



COMMITTEE OF THE WHOLE

Monday, February 3, 2020

6:00 p.m.

Council Chambers

360 Dibble St. W.

Prescott, Ontario

Pages

1. CALL TO ORDER

Chaired by Councillor Mike Ostrander

2. APPROVAL OF AGENDA

RECOMMENDATION

That the agenda be adopted as presented.

3. DECLARATIONS OF INTEREST

4. PRESENTATIONS

5. DELEGATIONS

5.1 Mayor Pat Sayeau, Township of Edwardsburgh Cardinal - Ontario Job Site Challenge

6. FINANCE & CORPORATE SERVICES

Portfolio Chair: Councillor Ray Young

6.1 Staff Report 05-2020 - Joint Service Delivery Review

1

RECOMMENDATION

That Committee of the Whole direct staff to proceed with the Joint Service Delivery Review with the Township of Augusta and enter a contract with TDC Group Management Consulting the review.

7. OPERATIONS

Portfolio Chair: Councillor Gauri Shankar

8. ECONOMIC DEVELOPMENT, BUILDING, BY-LAW, PLANNING & HERITAGE

Portfolio Chair: Councillor Teresa Jansman

9. WATER & WASTEWATER

Portfolio Chair: Councillor Lee McConnell

10. PROTECTIVE SERVICES & COMMUNITY LIAISON

Portfolio Chair: Councillor Mike Ostrander

11. CAPITAL & PROJECTS

Portfolio Chair: Councillor Leanne Burton

12. NEW BUSINESS

12.1 Action Item List

17

13. PERIOD FOR MEDIA QUESTIONS

14. CLOSED SESSION

14.1 Purchase & Sale

RECOMMENDATION

That Committee of the Whole resolve into Council and move into Closed Session at _____ to address matters pertaining to:

Purchase & Sale

- Under Section 239(c) of the Municipal Act - a proposed or pending acquisition or disposition of land by the municipality or local board; and

That the CAO/Treasurer and Deputy Clerk remain in the room.

15. RISE AND REPORT

16. ADJOURNMENT



		Date Req'd
Information Purposes		
Policy / Action Req'd	X	Feb 3 '20
Strategic Plan		

REPORT TO COMMITTEE OF THE WHOLE

Date February 3, 2020

Report No. 05-2020

From: Matthew Armstrong, Chief Administrative Officer & Treasurer

RE: Joint Service Delivery Review

Recommendation:

That Committee of the Whole direct staff to proceed with the Joint Service Delivery Review with the Township of Augusta and enter a contract with TDC Group Management Consulting to conduct the review.

Analysis:

In the spring of 2019, the Ministry of Municipal Affairs and Housing (MMAH) provided municipalities with Modernization funding. On November 12, 2019, the MMAH announced that the Municipal Modernization Program – Intake 1 was open. Under the program, the province is making up to \$125 million available through 2022-23 to help small and rural municipalities conduct new service delivery reviews, implement recommendations from previous reviews, and undertake a range of projects or process improvements to achieve cost savings and efficiencies. Eligible projects under the program’s Intake 1 are reviews of municipal service delivery expenditures by independent third-party reviewers that will be completed by June 30, 2020. Expressions of Interest for Intake 1 were due December 6, 2019.

At the Council meeting of November 25, 2019, Council directed staff to prepare and submit an Expression of Interest, in partnership with the Township of Augusta, for a municipal service delivery review funded through the Municipal Modernization Program – Intake 1.

The Expression of Interest, submitted in partnership with the Township of Augusta, was approved by the Ministry in the amount of \$35,000.



		Date Req'd
Information Purposes		
Policy / Action Req'd	X	Feb 3 '20
Strategic Plan		

By reviewing several requests for proposal templates along with related submissions, and through discussions with auditors and other municipal finance experts, the objectives of the Service Delivery review were developed in the context of the funding guidelines. They include:

1. To prepare an inventory of services currently being provided by the Town and Township, and evaluate these services for alignment with the needs, wants and financial capacity of the community.
2. To identify services including mandatory, discretionary, established and other services delivered indirectly by a third party on behalf of the municipality, or services not falling into any of these categories; and identify those that are being delivered at higher than standard levels.
3. To review the current organizational structure of the municipality, current procedures and systems, and the resources allocated to the departments with regard to the operational requirements and objectives that have been assigned.
4. To determine the most cost-effective and strategic way to structure operations to meet current and future needs, taking into account other stakeholder partnerships that exist or could be created within the community.
5. To compare services and operations to those in similar communities across Ontario, with emphasis placed on identifying those who are regarded as employing best practices.
6. To recommend practical, achievable and realistic revisions/adjustments to the overall organizational structure, which may include:
 - clarifying roles, responsibilities and authority of management staff;
 - eliminating duplication and overlap of responsibilities within departments and between departments where these may exist;
 - improving the utilization of technological solutions to the service delivery model;
 - improving the delivery time and quality of services provided by the municipality;
 - identifying opportunities for new revenue sources; and,
 - achieving cost savings.



		Date Req'd
Information Purposes		
Policy / Action Req'd	X	Feb 3 '20
Strategic Plan		

7. To recommend practical, achievable and realistic alternative structures and resources through which the Town and Township could partner with each other or other organizations to leverage its investments in a strategic manner.
8. Identify any value-added products or services beyond the Scope of Project identified.

The Township of Augusta has had very positive experiences working with TDC Group Management Consulting and TDC Group was asked to develop a proposal. The lead consultant on this project, Mr. Edward Darby has created Recreation and Fire Services master plans for the Township of Augusta in the past and has extensive background in service delivery optimization and independent reviews.

TDC's proposal is very participatory in nature which will ensure contributions from Council and staff are received and considered.

The Township of Augusta has directed staff to enter into a contract with this firm to complete the joint review.

Alternatives:

To not proceed with the joint service delivery review.

Financial Implications:

The joint submission under Intake 1 was approved in the amount of \$35,000. The Town of Prescott purchasing by-law allows for sole sourcing to align with partnership and regional opportunities.

Attachments:

- TDC Group Management Consulting Proposal



		Date Req'd
Information Purposes		
Policy / Action Req'd	X	Feb 3 '20
Strategic Plan		

Submitted by

Matthew Armstrong
Chief Administrative Officer & Treasurer

TDC Group
Management Consulting

Proposal to
Augusta Township & Town of Prescott
Joint Service Delivery Operational
Review

Draft – For Discussion

Submitted To: Mr. Ray Morrison, CAO/Treasurer, Township of Augusta
Mr. Matt Anderson, CAO, Town of Prescott

Submitted By: Edward Darby
TDC Group, Management Consulting
3841 County Rd. #1, Stone Mills, ON K0K 3N0

Proposal to the Township of Augusta Township and Town Of Prescott to Provide a Joint Service Delivery and Operational Review

1) Introduction

The Town of Prescott and the Township of Augusta are seeking the services of a professional consultant to prepare a joint service delivery and operational review that will provide a framework for future policy, organizational, capital and operational planning decisions.

Both the Town and Township have strived to maintain and improve services including undertaking new initiatives to better serve its residents while complying with changes in legislative requirements and avoiding tax increases. In anticipation of potential reductions in Provincial funding, continued inflationary pressure and need to continue the pursuit of service excellence, the Town and Township seek to undertake a consultative review that will:

- (a) Identify options and opportunities to change services and service levels;
- (b) Obtain comparative data including bench marking our services and programs with comparable municipalities; and,
- (c) Implement solutions to deliver the most efficient and cost effective services and programs.

The Town and Township share a north and west boundary. There is a close working relationship historically and there is a desire to continue this collaborative working relationship as well as seek new opportunities that will be mutually beneficial.

In addition to further developing the close working relationship between the Town and Township, this review will also consider and seek collaborative opportunities with the neighbouring municipality of Edwardsburgh – Cardinal as a ‘South Grenville’ initiative as well as County-wide initiatives including the County Modernization Task Force.

The desired result of the Review will be a plan to address the immediate issues of infrastructure renewal, provincial downloading and long term financial sustainability while still providing the services that make Augusta Township and Town of Prescott a desirable place to live and a place where businesses thrive.

2) Project Objectives

The consultation process will undertake a Service Delivery and Operational Review with a specific focus on providing an evaluation of the overall effectiveness and efficiency of both Town and Township operations.

The Review will provide detail regarding operations of all departments and their services and programs to identify opportunities for improvement that will achieve greater efficiency, reduce operating costs and establish long term sustainability.

The review will be conducted through a process that is factual, analytical and transparent. It is understood that: *i)* customer service is extremely important; *ii)* both revenue and expenses need to be considered and; *iii)* alternative delivery models for delivery of services can be considered.

Specific Objectives include:

- 2.1) To prepare an inventory of services currently being provided by the Town and Township, and evaluate these services for alignment with the needs, wants and financial capacity of the community.
- 2.2) To identify services including mandatory, discretionary, established and other services delivered indirectly by a third party on behalf of the municipality, or services not falling into any of these categories; and identify those that are being delivered at higher than standard levels.
- 2.3) To review the current organizational structure of the municipality, current procedures and systems, and the resources allocated to the departments with regard to the operational requirements and objectives that have been assigned.
- 2.4) To determine the most cost-effective and strategic way to structure Township operations to meet current and future needs, taking into account other stakeholder partnerships that exist or could be created within the community.
- 2.5) To compare services and operations to those in similar communities across Ontario, with emphasis placed on identifying those who are regarded as employing best practices.
- 2.6) To recommend practical, achievable and realistic revisions/adjustments to the overall organizational structure, which may include:
 - clarifying roles, responsibilities and authority of management staff;
 - eliminating duplication and overlap of responsibilities within departments and between departments where these may exist;
 - improving the utilization of technological solutions to the service delivery model;
 - improving the delivery time and quality of services provided by the municipality;
 - identifying opportunities for new revenue sources; and,
 - achieving cost savings.
- 2.7) To recommend practical, achievable and realistic alternative structures and resources through which the Town and Township could partner with each other or other organizations to leverage its investments in a strategic manner.
- 2.8) Identify any value-added products or services beyond the Scope of Project identified.

3) Project Methodology

The project methodology outlined in this proposal is designed to achieve the project objectives and deliverables outlined in the previous section. The methodology is also designed to build buy-in and commitment necessary to implement the recommendations.

The underlying premise in the methodology design is that the final report should not simply be a consultant's report where an 'expert' comes in and tells the client what to do. Rather, the Report should reflect the collective consensus of Council, staff and the community. Thus, the process is designed to facilitate commitment by being inclusive, consultative and collaborative.

It is acknowledged that this perspective is not common and represents a different approach. However, if the desired end result is a successful change management process that will not only achieve results in the short term but also sustain ongoing continuous quality and performance over the longer term, stakeholder engagement and ownership is essential.

While the process will be designed to be collaborative and consultative, it will be the role of the consultant to aggressively search and identify best practice regarding efficient service delivery and provide evidence of alternative delivery models that could be considered. Further, it will be the role of the consultant to use performance improvement techniques (LEAN/Six-Sigma) to enable staff to identify and implement process improvements.

It is proposed that the process and study report will be guided by a Steering Committee which should include Council and senior leadership team representation.

To achieve the project objectives as noted in Section 2, the following specific methodology is proposed:

3.1) Project Orientation

Interviews will be conducted with council members, senior administrative staff and key community stakeholders to gain an understanding of the strategic priorities, issues and concerns. These initial interviews will be structured around five key questions:

- *What is working well today?*
- *What do you see as the key issues facing the Department?*
- *What would you like to see changed?*
- *What would you like to stay the same?*
- *Any other advice or comments?*

The results of these interviews will identify key issues that need to be investigated and will guide refinement of the project methodology. The interviews will enable the consultant to develop a better understanding of the issues as well as gain perspective on community aspirations and values.

The orientation process will also include gathering and review of background documents such as strategic plans, program plans and reports and financial documents.

3.2) Develop a Service Inventory

A detailed questionnaire will be developed to inventory all services provided by the Township. Each Department will be requested to identify the services they provide and for each service identify:

- Specific services provided
- Staffing
- Budget including previous actuals, current budget, year to date, and forecast for paid hours, salaries, expenses and revenues.
- Performance monitoring data including overtime hours, turnover rate, customer satisfaction measures, quality measures, and activity measures
- Available benchmark measures – Provincial and local (i.e. Ontario Municipal Benchmarking Initiative, local data gathering from peer municipalities)
- Examples of Peer municipality Best Practice

The consultant will assist Departments in responding to the questionnaire and will consolidate the results.

This process will enable identification of

- (a) current departmental organization charts and staff count;
- (b) position descriptions and skills/competencies required (as necessary);
- (c) major background reports or studies that would be beneficial; and,
- (d) general industry service norms or standards for delivery of services under the responsibility of the departments.

3.3) Community Profile

This section will describe the geographic, historical, and demographic profile of the Township. The demographic profile will identify key characteristics of the population including age and gender together with growth projections and commentary regarding service delivery impact. Economic considerations will be documented including proximity to major urban areas, current and future industrial, commercial, institutional and residential development as well as transportation routes.

3.4) LEAN/Six-Sigma Workout Sessions

To develop specific recommendations it is proposed that a series of simplified LEAN/Six-Sigma workouts be held with specific departments/functional areas to identify performance improvement opportunities. The proposed departments/functional areas are identified in Appendix 1.

LEAN focuses on reduction of waste. Six Sigma looks at how to improve efficiency and quality through standardization and reduction of process variation. LEAN Six-Sigma incorporates both perspectives to improve organizational performance and value to the customer.

Key questions that will guide the workout sessions include:

- How are services being delivered?
- How do staff, residents and stakeholders view the quality of services being delivered?
- Are there any gaps in service?
- Are services being over-delivered in any areas?
- Is this the most effective way to deliver services?
- Are there opportunities to reduce waste and improve cost efficiencies without reducing service quality?
- Are there opportunities to improve quality without significantly impacting the cost of services?
- Are staffing levels appropriate?
- Can the organizational structure be realigned to improve outcomes?
- Are reporting relationships appropriate?
- Is the organization aligned in such a way that facilitates communications and collaboration?
- Does the culture support teamwork, respect, collaboration and performance
- Do you see opportunities for ‘quick wins’? Longer term change initiatives? Areas for further study?

Specific focus will be on identification of “*Kaizen*” quick-win opportunities that can be quickly implemented as well as longer-term initiatives. A core value-add component of this method will be the ability to continue the process to discover additional opportunities, refine current initiatives and monitor implementation progress.

3.5) Planning Day to review Summary Findings and Develop Strategic Directions

The background information identified through the interviews, departmental service survey, LEAN/Six Sigma workshops and community profile will be documented in summary form including trends identification, identification of organizational and functional strengths and weaknesses, department operations, as well as suggestions for improving quality of services and cost-saving initiatives will be identified in a PPT presentation. This presentation will serve as a background document for a “Planning Day” to develop key strategic directions and recommendations.

The proposed Planning Day will enable Council members, senior administrative staff including department heads to consider and focus the summary information gathered through the study. The Planning Day will be organized around a plenary session to present key findings and

identified issues followed by small group sessions to develop go-forward advice. Employee and select community representatives could also be invited to participate in the Planning Day.

The outcome of the Planning Day should be a

- consensus on direction for mandatory and discretionary service delivery for the community in a cost-effective manner;
- potential changes in the current level of services provided, organization structure, reporting relationships, and position functions; and,
- identification of any duplication/overlap of effort within departments and between departments.

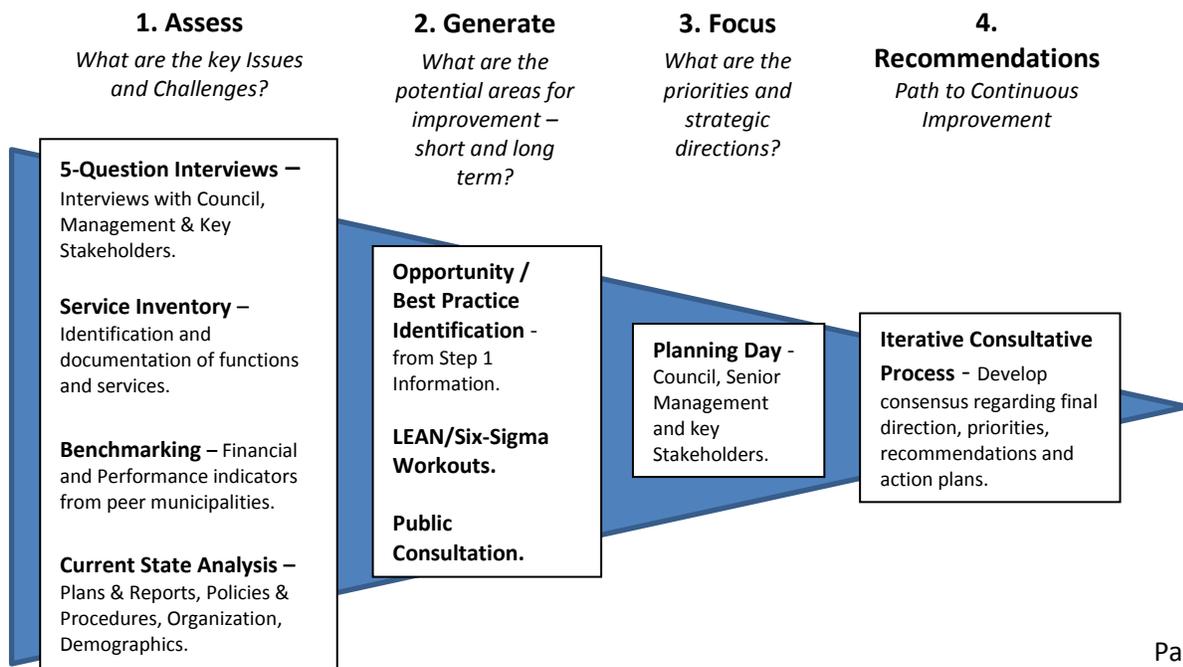
3.6) Final Report Preparation, Review, Public Consultation and Presentation to Council

Following the Planning Day, The Consultant will prepare a draft report for consideration by the Steering Committee. Once the Steering Committee has reviewed and revised the report as necessary, a series of Departmental sessions will be held to review and consider the draft. Following Departmental review, the draft will be presented to Council for review and comment. Following this review, Council may wish to consider further public consultation. Two public consultation workshops are anticipated in the quoted project fee.

Following the Council review and public consultation (if directed), a final report will be prepared for Council approval.

3.7) Process Summary

The following diagram presents a summary of the proposed methodology:



4) Deliverables

The Project Report will summarize the results of the Service Level and Operational Review incorporating findings, conclusions, recommendations and work plans. Specifically the Report will provide:

- Study Background including Community Profile, Organization Function responsibilities and Structure, Key Administrative Staff Roles, as well as a summary of Financial and Performance Metrics.
- Recommendations in regard to changes in services and programs and resources including whether specific services should be reduced, expanded, discontinued or delivered in an alternate way and whether specific services and programs are best delivered by the Township, the non-profit sector or the private sector.
- Recommendations with respect to changes to the operational structures including applicable departments, divisions, other service providers, services and programs, updated reporting responsibilities with a view of maximizing innovation, beneficial risk taking, adaptability and accountability.
- An outline for an Accountability Framework including, Performance Measures and Reporting. Specific tasks, projects and action requirements will be grouped by strategic direction so there is a coherent organization of tasks rather than a random 'To Do' list. This will facilitate assignment of responsibility to the appropriate Council Committee and Senior Leadership member for implementation as well as identifying priorities and timelines.

XX copies of the final report will be delivered to the Town and Township by an agreed upon completion date. In addition, the consultant shall provide all presentations, materials and final report in pdf form.

It is understood that the consultant shall appear before Council to present the final report and will provide assistance to the CAO and the Management Team in:

- (a) planning and communicating the project to Town and Township staff throughout the duration of project,
- (b) planning and communicating the project to the public and other stakeholders; and,
- (c) presenting and communicating the final report and implementation plan to Town and Township staff.

5) Consultant Experience and Qualifications

The study will be led and completed by Edward (Ted) Darby. Ted is a semi-retired senior hospital executive who now provides Management, Hospital and Emergency Services Consulting. Ted is currently a Professor at St. Lawrence College teaching post-graduate courses in leadership, quality management, and healthcare operations.

Consulting assignments to date include:

- Fire Master Plan, Russell Township (2019 – ongoing)
- Fire Master Plan for the Town of Carleton Place (2018 – ongoing)
- Fire Master Plan for the Municipality of Mississippi Mills (2018)
- Project Management Services to build a replacement Fire Station for Augusta Township (2017 -2018)
- Parks & Recreation Master Plan for the Township of Augusta (2017)
- Fire Master Plan for the Township of Augusta (2016)
- Development of Human Resource Policies and Procedures for the Township of Augusta (2016)
- Fire Master Plan for the Leeds & Thousand Islands Fire Department (2015)
- Project Management Services to develop a Stage I capital redevelopment submission for the Collingwood General & Marine Hospital (2014 – 2016)
- Market Assessment for Agnew Peckham Consulting (2014)

Ted has over 35 years' experience in senior management positions in a number of Canada's most prestigious hospitals including Sunnybrook Health Sciences Centre and North York General Hospital. Prior to his retirement in 2013, Ted was the joint Vice-President responsible for Planning and Facilities for the three hospitals in Kingston: Kingston General Hospital, Providence Care, and Hotel Dieu Hospital.

A consistent feature of Ted's 35 year career as a senior hospital executive is continuous dedication to improve and increase service delivery while reducing costs. Ted has actively participated in numerous operational reviews and has led many quality and performance improvement projects. Ted is intimately familiar with benchmarking and performance improvement techniques including Continuous Quality Improvement, LEAN and Six-Sigma. Further, Ted has led both strategic and major facility planning processes as well as building construction projects including the \$140M expansion of North York General in 2000, the building of the new Mattawa Hospital in 2007 and the major \$200M expansion at Kingston General in 2010. Ted's experience in strategic planning included development of plans for Sunnybrook in 1985 and North York General in 1995.

Ted has a B.Sc. and M.H.Sc. from the University of Toronto. \

6. Schedule

The schedule proposal below provides for a consultative and collaborative approach while recognizing the need to ‘*get the show on the road*’ and produce tangible results promptly.

Council Selection of Successful Firm
Contract Execution / Project Begins
Project Charter
Data Gathering, Interviews & Focus Groups
Planning Day
Draft Report / Steering Committee Review
Consultation
Final Report

7. Contact Information

For further information, please contact:

Ted Darby, TDC Group
3841 County Rd. #1, E
Stone Mills, ON K0K 3N0
(613)-377-1687
edarby@kos.net

Appendix I: Proposed LEAN/ Six Sigma Workout Groups

	Work Group	Services
1	General Administration:	<ul style="list-style-type: none"> • Customer Service (Telephone, Front Counter/Reception, Inquiries/Complaints) • CAO Office • Policy Development & Review • Corporate Reception
2	Human Resources:	<ul style="list-style-type: none"> • Recruitment & retention, • Training and development, • Policies & Procedures • Pay equity) • Health and Safety
3	Clerk's Office:	<ul style="list-style-type: none"> • General Inquiries, • Council Meeting Management and Support, Administrative Support to Mayor and Council Members, • Vital Statistics, • Records and Information Management, FOI Elections Management)
4	Economic Development:	<ul style="list-style-type: none"> • Community Promotion including Community Improvement Plans
5	Planning:	<ul style="list-style-type: none"> • Land Use Planning • Application Processing, • Committee of Adjustment
6	Emergency Management	<ul style="list-style-type: none"> • Plan Development & Management • Annual Exercises • Business Continuity Planning
7	Finance:	<ul style="list-style-type: none"> • Financial Planning and Budget • Capital and Operating Accounting and Reporting • Performance Data • Taxes and Accounts Receivable • Purchasing, Receiving and Accounts Payable • Revenue • Payroll and Benefits • Asset Management • Dog Licensing Lottery Licensing
8	Fire Service:	<ul style="list-style-type: none"> • Fire Suppression Response • Emergency Medical Response structural, vehicle, grass/brush Hazardous Material Response • Fire Prevention, Fire Code Compliance Enforcement • Public Education • Training and Professional Development • Facility and Apparatus Planning
9	Parks & Recreation:	<ul style="list-style-type: none"> • Facility Management Town Hall • Facility Management and Operations, Arenas and other assets. • Facility Management Libraries • Parks Maintenance and Management

		<ul style="list-style-type: none"> • Docks
10	Building Department:	<ul style="list-style-type: none"> • Land Use Planning Review • Permits Enforcement • Municipal By-law Enforcement
	Public Works - Roads:	<ul style="list-style-type: none"> • Roads (surface, curbs, sidewalks) Bridge and Culvert Structures • Corridor Safety Management (streetlights, guard rails, signage) • Winter Maintenance • Facility Management - Garages • Storm Sewer System and Drainage
11	Public Works –Waste Management:	<ul style="list-style-type: none"> • Waste collection, closed landfills, transfer stations, Landfill • Waste Management Services
12	Public Works – Asset Management:	<ul style="list-style-type: none"> • Fleet / Equipment Management • Capital Planning • Asset Management • Minimum Maintenance Standards • Inventory Control
13	Public Works - Environmental Services:	<ul style="list-style-type: none"> • Underground Services - Water Distribution Underground Services - Wastewater Collection • Water Treatment - • Wastewater Treatment - • Raw Water Pumping and Distribution - • Water\wastewater response and follow-up with residents and authorities • Facility Management
14	Information Technology:	<ul style="list-style-type: none"> • Applications including providing technical, database, business analysis services and support to application systems including Financial), Asset Management, County Geographic Information System (GIS), • Records management, corporate email, website. • Infrastructure including network communication, servers, client PCs, and peripherals; • Security services and business continuity.
15	Library Services:	<ul style="list-style-type: none"> • Administrative Support • Financial Support • Logistic Support • Facility Management - Cardinal and Spencerville
16	Transit	<ul style="list-style-type: none"> •

ACTION ITEM LIST

Date	Department	Item & Action	Status
January 9, 2017	CAO	Schedule an Economic Development Session & Review of Strategic Plan	Strategic Plan - ongoing Official Plan - 2020
January 16, 2017	Clerk's	Report on Use of Ranked Ballots in the 2018 Municipal Election	2020 (City of London experience)
January 23, 2017	CAO	Report and resolution of support re: Municipal Fire Service as Critical Infrastructure as part of the Province's Infrastructure Strategy	2020
March 5, 2018	By-Law	Animal Control By-law Update	2020
February 19, 2019	CAO/Operations	Asset Management Plan Review	2020
June 24, 2019	Clerk's	Council Composition Report	Spring 2020
September 16, 2019	CAO	Arena Planning/Fundraising	Ongoing
January 2020	CAO	Garbage & Recycling Analysis	February 2020
January 2020	CAO/Operations	Town Event Discussion	February 2020
January 2020	CAO/Fire Dept	Fire Agreement Review	Spring 2020