, Roads Division • Ian Downey, Roads Team Lead • Ryan Peterson, Water Plant Operations (follow-up)
		• 30 minute interview with peer municipality	• Clifford Curtis, former Commissioner of Public Works, Durham Region
Operations & Infrastructure	Water and Waste Water Maintenance	• 1 hour interview	• Biman Paudel, Water & Wastewater Division Lead • Ray Lindquist, Water & Wastewater Team Lead
		• 60 minute focus group	• Mike Derouard, Water and Wastewater Treatment Plant • Ryan Hanstead, Water and Wastewater Treatment Plant • Rich Persnky, Water and Wastewater Treatment Plant • Ryan Peterson, Water Treatment Plant • Ray Lindquist, Water & Wastewater Team Lead

		• 30 minute interview with peer municipality	• Blake Poole, Manager of Public Works, Dryden • Dean Walker, Manager of Water Works, Dryden
Operations & Infrastructure	Water and Waste Water Services	• 30 minute interview	• Biman Paudel, Water & Wastewater Division Lead
		• 30 minute interview	• Roger Wilcott, Roads Division Lead
Transit	Conventional Transit	• 1 hour interview	• Heather Pihulak, Manager of Administration/City Clerk • Chris Harper, First Student Canada
		• Community Survey	• Survey sent to residents at large on overall transit experience
		• Up to 2 interviews with a peer municipality	• Wellington County • DSSAB – Sault Ste. Marie